

**ESTIMATES COMMITTEE  
(1964-65)**

**SEVENTY-SECOND REPORT  
(THIRD LOK SABHA)**

**MINISTRY OF REHABILITATION**

**DANDAKARANYA PROJECT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*April, 1965/Chaitra, 1887 (Saka)*

*Price : 2\*45 P.*

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## ESTIMATES COMMITTEE

(1964-65)

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24. Shri Bishwanath Roy
25. Shri P. G. Sen
26. Shri Prakash Vir Shastri
27. Shri H. Siddananjappa
28. Shri Ramchandra Ulaka

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\*Elected w.e.f. 18th September, 1964, *vice* Shri Lalit Sen ceased to be a member of the committee on his appointment as a Parliamentary Secretary.

( iv )

29. Shri R. Umanath
30. Shri N. M. Wadiwa

SECRETARIAT

Shri Avtar Singh Rikhy—*Deputy Secretary.*  
Shri B. K. Mukherjee—*Under Secretary.*

## INTRODUCTION

1. The Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Seventy-second Report on the Ministry of Rehabilitation—Dandakaranya Project.

2. The Committee took evidence of the representatives of the Ministry of Rehabilitation on the 24th and 25th March and 10th to 13th August, 1964 and of the representatives of the Ministry of Food and Agriculture on the 19th August, 1964. The Committee wish to express their thanks to the Secretary, Ministry of Rehabilitation, the Chairman and Chief Administrator of the Dandakaranya Development Authority and other officers of the Ministries of Rehabilitation and Food and Agriculture and of the Dandakaranya Development Authority for placing before them the material and information they desired in connection with the examination of the estimates.

3. They also wish to express their thanks to the Chairman, West Bengal Social Welfare Advisory Board, Calcutta and the Editor, Dandakaranya Samachar, Jagdalpur for giving evidence and making valuable suggestions to the Committee.

4. The Report was considered and adopted by the Committee on the 29th and 30th March, 1965. It was sent for factual verification to the Ministry of Rehabilitation on the 31st March, 1965. During factual verification, the Ministry submitted on the 3rd and 4th April, 1965 certain additional facts and figures pertaining to some of the paragraphs in the Report for consideration of the Committee. These were considered by the Committee at their sittings held on the 5th April, 1965 and such of those as have been accepted, have been suitably incorporated in the Report.

5. A statement showing an analysis of the recommendations contained in this Report is also appended to the Report (Appendix VII).

NEW DELHI-1,  
April 5, 1965.  
Chaitra 15, 1887 (Saka).

ARUN CHANDRA GUHA,  
Chairman,  
Estimates Committee.

## CHAPTER I

### INTRODUCTORY

Dandakaranya is an underdeveloped contiguous area of about 77,670 square Kms (30,000 square miles) in the districts of Koraput and Kalahandi of Orissa State and in the district of Bastar of Madhya Pradesh State. As the area provided a good scope for planned development, it was selected in 1957 by the Government of India for rehabilitation of migrants from East Pakistan. However, the first batch of 92 migrants came to the Project area in February, 1958.

2. Except in the south east, most of the area is a low plateau, full of dense forests of Teak, Sal, Bamboo, Bija, Saja and other deciduous trees. It is intersected by ranges of hills between which the Adivasis have been cultivating fields of paddy, niger and millets.

3. The area is watered by rivers like Indravati the Sabari and the Machkund and by hundreds of streams and rivulets. It has an annual average rainfall of over 60" (152.4 cms).

4. The most valuable assets of the region, however, are its mineral resources. It is rich in minerals like high-grade iron ore, bauxite, manganese, lime stone, clays etc. and there are also some deposits of copper, mica and graphite.

5. These natural resources have not been exploited mostly due to the fact that the area has poor communications. The Railway system completely by-passes it except for a small branch line which skirts the eastern boundaries of Koraput. The trunk-line from Bombay to Calcutta lies far off to the North. Except National Highway No. 43 which traverses the area, the other roads are few usable only in fair weather.

6. For entering the area one has to go either to Raipur or Vizianagram both about 804.6 Kms (400 miles) from Calcutta. Koraput, the Headquarters of the Dandakaranya Development Authority, and Jagdalpur another important town in the area are on the National Highway connecting Vishakhapatnam with Raipur.

7. With the object of "effective and expeditious execution of the scheme to resettle displaced persons from East Pakistan in Dandakaranya and for the integrated development of this area, with particular regard to the promotion of the interests of the area's tribal population", the Government of India decided to set up a Central authority known as the Dandakaranya Development Authority in 1958.



8. Out of the land released by the State Governments of Madhya Pradesh and Orissa portions of it have been found suitable for reclamation by the Dandakaranya Development Authority in the following areas:—

Malkangiri Zone—Orissa State  
 Umarkote Zone — -do-  
 Raigarh Region — -do-  
 Paralkote Zone —Madhya Pradesh  
 Pharasgaon Zone— -do-

9. The Committee earlier examined the estimates of the Ministry of Rehabilitation—Dandakaranya Project in the year 1959-60 and presented their Ninety-seventh Report to Lok Sabha on the 29th April, 1960. Action taken by Government on the recommendations contained in the report was examined by the Estimates Committee (1961-62) who presented their Hundred and Fifty-third Report on the 29th March, 1962.

## CHAPTER II

### PROJECT ORGANISATION

#### A. Constitution of the Dandakaranya Development Authority

10. The constitution of the Dandakaranya Development Authority is laid down in the Resolution of the Government of India dated the 12th September, 1958 as amended from time to time, a copy of which is given in Appendix I. Composition.

The composition of the Dandakaranya Development Authority has undergone several changes and at present, it is as follows:

- (1) A whole time Chairman.
  - (2) The Chief Administrator, Dandakaranya Project.
  - (3) The Chief Secretary, Government of Madhya Pradesh or his nominee.
  - (4) The Chief Secretary, Government of Orissa or his nominee.
  - (5) The Chief Secretary, Government of West Bengal or his nominee.
  - (6) A representative of Law and Social Security (Department of Social Security).
  - (7) A representative of the Union Ministry of Rehabilitation.
  - (8) A representative of the Union Ministry of Finance.
- } Members.

The Chief Administrator, Dandakaranya Project is the Chief Executive Officer of the Authority. A whole-time officer is appointed as Secretary of the Authority.

#### B. Chairman and Chief Administrator

11. The creation of the Dandakaranya Development Authority was approved by the Union Cabinet on the 14th April, 1958. Its constitution was approved by the Union Cabinet on the 23rd July, 1958 and the Authority was set Constitutional Developments.

up by a Resolution of the Government of India dated the 12th September, 1958. As originally constituted, the membership of the Authority consisted of a Chairman, a Chief Administrator, the Chief Secretaries of the Governments of Madhya Pradesh and Orissa, a representative of the Ministry of Home Affairs and three departmental heads, namely, those of Finance, Engineering and Agriculture. The Chief Administrator and the three departmental heads were whole-time members the Chairman and others were only part-time members. The Chief Administrator of the Project was designated as the Chief Executive Officer of the Authority. No definite executive functions were assigned to the Chairman. The holder of that office being only a part-time member was supposed to exercise such duties and functions as were the normal attributes of Chairman of public bodies, that is, to preside over the meetings of the Dandakaranya Development Authority and to discharge functions incidental thereto.

12. In course of time, doubts arose as to the responsibility of the Chief Administrator to administer and supervise the departments of Finance, Agriculture and Engineering, the heads of which were also whole-time members of the Dandakaranya Development Authority. To remove any doubt about the position of the Chief Administrator *vis-a-vis* other members, the Government designated the Chief Administrator as the Deputy Chairman of the Dandakaranya Development Authority *vide* Resolution No. 6(5)DNK/59, dated the 4th March, 1960. This, however, did not put an end to the internal bickerings amongst the whole-time members of the Authority.

13. The Estimates Committee, in their 97th Report (Second Lok Sabha) on the Dandakaranya Project recommended *inter alia* the appointment of a whole-time Chairman with headquarters in Dandakaranya and expressed their doubts about the utility of the departmental heads of Agriculture and Engineering being members of the Authority. These recommendations were accepted by the Government and, in the Authority as reconstituted by a Resolution (No. 6(7)DNK/60) dated the 20th June, 1960, provision was made for a whole-time Chairman. The two heads of departments (of Agriculture and Engineering) were also dropped from membership of the Authority. In the revised constitution the provision regarding Chief Administrator being the Deputy Chairman of the Authority, which was earlier introduced in order to emphasise his higher position *vis-a-vis* the departmental members, was dropped, as also the provision that the Chief Administrator was the Chief Executive Officer of the Project. Thus, the authority was left with two whole-time members, namely, the Chairman and the Chief Administrator, without their respective functional jurisdictions being defined. Subsequently, by a Resolution [No. 6(7)DNK/60] dated the 13th September, 1960, the old position of the Chief Administrator being the Chief

**Executive Officer of the Project was restored\***. The resolution, however, failed to lay down precisely the functions of the newly created office of a whole-time Chairman of the Authority.

14. The whole-time presence in Dandakaranya of two top officers of the Dandakaranya Development Authority without their respective roles in the organisational structure of the Authority and their relations *inter se* being clearly defined led to conflicts of jurisdiction affecting the homogeneous character of the Authority and seriously impairing its efficiency. A reference was made to this on the 1st April, 1963 in the course of debate in the Lok Sabha on the Demands for Grants for 1963-64 for the Ministry. One of the members stated *inter alia*:

Controversy between Chairman and Chief Administrator.

"Since the authority was reorganised with Mr. Sukumar Sen as Chairman, its working is some what smooth. But recently one thing has alarmed the public in West Bengal. There is a rumour that due to some difference in the Ministry, he has expressed his willingness to quit the Dandakaranya Authority. I do not know whether the Minister has got his formal resignation letter or not, but the rumour is current in West Bengal that he has expressed his willingness to quit the Authority."

The Deputy Minister in reply stated:

"We have not received any official resignation from Mr. Sukumar Sen."

But this left unresolved doubts about demi-official correspondence, personal letters and statements.

After the demise of Shri Sukumar Sen, Shri S. K. Gupta, a retired officer of the West Bengal I.C.S. Cadre, was appointed as Chairman on 1st November, 1963, in consultation with the Chief Minister of West Bengal. He assumed office on the 1st November, 1963. The old controversy about the powers of the Chairman *vis-a-vis* the Chief Administrator again came to the fore and led to protracted correspondence between the Chairman and the Chief Administrator on the one hand and the Chairman and the Government on the other which culminated in the resignation of the Chairman in September, 1964. The resignation evoked considerable publicity in the press and stimulated reference in both the Houses of Parliament.

The Committee have been informed by the Ministry of Rehabilitation at the stage of factual verification of the Report that:

"The Scheme of the Dandakaranya Project has always envisaged that the Dandakaranya Deve-

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\*At the time of factual verification, the Ministry have stated that the provision regarding Chief Administrator being the Chief Executive Officer of the Project, was omitted inadvertently from the Resolution dated the 20th June, 1960. The omission was rectified in the Resolution dated the 13th September, 1960.

lopment Authority should be given a considerable measure of autonomy. With a view to retaining the autonomous character of the Dandakaranya Development Authority, Government have left it to the Authority to redelegate its powers to the Chairman and the Chief Administrator. This will be clear from the specific provision made in the Resolution No. 6(5) DNK/59 dated the 4th March, 1960 and 6(7) DNK/60 dated the 20th June, 1960. In the Resolution dated 12th September, 1958 as amended by the Resolution No. 6(5) DNK/59 dated the 4th March, 1960, certain powers were delegated to the Dandakaranya Development Authority. Further powers were delegated to the Dandakaranya Development Authority by the Government in October, 1962 and on subsequent dates. When there was a part-time Chairman, no need was felt for specific delegation of powers to the Chairman. In a meeting held from 12th to 14th October, 1960, Dandakaranya Development Authority had clarified that when the Authority was not in a session the Chairman could exercise any of the powers of the Dandakaranya Development Authority in urgent matters and report the matter to the Dandakaranya Development Authority in its next meeting. After the appointment of a full-time Chairman in pursuance of a decision taken at the meeting of Dandakaranya Development Authority held on 29-1-1963, specific powers were delegated by Dandakaranya Development Authority to the Chairman and the Chief Administrator. When Shri S. K. Gupta raised the matter about the relative functions and powers of the Chairman and the Chief Administrator, the Dandakaranya Development Authority in its meeting held on 13th March, 1964 gave clear indications about the respective functions of the Chairman and Chief Administrator and also their views on the specific modifications in the powers of the Chairman proposed by Shri Gupta. Shri Gupta not being satisfied with the position indicated by the Dandakaranya Development Authority wanted to have the views of the Government. The views of the Government were communicated to Shri S. K. Gupta in letter No. 7(248)/64-DNK dated 7th August, 1964 from the Union Rehabilitation Secretary. These views were also clarified by the Union Minister when he addressed the Dandakaranya Development Authority in the meeting held on 13-8-1964."

"The scheme of delegations is that the Chief Administrator should be the Chief Executive Officer as specified in the Resolution and the Chairman should have supervisory and directive powers. For example, even before modifications suggested by Shri S. K. Gupta were considered, Chairman of Dandakaranya Development Authority had powers to create all posts up to senior Class I Service, full powers of incurring contingent and miscellaneous expenditure, certain powers of write off. Further, under Rule 35 G.F.R. (Revised and Enlarged 1963 Edition) unless otherwise provided by any special rule or order, it is within the competence of an authority to exercise the financial powers delegated to another authority subordinate to it. As such the Chairman could also exercise all the financial powers delegated to subordinate officers, including the Chief Administrator."

*The Committee feel that the real cause of controversy was inherent in the pattern of organisation of the Dandakaranya Development Authority as laid down in the aforesaid Resolutions of the 20th June and 13th September, 1960 and regret that the consequences of not specifying clearly the functions of both the Chairman and the Chief Administrator in the constitution of the Dandakaranya Development Authority itself were not foreseen. It is usually the privilege of the authority creating an autonomous body to define the demarcation of powers between its top officials as an ample safeguard against internal bickerings. In the absence of such clear definition, there is apt to be a scramble for power leading to friction and disharmonious working. This would be evident from the fact that the internal bickerings and dissensions between different functionaries of the Dandakaranya Development Authority have persisted since its inception. The Committee are not happy that the Ministry should have contented themselves by taking the position that in their anxiety to retain the autonomy of the Dandakaranya Development Authority, they left it to the Dandakaranya Development Authority to decide as to what powers should be exercised by the Chairman and the Chief Administrator. The Committee consider that the powers and functions of both the Chairman and the Chief Administrator should have been clearly defined by the Government particularly at the time they replaced the part-time Chairman by a whole-time Chairman. The Committee need hardly stress that if the whole-time Chairman of the Dandakaranya Development Authority, who should be a mature and experienced person, is to prove equal to his responsibility 'to plan and direct its activities' and 'be responsible to the Ministry for the functioning of the Dandakaranya Project', he should be equipped with the necessary powers.*

The Committee are alive to the problem created by the presence of two very senior whole-time officers in the field in Dandakaranya. They, therefore, recommend that in the event of the powers of the Chairman, Dandakaranya Development Authority being enhanced, it might be appropriate to appoint a comparative by Junior officer as Chief Administrator of the Authority.

The Committee have gathered the impression that despite the declared anxiety of the Government to retain the autonomous character of Dandakaranya Development Authority, in actual practice the latter acts somewhat like a subordinate office of the Ministry of Rehabilitation. As the Dandakaranya Development Authority has to discharge heavy responsibility in tackling the complex problem of the resettlement of displaced persons from East Pakistan in this virgin area, it should be encouraged, as originally envisaged, to exercise its powers expeditiously and without undue fetters.

The Committee would like to mention that after the resignation of the last Chairman, Government have made a temporary arrangement under which the Deputy Minister in the Ministry of Rehabilitation functions as the Chairman of the Dandakaranya Development Authority. The Committee feel that the arrangement is not satisfactory as it is not in conformity with the letter and spirit of the Resolution constituting the Authority or consistent with its autonomy. They suggest that the question of appointment of a whole-time Chairman of the Authority may be urgently considered.

### C. Representation of States

Representa-  
tion of the  
States of  
Madhya  
Pradesh,  
Orissa and  
West Ben-  
gal.

15. Originally, representation was given on the Dandakaranya Development Authority to the States of Madhya Pradesh and Orissa by making the Chief Secretaries of these States, or their nominees, as members of the Authority. The Estimates Committee in their 97th Report (Second Lok Sabha) on the Dandakaranya Project, recommended the association of West Bengal in some practical manner in the Project so that the interests of the displaced persons who are to move out of West Bengal to the new area may be properly and adequately represented. This recommendation of the Committee was accepted by Government and representation was given to West Bengal also, on the 20th June, 1960 when the Authority was reconstituted.

Representa-  
tion of  
Andhra  
Pradesh and  
other States.

16. In their 97th Report (Second Lok Sabha), the Committee had also recommended that, in order to have an integrated plan for development of the area, it would be desirable to have Andhra Pradesh also represented on the Dandakaranya Development Authority. The reply furnished by the Ministry of Rehabilitation under their O.M.

No. RS-6(6)/60, dated the 22nd September, 1960 is reproduced below:

"The question as to when the Dandakaranya Project will be extended so as to cover the areas of Andhra Pradesh cannot be foreseen at present with any degree of certainty. It would, therefore, be premature to have a representative of Andhra Pradesh on the Authority at this stage. As and when the extension of the Project to the State of Andhra is proposed, a representative of the State Government will be appointed on the Authority."

*The Committee feel that time has come when the Project should be extended to Andhra Pradesh by including adjacent areas offered by that State for rehabilitation of new migrants. If that is agreed, then the Committee would like to reiterate the recommendation made in their earlier Report (1960) that it would be desirable to have Andhra Pradesh also represented on the Dandakaranya Development Authority for having an integrated plan for development of the area\*.*

17. The attendance of Chief Secretaries of State Governments, who are members of the Dandakaranya Development Authority, at the meetings of the Authority held between March, 1960 and September, 1964 is stated to be as follows:

Attendance of Chief Secretaries of States at meetings.

	No. of meetings attended by Chief Secretary	No. of meetings attended by Officers other than Chief Secretary	No. of meetings at which none attended
<i>Total number of meetings held — 18.</i>			
West Bengal	13	3 (by Secretary, Rehabilitation Department)	2
Madhya Pradesh	nil	15 (7 by Commissioner, Raipur and 8 by Secretary, Rehabilitation Department)	3
Orissa	8	9 (by Secretary, Health Department)	1

\*At the time of factual verification, the Ministry have stated as follows :

"No part of Andhra Pradesh is included in the area of the Dandakaranya Development Authority. No region in Andhra Pradesh has been selected under the Special Areas Development Programme. There is therefore no other proposal to extend the jurisdiction of the Dandakaranya Project to Andhra Pradesh. It may, however, be mentioned that under the intensive development of programme considerable coordination may be necessary between projects in Andhra Pradesh and projects in Dandakaranya area."



*The Committee note that the Chief Secretaries of the States concerned do not attend the meetings of the Dandakaranya Development Authority regularly. Out of 18 meetings held between March, 1960 (When the Dandakaranya Development Authority was reconstituted) and September, 1964, the Chief Secretary of Madhya Pradesh attended no meeting while the Chief Secretary, Orissa attended only 8 meetings.*

*The Committee suggest that in view of the important role of the Dandakaranya Development Authority it should be impressed upon the State Governments concerned that the Chief Secretaries should attend the meetings of the Dandakaranya Development Authority regularly, unless they are unable to do so for unavoidable circumstances.*

*They also suggest that meetings of the Dandakaranya Development Authority should be held, as far as possible within the Project area in different constituent States by rotation.*

*The Committee suggest that there should be closer co-ordination between the Zonal Administrators of the Dandakaranya Development Authority and the Collectors and other State authorities of the adjoining districts, particularly in the fields of education, agriculture and health services.*

#### **D. Representation of the Union Ministries**

**Representation of the Union Ministries of Home Affairs, Rehabilitation and Finance.**

18. Originally, only the Ministry of Home Affairs was represented on the Dandakaranya Development Authority perhaps for the reason that it was concerned with the welfare of Tribals inhabiting the area comprised in Dandakaranya Project. A representative each from the Ministry of Rehabilitation and Finance were later added on the Authority while reconstituting it on the 12th March and 13th September, 1960 respectively.

**Representation of the Union Ministry of Food and Agriculture.**

19. The Agricultural Expert Team on Dandakaranya Project have in their Report recommended as follows:

**"The Team recommends that the question of including a representative of the Union Ministry**

of Food and Agriculture may also be given due consideration."

*The Committee consider that as Dandakaranya Project is vitally concerned with agriculture, it would be helpful if the Union Ministry of Food and Agriculture (Department of Agriculture) is represented on the Dandakaranya Development Authority so that expert advice and assistance is available to it regarding programmes for development of agriculture, horticulture, minor irrigation, animal husbandry, forestry etc.*

### E. Representation of non-Officials

20. The Estimates Committee in their 97th Report (Second Lok Sabha) had recommended as follows:

"The Committee, however, feel that it would be in the interests of the project if some well-known social workers were included in the Dandakaranya Development Authority. They do not think that addition of a few such non-officials would make the body too unwieldy.....The Committee therefore suggest that the feasibility of appointing a few non-officials as part-time Members may be considered."

The Ministry of Rehabilitation did not accept the above suggestion of the Committee and stated as follows in reply:

"The number of Members of the Dandakaranya Development Authority, after reconstitution on the lines recommended by the Estimates Committee, is 8. The appointment of non-official social workers as part time members of the Authority would necessitate representation being given to each of the three States, viz. Madhya Pradesh, Orissa and West Bengal. Any such additions are likely to make the Authority unwieldy and detract from the expeditious implementation of the Scheme. There are already a large number of social workers, most of whom are displaced persons from East Pakistan, employed under the Authority to assist in the welfare activities of the displaced persons in Dandakaranya and there is also an expert on

Tribal Affairs to advise the Authority with regard to schemes of tribal welfare and advancement.\* Any further addition is not necessary at present."

The Estimates Committee, after considering the reply of the Ministry, observed as follows in their 153rd Report (Second Lok Sabha):

"The Committee feel that since the Dandakaranya Project had been conceived to solve the problem which was socio-economic in character it is essential to recognise the importance of this aspect in dealing with the matter. They are of the view that the association of a few individuals, who are well known in the field of social work and have also knowledge of social drawbacks from which the displaced persons are suffering, on the Dandakaranya Development Authority is necessary and the same purpose cannot be fully achieved by the subordinate social workers. While the number of such persons to be added to the Authority is a matter that may be decided by the Government, the Committee do not agree that it will make the body unwieldy. They, therefore, reiterate their earlier recommendation."

During evidence the Secretary to the Ministry has stated that the above suggestion of the Committee was considered by the Government but it was felt that it was not necessary at this stage to add non-officials or expand the Dandakaranya Development Authority. He, however, promised to have the matter reviewed.

*The Committee regret that inspite of the clear recommendations of the Estimates Committee made in their two previous Reports (97th and 153rd) to associate non-officials with the Dandakaranya Development Authority, Government have not seen it fit to implement the same. The Committee would reiterate that association of non-officials with the Dandakaranya Development Authority would be a distinct help in a proper social orientation of the programmes and policies of the Dandakaranya Development Authority. The Committee would also suggest*

\*At the time of factual verification, the Ministry have stated as follows

There is no adviser on Tribal Affairs attached to the Dandakaranya Development authority at present. The post was abolished because the schemes of tribal welfare were executed by State Government and Dandakaranya Development Authority is not dealing direct with the affairs of the Adivasis.

that Government may examine the possibility of constituting an advisory body consisting of representatives of leading non-official organisations in Dandakaranya and in West Bengal who have been consistently taking interest in the welfare and rehabilitation of displaced persons.

#### F. Staff Position

21. The staff position of the Dandakaranya Development Authority during the period 1961-64 is at Appendix II. Project Establishment.

The Committee note that the number of regular staff of the Dandakaranya Development Authority in position has increased from 3,388 on the 1st April, 1961 to 4,615 on the 1st April, 1963 and 5,204 on the 31st July, 1964—an increase of 1816 or 53.6% over the 1961 figures. Similarly, work charged staff employed by the Engineering Organisation of the Dandakaranya Development Authority has been increasing from year to year, the number having gone up from 972 in 1962 to 1453 in 1963 (i.e. an increase of 49.5%) and to 1800 in 1964 (i.e. an increase of 103.7 per cent over the 1962 figures). As against 4868 and 6068 persons employed by the Dandakaranya Development Authority in April, 1962 and April, 1963 respectively, the Dandakaranya Development Authority had on hand the work of resettling a total of 5262 and 6660 displaced persons families in position in Dandakaranya in June 1962 and June 1963 respectively.

22. The year-wise figures of expenditure on Establishment are as follows:— Expenditure on establishment.

	Under the head 'B-2 Establishment'	On Headquarters Establishment
	Rs.	Rs.
1957-58 . . . . .	17,707	17,706
1958-59 . . . . .	14,18,617	4,07,067
1959-60 . . . . .	46,77,238	9,80,735
1960-61 . . . . .	84,69,155	14,72,926
1961-62 . . . . .	1,00,15,899	15,27,628
1962-63 . . . . .	1,15,20,968	18,89,147
1963-64 . . . . .	1,09,83,413	25,03,530

The sub-head wise break-up of figures under the head 'B-2 Establishment', of Estimates (Final Grants) of expenditure and actual expenditure during the financial years 1961-62, 1962-63 and 1963-64 and of Estimates for 1964-65 are at Appendix III.

*The Committee note that the expenditure under the head "B-2 Establishment" has risen from Rs. 84.69 lakhs in 1960-61 to Rs. 1.10 crores in 1963-64 while the final grant for the year 1964-65 under that head was Rs. 1.19 crores—an increase of 41% over the 1960-61 figures. They also find that the expenditure on 'Head-quarters Establishment' has risen from Rs. 14.73 lakhs in 1960-61 to Rs. 25.04 lakhs in 1963-64 representing an increase of 70%.*

**Review of  
staff require-  
ments by  
Staff Review  
Committee.**

23. The Dandakaranya Development Authority appointed a departmental committee to review the administrative structure and staff requirements of the Dandakaranya Project in 1960. The Review Committee submitted two Reports in February, 1961 and September, 1962.

The first Report of the Review Committee was considered by the Dandakaranya Development Authority at their sitting held on the 10th March, 1961 while the second Report was considered by the Authority on the 14th September, 1962. While an appreciable number of recommendations contained in the Reports were accepted by the Dandakaranya Development Authority, there appears to have been no systematic follow-up. It would be recalled that the Second Review Committee in para 16 of their Report had *inter alia* recommended that—

"The Committee also recommends that in order to eliminate any chance of haphazard growth in the staff pattern, work study should be taken up systematically in the Dandakaranya Project. The Committee would recommend that the Dandakaranya Development Authority might depute suitable officers to the Special Reorganisation Unit of the Ministry of Finance to undergo training in Work Study."

The Committee are informed that no officer of the Dandakaranya Development Authority has so far been given training in work study and the matter is still under correspondence with the Union Government\*.

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\*At the time of factual verification, the Ministry have stated as follows:

"No Officer of the Dandakaranya Development Authority could be trained in work study because no course for work study has been held by the O & M Division of the Cabinet Secretariat (now Department of the Administrative Reforms) since March, 1963. It has not, therefore, been possible for the Dandakaranya Project Administration to have their officers trained in work study."

*The Committee feel unhappy that the Reports of the Staff Review Committee have not been followed up by detailed job analysis which would have ensured fixation of strength on rational basis and obviated scope for extravagance.*

*The Committee would urge that job analysis should be undertaken without any delay. They would suggest that the Staff Inspection Unit of the Government may be asked to carry out immediately a detailed study of the staff position of the Dandakaranya Development Authority, particularly the Headquarters establishment, with a view to rationalising it and effecting economy. If, however, for any administrative reasons the Staff Inspection Unit cannot immediately undertake the study, the Chief Administrator and the Financial Adviser of the Dandakaranya Development Authority may be asked to jointly review the matter at an early date in association with one officer well-versed in work study.*

*The Committee would recommend that arrangements may be made to impart training to two existing officers of the Dandakaranya Development Authority in work study.*

24. The Committee would also like to draw attention <sup>Unfilled</sup> to the following recommendation made in para 15 of the <sup>Posts.</sup> Report of the Second Review Committee:—

*“It will be seen that the total number of sanctioned posts as on 15th July, 1962 is 6410, out of which 1880 posts are lying vacant. The Committee recommends, as on the last occasion, that all the vacant posts may be abolished, except for posts for which action for recruitment has been already taken and is in sufficiently advanced stage. The vacant posts which are abolished may be recreated when necessary on the basis of actual requirements in accordance with the usual procedure.”*

*The Committee are informed that the number of unfilled vacancies existing in the establishment of Dandakaranya*

Development Authority during the last four years has been as follows:—

	1-4-61	1-4-62	1-4-63	1-4-64
Class I . . .	33	12	10	3
Class II . . .	80	51	29	35
Class III . . .	2,303	1,530	825	691
Class IV . . .	1,370	951	461	366
<b>TOTAL . . .</b>	<b>3,786</b>	<b>2,544</b>	<b>1,325</b>	<b>1,095</b>

Explaining the reasons for such a larger number of posts remaining vacant, the representative of the Ministry stated during evidence that in view of the uncertainties and variations in the workload in the Dandakaranya Development Authority, abolition of posts had to be done cautiously, but in the interest of economy, the Project had kept unfilled any post which could so remain vacant without detriment to the work in hand at any time. A contributory factor, according to him, was the difficulty in obtaining personnel of the right type and in adequate numbers for technical and specialised work.

*While the Committee can accept that some difficulties might have been faced by the Dandakaranya Development Authority in filling up the technical posts, they feel that there is scant justification for keeping over thousand posts unfilled for inordinately long time. They also feel that sanctions for these posts were given without a proper assessment of work load and that the Government, Dandakaranya Development Authority should have exercised greater control and check in sanctioning them.*

*The Committee do not see any advantage or justification in continuing such unfilled posts year after year which itself shows that there is no immediate need to fill them up. The Committee suggest that after proper assessment has been made of the staff requirements of the Dandakaranya Development Authority by the staff Inspection*

*Unit referred to in para 23, all such posts as are found surplus to the requirements should be abolished.*

25. From the statement furnished to the Committee (Appendix II), the Committee find that the position regarding employment of displaced persons and tribals in Class III and Class IV establishment of the Dandakaranya Development Authority as on 31st July, 1964 was as follows:—

Recruitment  
of displaced  
persons and  
Tribals.

Total No. of staff	Displaced persons		Tribals		
	Number	Percentage	Number	Percentage	
3,345	1,126	31.6%	49	5.1%	Class III Class IV
1,675	461		206		

The Committee have also been informed that out of a total of 693 persons employed as Drivers, Mechanics, Cleaners etc. on the motor vehicles with the Dandakaranya Development Authority displaced persons and tribals number only 147 and 20 respectively. Similarly, in the case of the Central Workshop at Ambaguda, out of a total of 121 persons in class III and Class IV grades as on 28th January, 1964, only 14 were displaced persons and 2 were Adivasis. Information could not be made available to the Committee on the composition of 1,980 work-charged personnel employed by the Dandakaranya Development Authority on 1st April, 1964, as they had not been maintaining any record thereof. But during on-the-spot visit, the Study Group of the Estimates Committee had the impression that a large percentage of these men would not fall in the categories of displaced persons and tribals. It has also come to the notice of the Committee that displaced persons and tribals are not employed in sufficient number by private contractors engaged by the Dandakaranya Development Authority in road building, irrigation works and other engineering activities in the Project area. Even those that are employed adequately remunerated.

*The Committee feel that since employment in public services should make its due contribution as a means of rehabilitation of displaced persons, the Dandakaranya Development Authority should have provided top priority to the displaced persons and the local tribals for employment under their own organisation. They are of the view that this aspect has not been given due attention*



and that there is larger scope for employment of displaced persons and tribals particularly in Class III and Class IV establishments of the Dandakaranya Development Authority where the qualifications for recruitment are not very exacting and the employment potential is large. They suggest that in employing persons against semi-skilled and unskilled posts both in the regular and work-charged establishments, preference should be given to the displaced persons and tribal people.

They also suggest that rules and regulations regarding recruitment of personnel in general for the Dandakaranya Development Authority may be suitably modified, if necessary, to subserve this end.

The Committee hope that the Dandakaranya Development Authority will also persuade the contractors engaged by them to employ as large a number of displaced persons and tribals as possible.

**Expenditure  
on Travelling  
Allowance.**

26. The Committee are informed that a sum of Rs. 16.90 lakhs has been paid by the Dandakaranya Development Authority towards travelling allowance to their officers and staff during the last three years as per details below:

(In lakhs of Rupees)

Category	1961-62	1962-63	1963-64	Total
Class I . . .	0.77	0.97	1.02	2.76
Class II . . .	0.58	0.74	0.99	2.31
Class III . . .	2.48	3.33	4.17	9.98
Class IV . . .	0.43	0.62	0.80	1.85
<b>TOTAL . . .</b>	<b>4.26</b>	<b>5.66</b>	<b>6.98</b>	<b>16.90</b>

The Committee are constrained to note that the travelling allowance has risen from Rs. 4.26 lakhs in 1961-62 to Rs. 6.98 lakhs in 1963-64. It has been represented to the Committee that some of the tours undertaken by the officers and staff of Dandakaranya are not strictly necessary for discharging official duties.

The Committee consider that now that most of the development work is concentrated in Malkangiri Zone it should be possible to effect sizeable reduction in expendi-

ture on travelling allowance. The Committee would suggest that the position may be reviewed in detail by the Chief Administrator and the Financial Adviser of the Dandakaranya Development Authority and necessary measures taken to eliminate infructuous travelling.

The Headquarters of the various departments of the Dandakaranya Development Authority are located at different places as under:—

Locations of  
Head-  
quarters.

Koraput . . . . .	Chairman Chief Administrator Financial Adviser & Chief Accounts Officer.
Jeypore . . . . .	Director of Reclamation Land Officer
Ambaguda . . . . .	Transport Officer
Jagdapur . . . . .	Superintending Engineer (Constn.) Superintending Engineer (Irrign.) Conservator of Forests Director of Veterinary Services and Animal Husbandry Industries Officer
Kondagaon . . . . .	Director of Health Services Education Officer.

The Committee feel that this arrangement may not be conducive to good administration and recommend that Government may examine whether without incurring much capital expenditure, the Headquarters of the various departments of the Dandakaranya Development Authority can be located at one or even two central places.

27. The representative of the Ministry stated during evidence that the Dandakaranya Development Authority had, in the initial stage, appointed four Zonal Leaders— one for each of the Zones of the Dandakaranya Project. The functions of these Leaders, who were paid employees of the Project, were to keep intimate contact with the settlers in the Zones, to listen to their grievances and to get them redressed. As things settled down to normalcy, their number has been gradually reduced and at present only one Zonal Leader is in position.

The Committee consider that as Zonal Leaders properly selected, are better acquainted with the social conditions of the displaced persons they would be in a better position

to enthuse confidence in the settlers and be of significant help in developing harmonious relations between the authorities and the settlers. The Committee suggest that the feasibility of reviving the posts of Zonal Leaders for all the zones of the Dandakaranya Project may be considered

**Sewaks.**

28. The Dandakaranya Development Authority have appointed general purpose officers at the ground level known as 'Sewaks' in the Work Centres and villages set up by them to serve as a link between the settlers and the higher officers of the Zonal Administration. The functions of these sewaks are stated to be as follows:—

"In the first phase of resettlement, the Sewaks are largely concerned with sustaining the morale of the settlers who are brought into unfamiliar surroundings. They are to look after the day-to-day problems of settlers and report them to higher authorities. They help the Assistant Resettlement Officer in distributing agricultural implements, building materials, paddy, blankets, etc. from time to time, and also in making payment of maintenance subsidy. At Work Centres one of their main functions is to make the displaced persons maintain kitchen gardens and to keep the place clean. They are to assist the settlers in the construction of new villages, advise them about the right pattern of cultivation and the application of fertilisers, conduct a sample crop survey with the assistance of the staff deputed by the Agricultural Department and follow it up by an actual assessment of yield when the crops have been harvested, maintain social harmony among settlers and foster a spirit of co-operation not only among the settler families *inter se* but also with the local residents, encourage the formation of Gram Kalyan Samities and through them to promote religious and cultural functions, look after internal law and order situation in Work Centres and villages and report serious offences and quarrels to higher authorities and maintain statistics by recording births, deaths, desertions, land allotments, etc."

**Allocation of Sewaks.**

29. The allocation of Sewaks to villages and Work Centres is stated to be on the following basis:—

- (i) One Sewak for every new village.
- (ii) One Sewak for every two villages which are in existence for over a year.
- (iii) One Sewak for every three villages which are in existence for over two years.

## (iv) One Sewak for every occupied work centre.

Occasionally, when there is a dearth of Sewaks, one Sewak is put in charge of two work centres.

*The Committee feel that the settlers are likely to need most the assistance provided by the Sewaks during the third year of their settlement when the subsidy available to them is completely stopped. The Committee, therefore, suggest that things are so arranged that every village should get proper attention by a Sewak in the third year, and that Extension work performed by the Sewaks should also be intensified.*

30. It has also been stated by the representative of the Ministry during evidence that—

Method of  
Recruitment  
of Sewaks.

*“Recruitment of Sewaks has been mostly from among the displaced persons. There is a certain amount of hit and miss about it. Some turn out to be very good and some indifferent.”*

*The Committee would suggest that suitable methods of recruitment of Sewaks should be evolved so that persons of the right type are appointed.*

31. It has been stated that at present there are no arrangements for training of sewaks and that they pick up the knowledge of their functions and duties in the course of their work under the guidance of officers. A scheme for imparting training for a few weeks in agriculture to Sewaks is, however, envisaged.

Training of  
Sewaks.

The Committee have been informed during evidence that the decision to give this training to sewaks was taken towards the end of November, 1963, but the training could not be given so far due to the influx of new migrants. It has further been stated during evidence that it would be better if a longer period of training is prescribed for sewaks, and that their pay scales are also reviewed. On being asked whether the existing Government agencies which impart training in extension and community development work to their village-level workers, could not be utilised for the training of sewaks, the representative of the Ministry stated during evidence that in view of the fact that sewaks in Dandakaranya are expected to tackle problems of a slightly different nature than those dealt with by the village level workers, it would be better if a special training is arranged by the Dandakaranya Development Authority itself for the sewaks employed by them.

It would be recalled that the Agricultural Export Team on Dandakaranya Project (1963) had *inter alia* recommended that—

"The Sewaks in the Project Area should all be directly under the Director of Agriculture and serve as a field corps not merely for propaganda but for rendering active help in plant protection and other similar agricultural operations which the settler is unable to undertake on his own or on operations which have to be undertaken on a massive scale during epidemics affecting the crops. These Sewaks may also be given intensive training in croup husbandry at the Zonal Experimental Farms."

*The Committee would suggest that early steps should be taken to organise the training scheme for Sewaks with special reference to agricultural operations including poultry and animal husbandry so that they can play a significant part in increasing agricultural production.*

*The Committee would also suggest the appointment of one suitable officer for a group of villages who may guide and help them in setting up cottage and small scale industries.*

#### G. Security and Vigilance

Security-cum-Vigilance Officer.

32. The Committee have been informed that the proposal for the creation of a post of Security-cum-Vigilance Officer was approved by the Dandakaranya Development Authority at their meeting held on the 6th July, 1959. The post was, however, filled up by an I.P.S. Officer of the Orissa Cadre as late as on the 25th May, 1960. The State Review Committee appointed in December, 1960 recommended that an officer of the rank of Deputy Superintendent of Police should meet the requirements in this regard. The recommendation was accepted by the Dandakaranya Development Authority and the officer holding the post at the time was reverted to the Orissa Government on the 3rd June, 1961. Another officer, again of the rank of Additional Superintendent of Police, in the senior scale of the I.P.S. of the Orissa Cadre was selected for the post and he joined on the 31st December, 1962. Subsequently, a committee of the Dandakaranya Development Authority recommended the abolition of the post of Security-cum-Vigilance Officer and two of the three posts of Security Inspectors in view of the Emergency. In pursuance of this recommendation the then incumbent of the post of Security-cum-Vigilance Officer was also reverted to the State Government on the 1st July, 1963. Subsequently, on the 16th June, 1964, the post of Vigilance Officer in the senior scale of I.P.S. was revived with the *ex-post-facto* approval of the Dandakaranya Development Authority at their meeting held on the 13th and 14th August, 1964. It has been stated that efforts are being made to fill up the post.

The Committee note that during a period of about 4 years between 6th July, 1959 when the post of Security-cum-Vigilance Officer was created for the first time and 30th June, 1963 when it was abolished in view of the Emergency, the post was actually held by an officer for a period of only 1½ years.

The Committee do not quite appreciate why this important post of the Security-cum-Vigilance Officer should have been selected for abolition on the grounds of Emergency when his services were more particularly needed because of the Emergency.

The Committee regret that though the post was revived as far back as 16th June, 1964, it still remains unfilled.\* They strongly urge that speedy action should be taken by the Dandakaranya Development Authority to fill up the post.

33. The Committee have been informed that there is only one Security Inspector in the Security and Vigilance Organisation and that out of 57 posts of Security Guards, only 41 are in position. Strength of the organisation.

34. The number of cases investigated by the Security-cum-Vigilance Organisation during the period 1959 to 1964 and the number on which action was taken by the administration is as follows:— Cases investigated.

Year	Number of cases investigated	Number of cases in which action was taken
1959 . . . . .	4	4
1960 . . . . .	4	7
1961 . . . . .	12	8
1962 . . . . .	13	9
1963 . . . . .	30	19
1964 . . . . .	20	10

The Committee would suggest that the operational strength of the Security and Vigilance Organisation for Dandakaranya may be reviewed in consultation with the Central Bureau of Investigation so that it can play an effective part as an agency for vigilance and investigation.

#### H. Purchase Procedure

35. Originally, the Dandakaranya Development Authority had a centralised purchase procedure. The Authority later delegated certain powers in favour of the Chief Administrator, the Director (Stores Purchase) and the Assistant Director (Stores Purchase) to make purchases on Decentralisation of Purchase Procedure.

\*At the time of factual verification, the Ministry have stated that a P.C.S. Officer who has been designated as Senior Executive Officer has also been appointed as Vigilance-cum-Security Officer.

single tender basis, limited tender basis and open tender basis with certain financial limitations. As this arrangement did not work smoothly, the procedure was reviewed by the Dandakaranya Development Authority in April, 1962 and a decision was taken to further delegate purchase powers to the Chief Administrator/Heads of Offices in respect of petty stores, proprietary articles and other articles. The Staff Review Committee in their Second Report presented in September, 1962 recommended that in order to avoid accounting difficulties and other delays, the Superintending Engineers of the Project may be made Direct Demanding Officers for rate contract items. They further recommended gradual reduction in the strength of the Stores Purchase Organisation. The above recommendations were accepted by the Dandakaranya Development Authority. Subsequently, the post of Director (Stores Purchase) was abolished and the strength of the Stores Purchase Organisation reduced.

In November, 1963, the purchase procedure was further decentralised as a result of decision that the Reclamation and Engineering Organisations of the Project should deal with all matters relating to stores directly without routing their indents through the Stores Purchase Organisation. The Stores Purchase Organisation was, however, retained with its functions limited to procurement of items purchased through the D.G.S.&D. and certain other specified items for organisations other than Engineering and Reclamation.

36. The financial limits of the purchase powers of the Superintending Engineers (Construction and Irrigation), the Director (Reclamation) and the Stores Purchase Officer in respect of the various modes of purchases have been laid down in the revised delegation of powers as follows:

**Financial  
Limits of  
Purchase  
Powers of  
Officers.**

Mode of Purchase	Powers of the Superintending Engineers (Construction and Irrigation) and Director, Reclamation	Powers of the Stores Purchase Officer
1. On DGS&D rate contract	Upto Rs. 5 lakhs	Upto Rs. 5 lakhs
2. By open tender	Upto Rs. 1 lakh	Upto Rs. 50,000
3. By limited tenders	Upto Rs. 25,000.	Upto Rs. 10,000.
4. (a) By Single tender	(i) S.E.s to enjoy powers available under CPWD Code (ii) Director of Reclamation Upto Rs. 250.	Upto Rs. 250.

Mode of Purchase	Powers of the Superintending Engineers (Construction and Irrigation) and Director, Reclamation	Powers of the Stores Purchase Officer
(b) Proprietary Articles	Upto Rs. 50,000	Upto Rs. 50,000.
5. By negotiation after invitation of tenders	Upto Rs. 50,000	Upto Rs. 25,000.
6. Repeat Orders or on Supplementary Agreements	Upto Rs. 1 lakhs	Upt Rs. 10,000.
7. Cash or emergency purchase by personal contact.	Upto Rs. 5,000.	Upto Rs. 2,500.

The Committee learn that the decentralisation of purchase procedure has been made on the recommendation of the Staff Review Committee to facilitate quicker procurement of stores which was a commendable object. They, however, suggest that the working of the revised procedure may be got reviewed by the D.G.S. & D. to ensure that there are not loopholes which would give rise to abuse and that at the same time the procurement of stores keeps pace with the requirements of development and rehabilitation.

37. The value of stores purchased by the Dandakaranya Development Authority through (a) D.G.S.&D., (b) by open tender, (c) by limited tender and (d) by negotiations and the value of other stores which are of "Proprietary nature" and those which have been procured through Government sources are given below:

	Rs.
(a) Through D.G.S. & D.	57,79,278
(b) By open tender	3,91,376
(c) By limited tender	18,37,164
(d) By negotiation	40,000
(e) At controlled rates from Firms	4,792
(f) Through other Government sources	29,58,127
(g) Proprietary articles (Medical supplies)	92,000
<b>Total</b>	<b>1,11,02,737</b>

[The above figures do not include value of items like ballies, tents and some other items procured from Government and other sources for which bills are yet to be received. These are expected to be to the tune of Rs. 10 lakhs].



In amplification of the figures in the table above, the Ministry of Rehabilitation have informed the Committee as follows:

"The figures to be compared are the total purchases through D.G.S.&D., open tender, Government sources and of proprietary articles on the one hand, and the purchases by limited tenders, by negotiation and on control rates from firms and others on the other hand. On this basis, the figures are Rs. 92.21 lakhs and Rs. 18.82 lakhs respectively. Purchases by limited tender is an approved mode of purchase recognized by the Central Purchasing Organisation. Purchases by limited tender works out to only 10 per cent of the total value of purchases made by the Project. Only Rs. 40,000 worth of purchases were made by negotiation.".....

"According to the Resolution constituting the Dandakaranya Development Authority, the powers of direct purchase delegated to the Dandakaranya Development Authority is subject to the proviso that where D.G.S.&D. has entered into rate contracts in regard to any items, advantage shall be taken on those contracts. This is being done by the Project Administration. Various officers have been declared as Direct Demanding Officers and as provided in the rate contract procedure, they place purchase orders direct on the firms. Such purchase orders are not however required to go through the D.G.S.&D."

The review suggested by D.G.S.&D. in the preceding paragraph should also cover the mode of purchase of stores by the Dandakaranya Development Authority. In general the Committee feel that purchases should be made by open tenders in preference to limited tenders as the former ensures wider competition and more competitive rates.

Supply Base,  
Mana.

38. Dandakaranya Development Authority maintains a supply base at Mana near Raipur headed by an Officer-in-charge (Class I) in scale of pay of Rs. 700—1150\*. All stores, equipment and materials for the Dandakaranya Project that are received through the railways are consigned to the indenter, C/o the Officer-in-charge, Supply Base, Mana who takes delivery at the Railway Siding at Raipur and arranges for their storing in the godowns at Mana and transportation to the respective indentors inside the Dandakaranya area.

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\*At the time of factual verification, the Ministry have stated that Class I post of Officer-in-charge of Supply Base, Mana has been abolished and replaced by a Class II post.

The expenditure on establishment in respect of the Supply Base, Mana during the last three years has been as follows:

	1960-61	1961-62	1962-63	1963-64 (Upto 31-12-63)
Pay of Officers . . . . .	7,928	9,812	5,437	5,446
Pay of Establish - ment . . . . .	31,462	50,696	45,982	34,558
Allowances . . . . .	23,624	7,720	16,649	12,483
TOTAL . . . . .	63,014	68,228	68,068	52,487

According to the revised procedure in force since November, 1963, indents are placed on the suppliers directly by the demanding officers and payment of bills is also made by them. But that part of the indent which is received through the Railways continues to be taken delivery of by the Officer-in-charge, Supply Base, Mana at the Raipur Railway siding base who also arranges for its storage at the Supply Base, Mana and transport to their ultimate destination.

*The Committee are of the opinion that the functions of the Supply Base, Mana, namely, to take delivery of the goods at the Railway siding and to arrange for their transportation to the various sites in Dandakaranya area, do not warrant the maintenance of a full-fledged Supply Base at an annual expense of nearly Rs. 68,000. The Committee also do not see any need for maintaining Base Warehouses at Mana and feel that it should be possible to arrange for the transport of goods to their destinations in the Dandakaranya area direct from the Railway siding. Apart from avoiding delay in transit of goods, this would save the unnecessary expense in transport of goods from the Railway siding to the warehouses at Supply Base.*

*The Committee suggest that the question of retaining the Supply Base at Mana with the present load of work may be examined very early with a view to effect economy.*

## CHAPTER III THE PLAN AND FINANCES

### A. The Plan

Preliminary  
Project  
Report.

39. A Project Report (Preliminary) for the Dandakaranya Project was prepared by the Chief Administrator of the Project for Phase I of the Project covering a period of three years from 1957-58 to 1960-61. It envisaged the settlement of 35,000 displaced families (26,000 agriculturists and 9,000 non-agriculturists) from the camps in West Bengal and 600 tribal families at an estimated expenditure of Rs. 37.89 crores. The Project Report was examined by Government and a total provision of Rs. 17.70 crores upto the 31st March, 1961 was approved for the Project. It is stated that the main reason for scaling down the allocation was reduction in the number of displaced families in the camps in West Bengal. The original target of rehabilitating 35,000 families in Dandakaranya was consequently reduced to 12,000 families (7,000 agriculturists and 5,000 non-agriculturists).

Earlier  
Recommendations  
of the Estimates  
Committee.

40. The Estimates Committee, in their 97th Report (1960) on the Ministry of Rehabilitation (Dandakaranya Project) had made the following recommendations:

"It is needless to emphasise the usefulness and necessity for preparing a master plan for a project like this. The Committee feel that there is a glorious opportunity to plan and build up a prosperous area out of the untold wealth of Dandakaranya, an idea which they are assured the Ministry fully shares. The Committee, therefore, consider that no effort should be spared in preparing a Master plan without delay. In case it is difficult to find competent men in India for the purpose, the Committee would suggest the consideration of the feasibility of getting experts from abroad for the purpose."

The Ministry of Rehabilitation informed the Committee under their O.M. No. RS. 6(6)/60, dated the 22nd September, 1960 that the following action had been taken in pursuance of their recommendations:

"It has all along been the intention to prepare a Master Plan for the project. It has not been possible to prepare a plan so far due to the lack of suitable personnel and inadequate data for the area. The data is now being collected and it is expected that it would be possible in the not too distant future to start work on a Master plan for the area."

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\*At the time of factual verification, the Ministry have stated as follows :  
"Discussions between the Ministry of Rehabilitation and Ministry of Finance on the Preliminary Project Estimates proceeded on the assumption that 12,000 families (7,000 agriculturists and 5,000 non-agriculturists) would be resettled in the first phase. The actual provision made in the estimates for reclamation, housing etc. was only for 9,000 families excluding tribals. Making allowance for 25% of tribals, the number of displaced persons families for whom provision was made in the financial estimates for the first phase of the Project would work out to about 7,000."

In a further note dated the 30th September, 1961 the Ministry of Rehabilitation informed the Committee that:

"The work of collection of data for the preparation of a Master Plan has not yet been completed. Suitable personnel for the preparation of a Plan has not yet been appointed. The Chairman, Dandakaranya Development Authority has, however, been requested to ensure that the work of preparation of a Master Plan is given priority and is started at the earliest possible time."

The above reply of the Government was not accepted by the Estimates Committee. They observed as follows in March, 1962 in their 153rd Report on Action taken by Government on the recommendation contained in their earlier Report on Dandakaranya Project:

"The Committee are of the view that unduly long time is being taken in preliminaries to the preparation of a Master Plan for the project. They recommend that the matter should be proceeded with expeditiously."

41. The Committee understand that the Chief Administrator of the Dandakaranya Project prepared the Revised Project Report in November, 1962, pending the preparation of the Master Plan. The Introduction to the Revised Project Report *inter alia* states that—

Revision of  
Project  
Report.

"It is intended to justify and explain the expenditure incurred during the first phase of the Project and describes the basic activities and operations of the Project. It indicates the directions in which the activities of the Project are likely to expand and serves as a ground plan for development in all fields of activities."

But apart from this, a major reason advanced for the preparation of the Revised Project Report was stated to be as follows:

- (i) A revised Project report would be the ground plan on the basis of which a Master Plan could subsequently be prepared.
- (ii) Funds would have to be earmarked by the Planning Commission and by the Government of India for the remaining years of the Third Plan period.
- (iii) Since it was recognised that industrial development would find a major place in any Master Plan, more thorough surveys of the industrial potentialities of the area would have to be done as a pre-requisite for the formulation of a Master Plan.

**Broad features of the Revised Project Report.**

42. The Revised Project Report originally envisaged a reclamation programme covering 1,96,000 acres of land and the resettlement of 19,600 displaced families during the Third Plan period at a cost of Rs. 4,182.67 lakhs. If expenditure during the first phase covering the period 1957-58 to 1960-61 was added, the total expenditure on the Dandakaranya Project upto the end of the Third Plan i.e. 1965-66 provided for in the Revised Project Report would have been of the order of Rs. 4,915.69 lakhs. However, in the absence of any decision by the Government on the Revised Project Report so far, the programme ceilings are being fixed on *ad hoc* basis from year to year.

**Action taken on the Revised Project Report.**

43. The Committee are informed that copies of the Revised Project Report were sent on the 29th November, 1962 to the State Governments of Madhya Pradesh and Orissa for their comments. The comments of State Governments were received in August-September, 1963.

The Dandakaranya Project Administration thereafter sent copies of the Report together with the views of the State Governments to the Dandakaranya Development Authority for their comments. This matter was considered by the Dandakaranya Development Authority at their sittings held on the 18th and 19th November, 1963 when it was decided that "the Revised Project Report as submitted by the Chief Administrator along with the views of the State Governments and the comments of the Administration (Dandakaranya Development Authority) thereon should be forwarded to the Government of India for formal consideration".

**Two More Reports on Dandakaranya.**

44. The Government of India, in the meantime, received two more Reports in April, 1963 on the subject of development potentialities of Dandakaranya. The First Report was by the Agricultural Expert Team on 'Dandakaranya Project' which was constituted in February, 1963 by the Department of Agriculture of the Union Ministry of Food and Agriculture, with the concurrence of the Chairman of the Dandakaranya Development Authority, to assess the potentialities of Dandakaranya area with special reference to growing commercial crops and commercial types of timber.

45. The Second Report was submitted by the National Council of Applied Economic Research who had undertaken a study of the 'Development of Dandakaranya' for mineral based and small scale industries on the request of the Dandakaranya Development Authority. The study indicated the development possibilities of mineral and forest resources of the region for the establishment of both large and small scale industries. A total investment of Rs. 650 crores was envisaged for the period upto 1976, the bulk of which might have to be in the public sector for exploiting and utilising the iron ore resources of the region. The net output from the suggested industrial

development was estimated at about Rs. 170 crores per annum by 1976 and the employment potential about 1,50,000. The organisational aspects needed to bring about the development of such magnitudes had also been indicated in the report.

46. The Government of India decided in January, 1964 to set up a high-powered team of officers to recommend the lines on which further development of Dandakaranya should be undertaken. The following reports were referred to this team of officers for study and consideration:

Appointment  
of High  
powered  
Team in  
January 1964

- (i) Revised Project Report prepared by the Chief Administrator of Dandakaranya (November, 1962).
- (ii) Report of the Agricultural Expert Team on Dandakaranya Project (April, 1963).
- (iii) Report of the National Council of Applied Economic Research on Development of Dandakaranya (April, 1963).

Shri T. P. Singh, Additional Secretary, Planning Commission was appointed as the Chairman of the High-powered team which included representatives of various Ministries and State Governments and Chairman, Dandakaranya Development Authority.

The team of officers was to advise the Government on the following aspects:

- “(i) the lines on which further development should be undertaken.
- (ii) the specific schemes which should be undertaken during the remaining part of the Third Plan period and during the Fourth Plan period.
- (iii) the agencies which would be appropriate to execute the different schemes.
- (iv) organisational changes, if any, that may be required in the Dandakaranya Administration.
- (v) financial provision to be made for the different schemes; the extent to which the Government of Madhya Pradesh and Orissa should be asked to contribute towards the development schemes from their resources and the extent to which private sector enterprise can be expected to participate in general development.”

47. In the course of evidence in August, 1964, the representative of the Ministry stated:—

Appointment  
of Techno-  
Economic  
Appraisal  
Team.

“Unfortunately...the whole country was overwhelmed by the new influx on 15th January, 1964. Therefore, this has been held up pending a review of the entire position in regard to the future policy. It will be premature to prepare a Master Plan now as it depends upon the

amount of influx, the availability of land for future plans etc. Therefore, for the time being we are having a techno-economic survey, as was referred to earlier, under the chairmanship of Dr. Nagaraja Rao."

The Techno-Economic Appraisal Team has been set up on the 21st July, 1964 under the leadership of Dr. A. Nagaraja Rao, Adviser (Industry & Minerals) Planning Commission "for conducting a techno-economic appraisal of the Indravati Basin, which would include an assessment of the potentialities for development of the field, of irrigation, power, forest resources, minerals and industry with special reference to the possibilities of large scale rehabilitation of displaced persons in the area".

A separate Irrigation and Power Investigation Team "to undertake an appraisal of the hydro-electric and irrigation potential of the Indravati Basin and in particular to assess the economic possibility of the Chitrakut Hydro-electric Project" was set up on 20th August, 1964.

The Committee are distressed to note that even after a lapse of nearly five years of their recommendations for preparation of a Master Plan for Dandakaranya, Government have not yet been able to finalise a Master Plan for the area. Initially, Government pleaded lack of suitable personnel and adequate data. Two years were allowed to lapse when it was thought fit to take up a revision of the Project report which was supposed to furnish a basis for the Master Plan. But simultaneously, it was given out that more thorough surveys of the industrial potentialities of the area would have to be done as a pre-requisite for the formulation of a Master Plan. It seems, however, that it took some time to appoint a study team to undertake this survey. An Agricultural Team was also appointed. When their reports were received, Government set up a high-powered team to consider all these reports and make recommendations. But even this team was not called upon to formulate a Master Plan. Sometime later, another team, called the Techno-Economic Team, was appointed, evidently in supersession of the previous high-powered team, which was to undertake a fresh review of the entire position, considered necessary on the ground that in the meanwhile the whole country was overwhelmed by the new influx of migrants. It was argued that it would be premature to prepare a Master Plan without taking into account the full extent to this influx. So Government are as near or as remote from the formulation of the Master Plan as they were when the Estimates Committee stressed the need of such a Plan in 1960.

After nearly five years of vacillation, it has been stated that it is premature to think of a Master Plan, until the full impact of the fresh influx of displaced persons which started early last year is fully taken into account. The

Committee cannot help feeling that this fresh wave of displaced persons should spur the Government to expedite the formulation of the Master Plan rather than make it an excuse for postponing it. It is not known when the present influx will end and whether this influx is the last of its kind. So to postpone the Master Plan until the full impact of this influx is known, will be to postpone it indefinitely. In view of all these considerations, the Committee would urge that the formulation of the Master Plan should be urgently taken in hand, and not delayed any longer.

It is not clear to the Committee as to what role is now to be performed by the High-Powered Team which was set up under the chairmanship of the Additional Secretary, Planning Commission, in January, 1964 to advise the Government on further lines of development in Dandakaranya. They would suggest that Government may review the entire position and if there are any aspects which are not covered in the Techno-Economic Appraisal, these may be gone into urgently by a expert team. But what is essential is that such a small expert team must be charged with the responsibility to formulate with all possible expedition the Master Plan in conjunction with the Dandakaranya Authority, so that the lines of development for the Fourth Plan are laid down and adequate provision made therefor in the Plan\*.

### B. Finances

48. The total allotment of funds approved for the Dandakaranya Project on the basis of the Preliminary Project Report covering the period upto 31st March, 1961 was Rs. 17.70 crores as indicated below:

	Funds Originally Allotted.
Expenditure on general development including tribal welfare	Rs. 5.75 crores
Expenditure on displaced persons	Rs. 7.12 crores
Residual value of machinery and assets and recoveries	Rs. 4.83 crores
Total	Rs. 17.70 crores

The break-up of the allocation under different schemes is given in Appendix IV.

\*At the time of factual verification, the Ministry have stated as follows :

"A Steering Committee consisting of Secretaries of various economic Ministries and the Ministry of Rehabilitation, with Secretary Ministry of Finance (Department of Coordination) as Chairman has been constituted with the following terms of reference

(i) To prepare an integrated resource development programme for the region; this should cover the period of the Fourth Plan.

(ii) To supervise and coordinate the implementation of the development programme

(iii) To assess and recommend immediate implementation of selected projects which may later be incorporated in the full development programme of the region."



**Additional Allocations.** 49. An extra allocation of Rs. 3.82 crores was made in 1962 as under:

General Development . . .	Rs. 1.00 crore
Malkangiri Dam . . . . .	Rs. 2.02 crores
Operations in Malkangiri Zone .	Rs. 0.80 crore
	<hr/>
Total	Rs. 3.82 crores
	<hr/>

**Total Funds Available.** 50. Thus, the total allocation for the Project is Rs. 21.52 crores as under:

Expenditure on general development including tribal welfare	Rs. 8.47 crores
Expenditure on displaced persons	Rs. 7.92 crores
Residual value of machinery and assets and recoveries	Rs. 5.13 crores
	<hr/>
Total	Rs. 21.52 crores
	<hr/>

[15% of the allocation for the Malkangiri Dam has been taken under "Residual Value of Machinery and Assets and Recoveries" and the balance for General Development. The entire expenditure on Malkangiri operations has been taken as expenditure on displaced persons.]

**Expenditure Upto 31-3-64.** 51. As against the approved allocations of Rs. 21.52 crores, the total expenditure incurred on the Dandakaranya Project to the end of March, 1964 was Rs. 21.92 crores, as under:

Expenditure on general development including tribal welfare	Rs. 6.34 crores
Expenditure on Displaced Persons	Rs. 8.12 crores
Residual value of machinery and assets and recoveries	Rs. 7.46 crores
	<hr/>
Total	Rs. 21.92 crores
	<hr/>

Scheme-wise details of the expenditure incurred on the Project are at Appendix IV.

The following table indicates some of the schemes for which allotments were made on the basis of the Preliminary Project Report and the expenditure incurred on those Schemes upto March, 1964:—

Scheme	Allotment as in the P.P.R. as approved	Expenditure upto March, 1964.	Value of sanctions issued upto March, 1964
1. Land, Reclamation etc. . . . .	450·00	733·62	814·32
2. Villages . . . . .	200·00	84·14	199·97
3. Roads . . . . .	100·00	124·66	232·7
4. Project Building . . . . .	100·00	194·73	292·8
5. Irrigation . . . . .	150·00	115·77	409·19
6. Medical and Public Health	8·00	43·86	43·33
7. Technical and vocational training . . . . .	14·00	3·23	32·52
8. Truck operation including Workshop Maintenance . . . . .	80·00	129·32	144·43
9. Publicity and Recruitment	7·00	11·51	12·00
10. Project Vehicles . . . . .	30·00	70·33	66·66

*The Committee note that while the original allotment of funds of Rs. 17·70 crores was made on the basis of the Preliminary Project Report for Phase I of the Project ending in March, 1961 and different schemes under which expenditure was to be incurred were specifically laid down, funds totalling Rs. 3·82 crores were allotted subsequently Rs. 1·00 crores for general development, Rs. 2·02 crores for Malkangiri Dam and Rs. 0·80 crores for expenditure on Malkangiri Zone.*

Value of  
Sanctions  
issued upto  
March, 1964

52. The Committee are informed that while the ceiling fixed by the Government for expenditure on the Dandakaranya Scheme was Rs. 2152 lakhs, the value of sanctions issued by the Dandakaranya Development Authority upto the end of March, 1964 was Rs. 2938.89 lakhs.

*The Committee recommend that the position of issue of sanctions should be reviewed from time to time with a view to control expenditure and revise the ceilings of expenditure, if necessary.*

Payment  
Procedure.

53. The Committee understand that at present bills originating in the operational zones of the Dandakaranya Project have to be referred to the Headquarters office of the Financial Adviser and Chief Accounts Officer of the Project at Koraput.

The Staff Review Committee appointed in December, 1960 had recommended in para 166 of their Report that in order to expedite payment of bills, sub-accounts offices should be opened in operational zones of the Dandakaranya Project. The Staff Review Committee reconvened in July, 1962 reiterated the recommendation in para 26 of their Second Report. The recommendation was accepted by the Dandakaranya Development Authority at their meeting held on the 14th September, 1962.

It was stated during evidence that Paralkote and Umerkote Zones were no longer operational and as such it was not necessary to open sub-accounts offices in those Zones. The question of opening a sub-accounts office in the Malkangiri Zone was stated to be conditional on the establishment of a branch of the State Bank of India in that Zone. Opening of the branch of the State Bank of India at Malkangiri was stated to be dependent on the availability of a suitable building

*The Committee would suggest that early action may be taken to open a sub-accounts office in the Malkangiri Zone so as to expedite payment of bills.*

Unaccounted  
Advances  
to Depart-  
ments.

54. The Committee have been informed that a sizeable amount of advance made to the various departments of the Dandakaranya Development Authority remains unaccounted for for long periods so much so that on the 31st March, 1964 the total outstanding temporary advance balances were to the tune of over Rs. 70 lakhs. The latest position in this respect is as under:

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\*At the time of factual verification the Ministry have stated that no Branch of the State Bank of India has so far been opened in Malkangiri.

For more than one year but less than two years	Rs. 12,13,258
For more than two years but less than 3 years	Rs. 41,319
For over 3 years	Rs. 293
Total	Rs. 10,54,870

*The Committee are unhappy to find that temporary advances to the tune of Rs. 10.55 lakhs are outstanding for more than one year. The Committee would suggest that the Chief Administrator and the Financial Adviser and the Chief Accounts Officer may jointly go into the matter and bring down as much as possible the outstanding temporary advance balances.*

*The procedure for grant of advances to the various departments of Dandakaranya Development Authority may also be reviewed so as to ensure that large amounts do not remain unaccounted for for long periods of time.*

**CHAPTER IV**  
**LOANS AND SUBSIDIES**

**A. Relief**

55. The scale of relief, rehabilitation and maintenance assistance to the displaced persons from East Pakistan taken to Dandakaranya for rehabilitation is laid down in the Ministry of Rehabilitation letter Nos. 7(104)/DNK/59, dated the 28th November, 1960 and 7(86)/DNK/59, dated the 27th December, 1960. Different forms and scales of assistance have been provided at various stages of rehabilitation for different categories of displaced persons.

56. Before reaching Dandakaranya, the displaced persons are accommodated in Mana Group of Transit Camps and on their first arrival there, they are supplied free of charge, the articles mentioned below provided these have not been supplied to them earlier by the West Bengal Government before their departure for Dandakaranya:

(a) *Clothes*

For men	Dhoti . . .	1 piece
	Shirt . . .	1 piece
	Gamcha . . .	1 piece
For women	Sari . . .	1 piece
	Blouse . . .	1 piece
	Petticoat or Chamisee	1 piece
For Children	Shirt . . .	1 piece
	Short . . .	1 piece
For girls	Frock . . .	1 piece
	Izars . . .	1 piece

(b) *Blankets* at the rate of 1 per adult subject to a maximum of three per family.

**Supply of Blankets.**

57. The Committee understand that 4,700 pieces of blankets have been supplied free of cost to the settler families, who arrived on or after the 1st January, 1962. The settlers who arrived in the Project area before 1st January, 1962 were excluded from the lists compiled for distribution of these blankets and thus it was ensured that the settler families who had been provided with blankets before 1st January, 1962 were not again provided with blankets by the Project Administration. The blankets were procur- ed through D.G.S. & D. at the rate of Rs. 23.95 each while

the prices at which blankets were procured earlier varied from Rs. 24.00 to Rs. 29.90 each.

### B. Transitional Maintenance

58. From the Transit Camps in the Mana area, the displaced persons are dispersed to the various Work Centres in the Dandakaranya area. During their stay in the Transit Camp and Work Centres, the displaced persons are entitled to relief according to the following rules: Transitional Maintenance during work period.

“(a) The subsistence level for a settler's family will initially be reckoned as follows:

- (i) Family with one member—Rs. 30 p.m.
- (ii) Family with 2 members—Rs. 40 p.m.
- (iii) Family with 3 members—Rs. 50 p.m.
- (iv) Family with 4 members—Rs. 57.50 p.m.
- (v) Family with 5 members—Rs. 65 p.m.
- (vi) Family with more than 5 members—Rs. 70 p.m.

(b) From the subsistence level of family calculated as above, will be deducted a sum of Rs. 20 for each able male adult member of the family. The balance will be the monthly maintenance grant of the family which will be paid in advance every month.

(c) The able male adult members in each family will be provided work by the Dandakaranya Development Authority. Each such worker will be free to earn the maximum he can and keep the entire amount. In the following three eventualities action will be taken as indicated:—

- (i) If a worker is sick, he will, on the certificate of the Project Doctor, be paid @ 65 nP per day for each day of sickness.
- (ii) If a worker reports for work, but cannot be provided with work by the Project authority, he will be paid at the uniform rate of 65 nP per day irrespective of the reasons for the non-provision of work.
- (iii) If a worker chooses not to report for work though work is available, he will not be entitled to receive any payment for such day.”

**C. Rehabilitation Assistance**

**Rehabilita-  
tion assist-  
ance.**

59. The displaced persons are kept in Work Centres for a temporary period only. As soon as the village sites with basic amenities become available, they are moved there for permanent resettlement. At this stage, each family is entitled to Rehabilitation assistance at the scale indicated on the following page.

*Scales of Rehabilitation Assistance to Displaced Persons in Dandakaranaya*

Sl. No.	Particulars of assistance	Agriculturists Families	Non-agriculturists Rural Families (artisans, teachers, small traders etc.)	Non-agriculturists Urban and Semi-Urban Families
1.	Land for cultivation	7 Acres	2 Acres	
2.	Home-stead Plot	800 Sq. Yds.	800 Sq. Yds.	800 Sq. Yds. where land is available free of cost or Rs. 500 for the cost of development of the home-stead plot.
3.	House-building loan	Between Rs. 1500 and Rs. 2,000.	Between Rs. 1,500 and Rs. 2,000.	Upto Rs. 2,000.
4.	Agricultural/Small Trade Loan	Upt Rs. 850 (for the purchase of bullocks, seeds, implements, etc.)	Upto Rs. 1,000 (Small trade loan to traders and assistance for purchase of implements to artisans).	Upto Rs. 1,000. (Business Loan)
5.	Subsidiary Income Loan	In addition to Agricultural Loan, a family may be given 'subsidiary income loan' upto Rs. 300 on short term baiss.	In addition, a family may be given 'supplementary agricultural or horticultural loan' upto Rs. 300.	In addition to business loan, in deserving cases, a family may be given loan upto Rs 500 for business purposes.



Subsidiary  
Income-loan  
Scheme.

60. In addition to the 'House-building loan' and 'Agricultural/Small Trade Loan', a 'Subsidiary Income Loan' of Rs. 300 is also made available to a settler family. Though the loan is limited to Rs. 300 per family, the Chairman, Dandakaranya Development Authority has been given powers to exceed the ceiling in appropriate cases. This loan is normally advanced to the agriculturist settler families so as to enable them to pursue any of the subsidiary occupations during the non-agricultural season as detailed below:

1. Dairy and milch cow
2. Poultry keeping
3. Bee keeping
4. Paddy husking
5. Oil crushing
6. Wheat crushing (atta chaki)
7. Bidi making
8. Confectionery and milk products
9. Weaving
10. Umbrella repairing
11. Picture framing
12. Cork craftsmanship
13. Carpentry
14. Blacksmithy
15. Tailoring
16. Silversmithy
17. Tinsmithy
18. Hair dressing
19. Bakery
20. Plying bullock carts, bullock drawn rubber carts, Ekka or tonga.
21. Stocking and dealing in fodder, concentrates and poultry feed seeds and manures, agricultural implements particularly improved varieties.
22. Raising and marketing vegetables/fruit orchards.
23. Pottery
24. Cane and Bamboo works
25. Knitting
26. Doll making
27. Sawing
28. Musical Instruments manufacturing
29. Cycle and stove repairs
30. Baking (this is actually covered under bakery as serial No. 19 above)
31. Selling of Gram lahis.

32. Selling of Murries
33. Pan shop
34. Conch shell manufacturing
35. Mat and bag making etc. (also covered by item 24 above)

As this is not 'a type loan', funds are sanctioned from time to time on the basis of reports of the actual working of the Scheme. So far a total amount of Rs. 3 lakhs has been sanctioned. It is stated that the Scheme was considered by the Dandakaranya Development Authority at their meeting held on 13th August, 1964 and they recommended that an allocation should be made to cover at least 50% of the agriculturist families taken to the villages and that a proposal is being sent to the Government of India on the basis of this recommendation.

A subsidiary income loan of Rs. 300 is also available to non-agriculturist families in villages for agricultural operations in the two acres of land allotted to each such family. An allocation of Rs. 50,000 has been made for this loan and this is stated to be sufficient for this purpose at present.

*The Committee commend the idea behind the grant of subsidiary income loan' which is likely to prove beneficial to the settler families as it will enable them to supplement their income from agriculture, besides helping in the development of cottage industries in the area. They recommend that the proposal to allocate adequate funds under this scheme so as to cover as large a number of agriculturist families in the villages as possible should receive the urgent consideration of Government.*

#### D. Maintenance Assistance

61. After the commencement of the resettlement phase, the displaced persons continue to get what is known as 'Maintenance Assistance' during the initial period of their resettlement. The scales of maintenance assistance admissible to various categories of displaced persons are given in the following table:

Maintenance Assistance during initial period of settlement.

*Maintenance Assistance during the initial period of Settlement*

S. No.	Particulars of Assistance	Agriculturist Families	Non-Agriculturist Rural Families	Non-agriculturist Urban and Semi-Urban Families
1.	Maintenance subsidy equal to the subsistence level indicated in para (a) of the rules given in Para 58 of this Report.	For the first agricultural season of 7 months after land has been allotted.	For a period of 3 months from the commencement of their resettlement phase. To be treated as a grant.	For a period of 3 months from the date on which the business loan is given.
2.	Assistance as during work period mentioned in paras (b) and (c) of the rules given in Para 58 of this Report.	During off season of 5 months immediately succeeding the first agricultural season mentioned above.	..	..
3.	Maintenance subsidy at half the rate mentioned at S. No. 1 above.	During the Second agricultural season of 7 months immediately following the off season mentioned above.	..	..
4.	Sickness Insurance in the form of payment for the days of sickness certified by a Project Doctor.	..	For a period of 18 months from the date of allotment of land.	For a period of 18 months from the date of allotment of land has been allotted with effect from a date following that on which land in particular village was harrowed or re-harrowed with tractors. In that case in the second agricultural season, the duration of the maintenance grant should be reduced so as to make good the extra payment made under the scheme during the first agricultural season in excess of the prescribed seven months period to ensure that the maintenance grant is not paid to any settler for more than 18 months at the full rate.

*The Committee note that after the lapse of a certain period following the commencement of the resettlement phase, the displaced families cease to be entitled to maintenance subsidy. The Committee suggest that a survey should be made of the economic conditions of those families who have, as a result of efflux of time, ceased to be entitled to maintenance subsidy and necessary measures taken to make self-sufficient such families as are found to be in distressed economic condition, on account of poor agricultural yield.*

### E. Tagged Persons

62. The Committee understand that according to the policy of the Government of India, relief, rehabilitation and maintenance assistance is admissible only to persons/families who are ex-inmates of the Refugee Camps in West Bengal. If a displaced person is not recognised as such ex-inmate on account of his having left the camp at some stage or as a consequence of a policy decision by the Government under which certain categories of camp inmates' relations are excluded, or for any other reasons whatsoever, he is not entitled for being sponsored by the West Bengal Government for rehabilitation in Dandakaranya. In certain cases, however, where a displaced person of a non-camp category happens to be a member of an ex-camp family and desires to go to Dandakaranya along with the ex-camp family, the West Bengal Government 'tags' his name also with the ex-camp family so as to maintain the integrity of the family. Although such persons are 'tagged' to the ex-camp family sponsored for resettlement in the Dandakaranya area, they, or their non-camp spouses or their lineal dependents, are not treated as a part of the sponsored family for the purposes of transitional maintenance during work period or maintenance assistance during the initial period of resettlement. The Committee learn that there are 1611 persons 'tagged' to 1137 families in the Dandakaranya for whom the Dandakaranya Development Authority disclaim any responsibility. The 'tagged' members generally help the family to which they are tagged and share with them the transitional and maintenance subsidies available to other members of the family.

Tagged persons and Government Policy in regard to them.

The Study Group of the Estimates Committee during their visit to West Bengal in February, 1964, were informed that the State Government had taken up the question of providing relief to 'tagged' members of migrant families with the Government of India. The Government of India have, however, not agreed to relax the policy in this regard except in the case of 'tagged' members suffering from tuberculosis.

It has been represented to the Committee that the policy of denying relief and maintenance to 'tagged' members of an ex-camp family resettled in Dandakaranya

has resulted in considerable hardship to families. Cases have been brought to the notice of the Committee where aged parents, wives, minor sisters and daughters, and adult sons of widows have been classified as 'tagged' to the family.

The Committee are of the view that this situation, if allowed to continue for long, is likely to have far-reaching social consequence for settlers in Dandakaranya inasmuch as economic pressure occasioned by the rigid policy of the Government in this regard may eventually cause disintegration of families, and create difficulties in inheritance of properties. In view of the magnitude of the problem which affects the welfare of 1137 families (out of a total of 8244 families moved to Dandakaranya upto the end of September, 1964) and in view of the fact that financial implications of providing subsidy or maintenance allowance to only 1611 persons may not be very large, the Committee suggest that the policy of the Government in regard to 'tagged' persons may be reviewed, and the Dandakaranya Development Authority may be empowered to grant relaxation from the general policy in cases of genuine hardship.

## CHAPTER V WORK CENTRES

63. There is a time-lag between the arrival of displaced families in Dandakaranya and their movement to the sites of permanent settlement. In June, 1960, it was decided by the Government that every attempt should be made to utilise the displaced persons during this intervening period in the work of development of the area, more particularly in such work as was connected with their own rehabilitation, so that they might begin to earn in the process of their rehabilitation. The construction of work-site Camps and temporary housing for displaced persons was justified in the Preliminary Project Report as follows:

Genesis of  
the Scheme.

"The programme of reclamation of land and construction of villages cannot possibly keep pace with the scheduled movement of displaced persons into the area in view of the decision to close the camps in West Bengal by 31st July, 1959, and to provide employment for approximately 35,000 families, 75 per cent of whom may be agriculturists until they are permanently resettled either on land or in non-agriculturists pursuits. Temporary arrangements have therefore to be made expeditiously not only to house these families, but also to look after them and educate their children."

64. Work site camps (work centres) have been constructed by the Dandakaranya Development Authority. Most of these work centres have been constructed along the National High-way—43, Bhanupratappur Road and Kondagaon—Amraoti Road in view of the prospects of employment being available to the inmates of the centres on road repair work. According to the Revised Project Report, in all 62 work centres were constructed at a cost of Rs. 53·80 lakhs.

Setting up  
of work  
Centres.

65. The Committee understand that the total capacity of work centres was for housing 3377 families. They, however, note that a sizeable portion of the temporary housing capacity constructed in work centres remained unutilised and that as many as 22 work centres had to be dismantled and that 11 were put to use for housing Project offices.

Capacity  
Created.

*The Committee regret that considerable infructuous expenditure has been incurred in constructing the work centres far in excess of the requirements. They feel that a proper phasing of the programme for construction of*

work centres on the basis of actual requirements could have saved a substantial expenditure on this account. They recommend that a survey be made of the existing work centres with a view to their proper utilisation.

**Work Centres dismantled.**

66. The Committee have been informed at a very late stage that the cost of construction of 22 dismantled work centres was Rs. 9,60,498 and that another amount of Rs. 13,244 was spent in dismantling them. The salvage value of these 22 dismantled work centres is only Rs. 1,78,916. Besides, two of the work centres at Biragaon and Hahaladi have been reconstructed at a cost of Rs. 50,000.

The Committee consider it unfortunate that these work centres were dismantled without making proper provision for such contingencies which have arisen in the wake of exodus of migrants from East Pakistan in January, 1964.

The Committee would stress that the existing work centres should not be dismantled unless it is conclusively proved that they are surplus to requirements and that they would not be required in the foreseeable future for housing displaced persons.

As most of these centres are on road side, the Committee feel that these could have been put to good use as centres for non-agricultural rehabilitation schemes particularly when the Dandakaranya Development Authority has not been able to provide any such schemes which are so much needed.

**Families accommodated in work centres.**

67. The number of families staying in work centres in Dandakaranya at the end of December, 1963 is stated to have been as follows:

	Agriculturists	Non-Agriculturists	Total
1. For not more than 3 months	704	23	727
2. For more than 3 months but less than 6 months	2	nil	2
3. For more than 6 months but less than one year	nil	nil	nil
4. For more than one year but less than 2 years	1	1	2
5. For more than 2 years	nil	2	2
<b>Total</b>	<b>707</b>	<b>26</b>	<b>733</b>

68. The object of setting up the work centres mostly along NH-43, Bhanupratappur Road and Kondagaon—Amraoti Road was the employment of displaced families on road repair work until their movement to the sites of their permanent resettlement. The Committee are, however, informed that in view of the fact that the displaced persons, who are mostly agriculturists, are reluctant to do work on roads and in view of the emphasis on employing them in such work as is connected with their own rehabilitation, the displaced persons are not engaged in road works and that, instead, efforts are being made to reduce the period of stay of the families in work centres.

Opportunity for gainful employment of families staying in work centres.

69. The Committee note that of the families remaining in work centres on 31st December, 1963, 623 were entitled to transitional maintenance subsidy. None of these families was provided with work and as such idle wages had to be paid to all of them. During evidence the representative of the Ministry has stated that it has not been possible to find adequate gainful employment for the inmates of the work centres but attempts are being made to engage them on the growing of vegetables, sanitation work, repairs to internal roads and on school buildings in the work centres. Efforts are also being made to secure orders for manufacture of goods for defence purposes and to introduce weaving, knitting and sewing etc. in the Centres.

*The Committee would suggest that the stay of the families in the work centres should be put to effective use by imparting them training in improved methods of agriculture suited to Dandakaranya area. Practical demonstrations would go a long way in bringing home to the displaced persons the need for adopting suitable agricultural practices to get optimum return from the lands to be allotted to them in Dandakaranya.*

*The Committee would also suggest that the families may be imparted training in cottage industries and subsidiary occupations such as poultry, bee keeping, beedi making, weaving etc. which can play a significant part in augmenting their meagre resources. Instructions may also be given to the families in such matters of national importance as family planning, co-operatives, sanitary conditions of living etc.*



## CHAPTER VI

### LAND

#### A. Release of Land

Land released upto the end of September, 1964.

70. The Committee are informed that by the end of September, 1964 Governments of Orissa and Madhya Pradesh released a total of 1,79,525 acres of land for the Project as under:

#### *Orissa (Koraput District)*

Umarkote-Raighar Zone	47,768	acres
Malkangiri Zone	78,354	acres
	1,26,122	acres

#### *Madhya Pradesh (Baster District)*

Paralkote Zone including Jamri	48,299	acres
Kondagaon Zone	5,104	acres
	53,403	acres
Grand Total	1,79,525	acres

Position regarding release of land in Malkangiri Zone.

71. Further release of land have, of late, been confined to the Malkangiri area of the Koraput District of Orissa. The progress regarding release of land in that area is indicated below:

Land applied for		Land released		Progressive total	
Date	Area (in acres)	Progressive Total	Date	Area (in acres)	Area (in acres)
11-8-60	..	..	18-7-61	26,426	..
			8-9-61	4,400	30,826
21-7-62	1,13,294	1,13,294	3-10-62	7,400	38,226

Land applied for			Land released		Progressive total
Date	Area (in acres)	Progressive total	Date	Area (in acres)	Area (in acres)
29-1-64	20,950	1,34,244	May, 63	5,990	44,216
			Jan., 64	4,252	48,468
			Feb., 64	5,137	53,605
			Mar., 64	2,582	56,187
			Apr., 64	11,322	67,509
			June. 64	1,322	68,831
			Sept., 64	3,182	72,013

72. The prospects of further releases of land for the Dandakaranya Project have been summarised thus in a note prepared for the consideration of the Dandakaranya Development Authority for their meeting in August, 1964: Prospects of further release of land.

- (a) About 15,000 acres of land in *Malkangiri* are likely to be available during the next working season. Of which 10,000 acres will be available for displaced persons resettlement and the rest earmarked for the tribal quota.
- (b) In *Paralkote*, between 3,000 to 4,000 acres are likely to be available for release in the north and east, and the possibility of extending preliminary operations to another 30,000 acres in the south may be explored if the State Government gives the green signal. Past experience shows that between 40 to 60 per cent of the released area is found suitable for agriculture. It is not expected that any of the lands reclaimed from this area will be asked for by the Madhya Pradesh Government for adjustment of the balance of their tribal quota which now stands at 1,784 acres.
- (c) In *Mingachal* it is presumed that the offer made by the Madhya Pradesh Government previously, i.e. of about 6,000 acres of land, would become available for resettlement in the coming season and a favourable decision in respect of a further area of 10,000 to 15,000 acres in the vicinity, for utilisation in the season 1965-66, is also expected.
- (d) In *Kalahandi*, if no land is made available in the plains area, the Sonabeda plateau offers less attraction and comes last in order of preference."

Prospects of  
release of  
land in south  
of Bastar  
District  
(Madhya  
Pradesh)

73. The Committee are informed that Dandakaranya Development Authority also approached the Madhya Pradesh Government to release areas of land in South Bastar across the river Sabari adjacent to Malkangiri zone. Apart from the fact that this land is suitable for agricultural development for rehabilitation of displaced persons, these areas would also be administratively suitable for development by the Dandakaranya Development Authority, since communications are reasonably good and much of the work could be controlled from the Malkangiri zone across the river Sabari where reclamation work was already in progress. Madhya Pradesh Government is however stated to be not inclined to release land in South Bastar for the following reasons:

- (a) land has to be reserved for families who may be displaced in the wake of Ichapali and Bhopalpatnam Projects;
- (b) the area is a teak growing region; and
- (c) according to the National Forest Policy Resolution, 60% of the area has to be reserved as forests.

*The Committee have been informed that 50% of the land released by the Madhya Pradesh Government in north Bastar have been found to be unsuitable; so they feel that the authorities should try to persuade the Madhya Pradesh Government to release some more suitable land for the rehabilitation schemes. The Committee learn that attempts to secure land in South Bastar were opposed by the Madhya Pradesh Government on the three reasons mentioned above. The Committee feel that it may not be difficult for the Dandakaranya Development Authority Ministry to take precautionary steps regarding these 3 points even if land in that area is released for rehabilitation, particularly the interest of teak wood and the provisions of the National Forest Policy Resolution. It may not be difficult also to provide land to the families likely to be displaced by the two projects which have not yet been accepted. It is, however, for the Union Government to take up the issue with the Madhya Pradesh Government for the release of more suitable land in the Bastar district in the background of their experience of some lands released earlier being not found suitable.*

*They also suggest that the possibility of further releases of land in the Paralkote and Minghachal areas of Madhya Pradesh may also be explored by Government.*

Procedure  
for Release  
of Land.

74. It has been stated that in the first instance negotiations are made with the State Government for the release of land in a particular area in that State. After the State Government accepts in principle to release land in the area, a formal requisition for land is made. As soon as

requisition for release of land is sent to the Collector, he asks the Divisional Forest Officer to offer his views for the release of land. The Division Forest Officer in turn directs his subordinate officers to examine the areas proposed for release in detail. On the basis of their reports, the Divisional Forest Officer submits his proposal either recommending release or withholding his recommendations on the ground of the forest potentialities of the areas. Simultaneously, the Collector instructs his subordinate revenue staff to proceed to each individual village to demarcate the proposed release areas, after keeping necessary reservations for grazing grounds and village forests. When the demarcation is completed, the Collector sends his proposal to the Revenue Divisional Commissioner who passes orders of release.

75. The Committee are informed that the time interval between the requisition for release of lands and the actual date of release varies from six months to one year depending mainly on the progress of survey and demarcation of lands to be released by the survey staff of the State Governments.

Time lag between the requisition of land and its actual release.

*The Committee note that the Dandakaranya Development Authority selects the land for the Dandakaranya Project and negotiates with the concerned States for its release. The Committee feel that in such cases where the land is not released by the State Governments within a reasonable time, the Ministry of Rehabilitation should take up the matter with the concerned State Governments. They also suggest that the whole procedure for release of land should be streamlined in consultation with the concerned State Governments to eliminate avoidable delays.*

### B. Soil Survey

76. Three kinds of land surveys are conducted by the Dandakaranya Development Authority, namely, Reconnaissance Survey, Advance Soil Survey and Detailed Soil Survey.

77. *Reconnaissance Survey:* Reconnaissance survey is made at the initial stage by the Lands Organisation of the Dandakaranya Development Authority which is headed by a Lands Officer. It is taken up after the State Government has agreed in principle to release land in a particular area. The object of reconnaissance survey is to formulate definite proposals for the release of land. It is made by visual inspection and with reference to local settlement records in consultation with State Government staff.

78. The Committee have been informed that the Lands Organisation is directly under the Chief Administrator whose headquarters are in Koraput while the headquarters of Lands Organisation are at Jeypore.

Headquarters of lands Organisation.

The Committee recommend that the desirability of locating the headquarters of the Lands Organisation at Koraput may be examined.

Land applied for in Malkangiri Zone but rejected and not released at all.

79. It has been stated that requisition was sent to the Collector, Koraput on 21st July, 1962 to release 1,13,294 acres of culturable waste lands in 121 revenue villages in Malkangiri Zone and that subsequent reconnaissance survey revealed that in 58 villages the areas would not be suitable for agriculture. Reconnaissance survey is proceeding in the remaining 63 villages.

The Committee note that in the case of Malkangiri Zone, application was preferred for release of land without any reconnaissance survey\*. After the completion of the survey, land comprised in 58 villages was found to be not suitable and was not pressed for release. In order to avoid such a situation, the Committee suggest that release of land should be applied for only after a reconnaissance survey of land has been undertaken.

80. Advance Soil Survey: This survey is made after land has been released by State Government and includes laboratory tests of soil lifted from the areas. The object of this survey stated to be fairly comprehensive, is to select sites for reclamation out of the areas released by State Government.

Rejections out of Land Released by the State.

81. The Committee understand that a sizeable portion of land released by the State Governments is rejected as a result of advance soil survey. According to the figures supplied to the Committee for the period ending December 1963, out of 1,62,983 acres of land released by the States, only 99,117 acres were reclaimed (Tree felled). Of the land reclaimed, only 98,163 acres were suitable for agriculture and the rest were reclaimed for the purposes of village sites, tank sites, roads and colonies. Thus an area of 63,871 acres constituting 39.13% of the total land area released by the State Governments was rejected as unsuitable for reclamation for any purpose whatsoever.

The Committee are of the view that the high percentage of rejections (39%) out of released lands as a result of advance soil survey reflects unfavourably on the performance of the Land Organisation of the Dandakarunya Development Authority which is responsible for reconnaissance survey on the basis of which proposals for release of land are framed and land is got released.

The Committee would suggest that a small expert team may be constituted to suggest ways and means of putting to use large areas of reclaimed or even released land rejected as unsuitable for agriculture. The Committee also suggest that it may be examined whether such areas can be utilised for setting up small scale and cottage industries.

\* At the time of factual verification, the Ministry have stated that the system of obtaining release of land only after conducting a reconnaissance survey was introduced in 1962-63 in the light of experience."

82. The Soil Conservation Organisation which is a part of the "Agriculture and Soil Conservation Organisation" of the Dandakaranya Development Authority, is responsible for advance soil survey. The Soil Conservation Organisation is headed by a Soil Conservation Officer with headquarters at Koraput. The Organisation has a soil testing laboratory at Jagdalpur.

The organisational structure of the Soil Conservation Organisation of the Dandakaranya Development Authority during the year 1962-63 and that existing at present is as follows:

Name and scale of the post	1962—63		Upto-date	
	No. of posts sanctioned	No. in position	No. of posts sanctioned	No. in position
(1)	(2)	(3)	(4)	(5)
<i>Class I</i>				
Soil Conservation Officer (400—950)	2	1 + 1 ASCO adjusted in this vacancy	2	1
<i>Class II</i>				
Assistant Soil Conservation Officer (350—900)	6	5	5	5
<i>Class III and IV</i>				
Senior Technical Assistant (325—575)	12	7	12	8
Senior Accountant	2	..	2	1
Junior Technical Assistant (210—425)	15	14	15	8
Upper Division Clerk	2	2	4	3
Tractor Driver (110—139)	5	5	5	4
Junior Stenographer	1	..	1	1
Lower Division Clerk	17	11	17	12
Surveyor (110—180)	69	62	69	55
Steno-typist	..	..	1	..
Jeep Driver	4	2	2	..
Kamdar	9	9	7	7
Chowkidar	4	2	3	2
Peon	9	9	9	7
Chainman (70—85)	25	19	25	19
<b>TOTAL</b>	<b>182</b>	<b>149</b>	<b>179</b>	<b>133</b>

A comparative study of figures reveals that Soil Conservation Organisation of the Dandakaranya Development Authority is functioning with a reduced strength (actual) as compared to the staff in position in 1962-63. At present, the shortage of staff as against the sanctioned strength is mainly in the category of Junior Technical Assistants and Surveyors.

**Adequacy of the Organisation.**

83. The Committee have been informed that at present 6 Soil Survey parties are engaged on advance soil survey and turn out 1,200—1,500 acres per party, i.e., a total of 7,000—8,000 acres per month or an annual output of about 50,000 acres. In a note furnished to the Committee, the Ministry have assured that the existing Soil Survey Organisation is adequate to meet the workload involved in the programme of rehabilitation of about 2,500 families.

**Progress of Advance Soil Survey in Malkangiri Zone.**

84. The Committee have been informed that advance soil survey of 77,013.9 acres has been completed till the end of February, 1964 in the Malkangiri Zone as against the total of 78,354 acres stated to have been released in that zone upto the end of September, 1964.

**Need for soil survey before reclamation.**

85. It has been stated that according to a survey made by the Soil Scientists in Kondagaon Zone in 1961-62, 38% of agricultural land was found either unfit for cultivation or sub-marginal and that in 88% of the plots the yield of paddy was below average. It has been further stated that detailed soil survey of land in Jugani—Boregaon villages was not made before reclamation, as the Project did not have a Soil Laboratory at the time of reclamation of those areas.

*The Committee stress that the instance of Kondagaon where areas of land were reclaimed without advance soil survey and displaced persons resettled on land without assessing beforehand its potentialities for cultivation should not be repeated and proper soil survey should be made before the land is reclaimed and distributed among the displaced persons.*

*The Committee cannot emphasise too strongly the importance of the advance soil survey on the results of which the reclamation of land and in fact the success of the resettlement programme of the Dandakaranya Development Authority entirely depends. Improper soil survey at that stage could render the entire expense on reclamation of land and setting up of villages thereon infructuous, besides causing hardships and misery to the families settled on land of poor quality. The Committee recommend that with a view to achieve higher standards of performance, the desirability of reorganising the Soil Conservation Organisation engaged on advance soil survey work should be examined in consultation with the Chief Soil Survey Officer of the Ministry of Food and Agriculture.*

The Committee are of the opinion that the rejections of land referred to in para 81 can be minimised if in addition to reconnaissance survey, advance soil survey of prospective land sites is also made so that the most promising land suitable for agriculture, is applied for release. The Committee feel that as large areas of land of good quality may not be available, it may therefore be necessary to take steps for developing marginal or sub-marginal lands also by providing fertilisers, irrigation, bunding etc.

86. Detailed soil survey is made after the land has been reclaimed. The object of this survey is to work out the correct cropping pattern for the kind of soil in a particular village. Detailed Soil Survey.

87. The Committee understand that as a result of detailed soil survey some land has been rejected as unsuitable for agriculture even after reclamation. Zone-wise figures of reclaimed areas rejected after detailed soil survey and the cost of their reclamation are as under: Rejections out of reclaimed land.

Zone	Areas reclaimed (in acres)	Areas rejected after soil survey (in acres)	Percentage of land rejected	Cost of reclamation of rejected land
1. Paralkote	23,005	217·88	0·94	69,503·72
2. Umarnote	16,873	576·86	3·42	1,84,018·34
3. Raighar	19,818	604·80	3·05	1,92,931·20
4. Malkangiri	31,694	79·88	0·25	25,481·72
5. Pharsgaon	4,160	32·00	0·77	10,208·00
TOTAL	95,550	1511·44		4,82,142·98

Explaining the reasons for rejection of reclaimed land, the representative of the Ministry stated during evidence that:

"This area of Dandakaranya in Madhya Pradesh is highly undulating territory and there is lot of murrum. When this land is reclaimed, if water has swept away the top soil and the depth of the soil is very shallow and murrum comes up, then much of the land reclaimed may be completely useless. There is no possibility of finding out beforehand what will be the position."

The Ministry have however stated that "the land rejected... has not yet been utilised but plans are now under examination for converting them into pastures or plantations".



Need for a single organisation for soil survey.

88. The Committee note that at present two organisations of the Dandakaranya Development Authority are concerned with survey work at different stages. The Lands Organisation is responsible for the reconnaissance survey while the Soil Conservation Organisation is concerned with advanced and detailed soil survey.

*The Committee recommend that the desirability of having a single Soil Survey Organisation headed by an expert in soil survey work for conducting surveys of land at different stages may be examined.*

Report of Chief Soil Survey Officer.

89. The Committee understand that the Chief Soil Survey Officer, Department of Agriculture, New Delhi paid a visit to the Dandakaranya area and submitted a report in February, 1964 on the quality and potentialities of soil in different areas of Dandakaranya. The following action is stated to have been taken so far in pursuance of the recommendations made in the report:

- (a) Detailed soil survey of the Umarkote and Boregaon and Jugani villages have been completed by Government of India party from Bangalore. The maps and reports are being prepared by them.
- (b) In Paralkote zone about 11,000 acres have been covered by detailed soil survey. Reports will be finalised after completing field work in the remaining area of the zone during 1964-65.
- (c) A detailed soil survey is to be conducted in Malkangiri zone during 1964-65 season provided the staff position permits.
- (d) Steps are being taken to institute 'Feeler Tests' as suggested by the Chief Soil Survey Officer.

*The Committee hope that detailed soil survey of the different areas in Dandakaranya would be completed at an early date. The Committee would stress that the "Feeler Tests", as suggested by the Chief Soil Survey Officer, should be carried out to find out whether the soil lacks any of the essential trace elements which effect the yield of the crops and take necessary remedial measures to make good the deficiency.*

### C. Reclamation

Target and Achievement in Phase I of the preliminary Project Report.

90. Phase I of the Dandakaranya Project as envisaged in the Preliminary Project Report contemplated the target of reclaiming 1,43,300 acres during the first three years ending 1960-61. The programme was to be carried out partly by the tractors and partly by manual labour supplied by a labour force of between 7,000 and 15,000 men to be raised with 3,000 men drawn from within the area and the balance from outside. This programme was later substantially modified. The idea of raising a labour force was given up and it was decided that all large scale reclamation operations would be carried out by tractors. The reasons for the original proposal to raise the labour force

for reclamation work and for giving up the proposal later have been indicated in the Revised Project Report as follows:

“Although it had been realised that reclamation by sub-units of tractors assisted by manpower, and reclamation by manpower alone would be more expensive than reclamation by fully mechanised units, the programme of reclamation by manpower had been drawn up because of the necessity to find employment for the large number of able-bodied workers who were expected to come into the area from the West Bengal Camps. When it was apparent that no large influx would take place, the scheme of utilising manpower units for reclamation was dropped, by a decision of the Dandakaranya Development Authority at its 11th meeting in January, 1960. At the 13th meeting of the Dandakaranya Development Authority in June, 1960 it was decided that reclamation machinery would not be used in sub-units assisted by manpower, and that all large scale reclamation operations would be carried out by fully mechanised units of tractors. It was, however, also decided that for clearing village sites the maximum use of manpower would be made.”

The reclamation target for Phase I ending 1960-61 was later reduced from 1,43,300 acres to 70,620 acres. The targets and the achievements for reclamation are set out in the table below (year-wise):

Year	(in acres)	
	Target of Reclamation	Achievement (Land harrowed)
1958-59	11,670	2,000
1959-60	32,450	11,369
1960-61	26,500	14,370
Total	70,620	27,739

The Committee are unhappy to note that the land harrowed during Phase I of the Dandakaranya Project ending in 1960-61 was actually 27,739 acres against the target of 70,620 acres, representing a shortfall of 61%. The Committee have already commented on this aspect in paras 58-60 of their earlier Report on Dandakaranya Project (1960).

**Target and Achievements during the Third Plan Period.**

91. The year-wise targets of reclamation of land during the Third Plan period laid down in the Revised Project Report, their revisions from time to time and the area reclaimed year-wise upto 1963-64 are indicated below :

Year		Target of Reclamation (in acres)	Area re-claimed (in acres)	Progressive total of area reclaimed (in acres)
Working Season			Phase I (upto 1960-61)	27,739
1961-62		34,000	34,259	61,998
1962-63		36,000	24,007	86,005
1963-64	Original	42,000	9,594	95,599
	Revised	28,000		
1964-65		42,000	..	..
1965-66		42,000	..	..
Total	Original	1,96,000	67,860	95,599
	Revised	1,82,000	(upto 1963-64)	(upto 1963-64)

By the end of the working season 1963-64 (i.e. upto 30th June, 1964), 27,214 and 68,385 acres of land were fully reclaimed by the Dandakaranya Development Authority in Madhya Pradesh and Orissa areas respectively of the Dandakaranya Project making a total of 95,599 acres. The zone-wise progress of reclamation upto the end of June, 1964 is as follows:

*Orissa*

Malkangiri Zone	31,694	acres
Umarkote Zone	36,691	..

*Madhya Pradesh*

Paralkote Zone	23,055	..
Kondagaon Zone	4,159	..

Total	95,599	..
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**Shortfalls during 1962-63.**

92. The Committee are informed that while the reclamation target laid down for 1962-63 was 36,000 acres, the area actually reclaimed during that year has been only 24,007 acres showing a shortfall of 33.33%.

93. Explaining the reasons for the sizeable shortfall in the achievement of reclamation targets for 1962-63, the Ministry have stated that out of 59,800 acres of land (21,800 acres in Paralkote Zone and 38,000 acres in Malkangiri Zone) released by State Governments, 36,000 acres (10,000 acres in Paralkote Zone and 26,000 acres in Malkangiri Zone) were expected to be suitable but the

area actually found suitable was only 30,000 acres (5,000 in Paralkote Zone and 25,000 in Malkangiri Zone). The following reasons have been advanced by the Ministry for not being able to reclaim the 30,000 acres of land released by the State Government:

- (i) delay in starting reclamation operations due to late rains.
- (ii) slow progress in soil survey due to lack of sufficient technical staff.
- (iii) delay in the extraction of valuable timber from the released areas by the State Forest Department.
- (iv) retention of some old C.T.O. Units in Umarkote to attend to some reclamation work of State Government for tribals which ultimately did not materialise.
- (v) the fact that for depths varying from 20—50 feet, the sub-soil strata in Malkangiri is solid granite, and the sinking of tubewells is a lengthy process, tubewells could not be sunk fast enough and villages were set up at a correspondingly slow pace. Reclamation operations therefore were not pushed through as hard as would otherwise have been the case, and so the total area reclaimed was less than the area potentially reclaimable.

*As regards the second reason advanced by the Ministry for not achieving the reclamation target for 1962-63, namely, "slow progress in soil survey", the Committee find from another note submitted by the Ministry on the Revised Project Report that out of 1.19 lakh acres of land soil surveyed from inception till the 30th June, 1963, only 81,075 acres were actually reclaimed leaving a balance of 11,533 acres of suitable land.*

*As regards the third reason for not achieving the target, namely, "delay in extraction of valuable timber from the released areas by the State Forest Department", the Committee find that according to the prescribed procedure the State Forest Department is required to remove all valuable timber before the area is released to the Dandakaranya Development Authority. It is, therefore, obvious that if the prescribed procedure was followed there could be no occasion for delay on this account after the land was released.*

*The Committee are also not convinced that the shortfall could be attributed to "retention of some old C.T.O. units in Umarkote" in view of the fact that the Dandakaranya Development Authority have stated in reply to another question that during 1962-63 "80 machines out of 153 could not be deployed throughout the season primarily for want of land".*

*The above analysis would, therefore, leave only two reasons for the shortfall in the achievement as compared to the target, namely, delay in starting the reclamation operations and the delay in sinking the tube-wells which are the responsibilities of the Dandakaranya Development Authority.*

**Achievements during 1963-64.**

94. The Committee have been informed that the whole area of 24,007 acres of land reclaimed during 1962-63 was not utilised and there was a carry over to the following year to the extent of 8,600 acres. This is stated to have been one of the considerations for reducing the reclamation targets for 1963-64 from 42,000 acres to 28,000 acres. Even this reduced target of 28,000 acres could not be achieved and the acreage actually reclaimed during the working season 1963-64 has been only 9,594 acres indicating a shortfall of 77% with reference to the original target of 42,000 acres and 66% even with reference to the revised target of 28,000 acres. It is stated that on account of heavy influx of new migrants arriving after 1-1-1964, the Project Administration remained pre-occupied at the Mana Group of Transit Centres. Besides, due to the transfer of most of the drilling rigs to Mana, the work of sinking of tubewells in the proposed new villages in the Malkangiri Zone made little progress thereby halting the resettlement work. It has further been stated that reclamation work had to be slowed down for the reason that unless people could be brought in and resettled on reclaimed land, it would have reverted to jungle.

**Target for 1964-65.**

95. For the season 1964-65, the reclamation target laid down in the Revised Project Report was 42,000 acres. It has been, however, stated that in the 1964-65 working season, an area of 15,000 acres in Malkangiri and an area of 5,000 acres in Paralkote are likely to be available. In addition, an area of 2,000 to 3,000 acres may also be available in Mingachal.

A note prepared on the 29th July, 1964 by the Chairman, Dandakaranya Development Authority indicating the outlines of the programme of work for the 1964-65 envisaged the reclamation of all the land to be released during the season.

*The Committee cannot help observing that the performance of the Dandakaranya Development Authority in regard to reclamation of land has been singularly unsatisfactory. Except during the year 1961-62 when the target was fulfilled, the achievements have been falling far behind the targets in diminishing proportions year after year. The Committee recommend that reclamation operations in Dandakaranya should be properly planned and annual targets fixed after taking into consideration factors which have been impeding progress in the past. Once the targets are fixed, no effort should be spared to achieve them.*

## D. Utilisation of Tractors

96. The position in regard to the utilisation of tractors held by the Dandakaranya Development Authority between 1958-59 and 1963-64 has been as follows:

	No. held	No. put into the field	No. in full operation	Single or double shift
<b>1958-59</b>				
CTO tractors	15	12	7	double
<b>1959-60</b>				
CTO tractors	49	49	42	double
1st lot of Komatsus	58	42	8	double
Total	107	91	50	
<b>1960-61</b>				
CTO tractors	63	58	42	double
1st lot of Komatsus	58	55	13	single
2nd lot of Komatsus	15	10	nil	single
New D-8 Caterpillars	45	23	nil	single
Total	181	146	55	
<b>1961-62</b>				
CTO tractors	49	46	39	single
1st lot of Komatsus	58	47	37	single
2nd lot of Komatsus	66	66	61	single
New D-8 Caterpillars	45	45	45	single
Total	218	204	182	
<b>1962-63</b>				
CTO tractors	42	31	nil	partly in single and partly in double
1st lot of Komatsus	58	40	21	single
2nd lot of Komatsus	75	68	11	single

	No. held	No. put into the field	No. in full operation	Single or double shift
New D-8 Caterpillars	45	45	41	double upto March, 1963 and thereafter in single
Total	220	184	73	
1963-64				
CTO tractors	42	..	..	it has been decided to scrap these tractors at the meeting of DDA held on 4-4-1963.
Komatsus	133	85	} 52	15 Komatsus were loaned to CPD.
New D-8 Caterpillar	45	45		
Total	220	130	52	

Tractors not deployed at all. 97. The number of tractors of different make, out of those held by the Dandakaranya Development Authority which were not deployed at all between the years 1958-59 and 1963-64 was as follows:

	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64
Old CTO tractors	3	..	5	3	11	42
1st lot of Komatsus	..	16	3	11	18	} 33
2nd lot of Komatsus	..	..	5	..	7	
New D-1 Caterpillars	..	..	22	..	..	..
	3	16	35	14	36	75

[NOTE.—The inadequate utilisation of the tractors put into the field has been discussed in the subsequent paragraph.]

The Committee find that during the working seasons 1962-63 and 1963-64, the number of Komatsu tractors which remained out of commission was 25 and 33 respectively. Explaining the reasons for 25 machines remaining out of commission throughout the 1962-63 season, the Ministry have stated—

“25 Komatsu machines could not be commissioned as their repairs were held up for want of spare parts ordered on the Director General Ordnance Factories, Calcutta. There was abnormal delay in the supply of spare parts for completing the repairs on these engines by the Director General, Ordnance factories in spite of our concerted efforts. Most of the Komatsu tractors under breakdown have since been repaired and the remaining few are under repairs. Steps are being taken to procure spare parts for all makes of tractors and equipment although there are a lot of difficulties in doing so on account of the acute shortage of foreign exchange.”

During 1963-64, a Komatsu tractors remained out of commission at Malkangiri because of certain serious mechanical defects while 30 remained idle at Bhanupratappur and Narayanpur—far away from the reclamation sites in Malkangiri where work was in progress because—

“land in this area was released rather late by the State Government and because survey operations and the extraction of valuable timber from the areas released had to precede reclamation.”

The Committee regret that due to inadequate arrangements for repairs and lack of spare parts of Komatsu tractors, supplied by the Army Ordnance Factories, nearly one-fifth of the Komatsu tractor fleet had to remain idle throughout the 1962-63 season. A fleet of 30 tractors also remained idle during 1963-64 season due to lack of proper planning and coordination. The Committee recommend that in order to avoid situations as happened in 1962-63, urgent steps should be taken by the Ministry of Rehabilitation in consultation with the Ministry of Defence to build up a buffer stock of spare parts of tractors of different make held by the Reclamation Organisation and to improve the arrangements for repairs of tractors so that the reclamation programme is not held up for want of repairs to tractors.

The Committee hope that reclamation and other ancillary operations would be properly planned so as to ensure optimum use of the tractors in hand.

98. The Committee find that even tractors put into the field have not been fully utilised. During 1962-63, the number of tractors in full operation i.e., working for 75% of the potential working hours) was 73 as against 153 put in

Inadequate  
utilisation of  
tractors.



the field, working mostly in single shift. It is stated that 80 machines could not be deployed throughout the 1962-63 season 'primarily for want of land'. The position in 1963-64 was no better with only 52 tractors in full operation as against 130 (excluding 1 tractors loaned to C.P.W.D.). Reasons for this have been stated as follows:

"The programme for the 1963-64 season envisaged large scale reclamation operations in the Malkangiri Zone. However, because land in this area was released rather late by the State Government and because survey operations and the extraction of valuable timber from the areas released had to precede reclamation, not all of the tractors available could be brought into full operation. ....

Reclamation operations in the area had to be brought to a halt in the middle of the season because the new influx of displaced persons into India had necessitated the setting up of large transit camps at Mana and Kurud near Raipur. To provide water in these transit camps, all available Rigs in the Dandakaranya area were requisitioned. It was not possible, therefore, to set up villages in the Malkangiri Zone, since drinking water through tubewells would not have been made available. To have continued reclamation operations when villages were not being set up and when the land could not be cultivated during the monsoon season of 1964, would have necessitated reharrowing of this land in the subsequent season. Even as it was, 6,000 acres of fully reclaimed land could not be cultivated during the monsoons of this year and will have to be reharrowed in the coming season."

The Committee, however, note that during the period May, 1963 to June, 1964, a total of 30,605 acres of land were released by the State Government in the Malkangiri Zone as follows:

Date	Area
	(in acres)
May, 1963	5,990
January, 1964	4,252
February, 1964	5,137
March, 1964	2,582
April, 1964	11,322
June, 1964	1,322
<b>Total</b>	<b>30,605</b>

The Committee cannot help concluding that the reason for not fully utilizing the tractors was not so much the delay in the release of land as the slow progress in advance soil survey and extraction of valuable timber.

While appreciating the performance of the Dandakaranya Development Authority in handling the influx of new migrants at the Mana Group of Transit Camps, the Committee note that the activities of the Dandakaranya Development Authority were slowed down in the middle of the season.

The Committee would urge that the various processes which have to precede reclamation operation should be properly planned and the Soil Survey, Forest and Reclamation Organisations should so coordinate their work that reclamation operations are not hampered and the tractors available for reclamation purposes do not remain unutilised on account of the tardy performance of one organisation or the other.

99. The average cost of reclamation of land per acre by different makes of tractors held by the Dandakaranya Development Authority during the years 1959-60 to 1962-63 was as follows:

Season	Old CTO	Koma-tsus		New D-8	Total average cost per acre	Remarks
		1st lot	2nd lot			
1959-60	309.34	323.56	..	..	312.52	Excluding contour bunding.
1960-61	327.56	314.24	..	..	322.62	Do.
1961-62	353.11	312.70	280.03	227.49	286.70	including contour bunding
1962-63	760.24	529.39	542.21	187.49	328.29	Do.

100. The comparative cost of operation and maintenance per tractor hour for the different makes of tractors

has been as follows:

Season	Old C.T.O	Koma- tsus 1st lot	Koma- tsus 2nd lot	New D-8	Total
1959-60	57.99	61.06	..	..	58.60
1960-61	60.23	64.13	..	..	62.18
1961-62	60.01	54.59	54.59	58.84	56.71
1962-63	85.82	76.47	69.13	55.86	67.20

101. The Committee are informed that "the figures for the year 1962-63 in case of old C.T.O. and Komatsu tractors are higher because most of the tractors remained idle for a major portion of the working season mainly due to non-availability of land".

It has also been stated that "the cost of reclaiming one acre of land by the new D-8 tractors is much lower than that of the Komatsu tractors. Thus is due to the fact that it takes much less number of tractor hours to reclaim one acre of land with new D-8 tractors as compared to the tractor hours spent by the Komatsu tractors for the same purpose".

*The Committee would suggest that detailed reasons for the steep increase in the cost of reclamation per acre of land through Komatsu tractors and the increase in their cost of operation and maintenance may be enquired into in detail and remedial measures taken to bring down the cost of operation.*

102. According to the Revised Project Report, the Dandakaranya Development Authority originally took over 81 tractors from Central Tractor Organisation at a cost of Rs. 36,56,161. It is stated that "these tractors had already completed their useful life and were beyond economical repairs" and as such were progressively scrapped. The number of tractors of different make progressively scrapped during the period from 1958-59 to 1961-62 has been indicated in the Revised Project Report as follows:

Acquisition  
and progres-  
sive scrapp-  
ing of  
C.T.O.  
Tractors.

Make	Total	No. of tractors scrapped			
		No.	1958- 59	1959- 60	1960- 61
HD-19 Allis Chal- mers	15	9	2	2	..
D-8	29	..	..	4	..
TD-24	30	..	..	10	5
D-4 Caterpillars	7	..	1	..	..
Total	81	9	3	16	5
		Total scrapped—33			

Thus, by the end of 1961-62 a total of 33 tractors were scrapped out of a total of 81 tractors acquired from the C.T.O. A decision was taken by the Dandakaranya Development Authority in April, 1963 that the remaining "old C.T.O. units should be disposed of by sale and the staff disbanded." The main considerations weighing with Dandakaranya Development Authority in taking this decision are stated to be—

- (i) reduction in the budget allocation for 1963-64 leading to a reduction in the targets for resettlement and reclamation;
- (ii) non-availability of sufficient land suitable for agriculture to utilise the remaining C.T.O. tractors along with other tractors with the Dandakaranya Project; and
- (iii) The fact that the old C.T.O. tractors had outlived their working life and to utilise them on the heavy work involved in reclamation would have meant large scale import of spare parts involving foreign exchange.

*Now that large areas of land, not only in Dandakaranya but also in several States, have to be reclaimed in pursuance of the programme for the resettlement of new migrants, the Committee recommend that the question of scrapping the remaining old C.T.O. tractors may be re-examined by an independent expert team which may also take into consideration the maintenance, operation and reclamation costs of these tractors.*

103. The Committee find that while in the Revised Project Report, the total number of old C.T.O. tractors acquired by the Dandakaranya Development Authority has been shown as 81, the latest information supplied by the Ministry in response to a question shows it as 74; similarly the number of tractors scrapped till 1961-62 has been shown differently as 33 in the Revised Project Report and as 32 in the Ministry's reply.

Disposal of  
scrapped old  
C.T.O.  
Tractors.

*The Committee are constrained to note such discrepancies in figures. They would urge that such discrepancies would show defective accounting and should not be allowed to occur.*

The Committee desired to know whether any amount was realised by the Dandakaranya Development Authority by disposal of the scrapped C.T.O. tractors. The representative of the Ministry stated during evidence in March, 1964 that:

"We did not dispose of them. We scrapped 33. Probably we cannibalised them. I do not think any body will buy them."

The Committee have been informed by the Ministry at the time of factual verification that:

"In arriving at the book value of the 33 C.T.O. tractors account should be taken of the depreciation of the tractors after years of use. 33 tractors scrapped upto 1961-62 had already worked for more than the number of hours for which they were designed. The depreciated book value of the tractors was therefore almost nil."

*The Committee consider that even if the depreciated book value of the tractors was "almost nil" at the time they were scrapped ordinary prudence would have indicated that such of the parts of the tractors which were not required for cannibalisation or for spares should be disposed of by following the normal procedure of public auction through the Directorate General of Supplies and Disposals. The Committee would like Government to fully investigate the matter to make sure that the scrapped tractors have been properly accounted for and that as much amount as was possible has been realised.*

*The Committee would also suggest that in case it is finally decided to scrap the remaining old C.T.O. tractors, no effort should be spared to dispose of these tractors by transfer or sale to such Central or State agencies or public bodies\* or by public auction through the Directorate General of Supplies and Disposals, so that adequate scrap value may be obtained.*

Purchase of  
additional  
tractors in  
1961

104. During the working season 1959-60, the Reclamation Organisation of the Dandakaranya Development Authority held a total of 107 tractors as under:

C.T.O. tractors	49
1st lot of Komatsus	58
	<hr/>
Total	107
	<hr/>

Out of 107 tractors held by the Reclamation Organisation of the Dandakaranya Development Authority, only 91 were actually put into the field and not more than 50 remained in full operation. With 91 tractors pressed into service, almost half of them working for less than 75% of

\*At the time of factual verification, the Ministry have stated that 6 old C.T.O. tractors have been transferred to the Government of Orissa and 8 have been given for use for lighter work to the Irrigation Department in Dandakaranya.

their capacity, the area reclaimed during 1959-60 was 11,370 acres.

105. The position at the beginning of 1960-61 was that besides the 107 tractors already held by the Dandakaranya Development Authority, a second lot of 75 Komatsu tractors, ordered on the Directorate General Ordnance Factories on the 19th April, 1960, was scheduled to be delivered by the 30th September, 1960 i.e. before the beginning of the working season 1960-61. Nevertheless, a decision was taken by the Dandakaranya Development Authority and the Ministry to purchase 3 more units comprising 45 D-8 Caterpillar Tractors from abroad at a cost of Rs. 1.16 crores to be met out of foreign exchange allotted from U.S. Exim Bank Credit. These tractors were ordered on M/s Tractor and Equipment Corporation.

106. The reasons for the purchase of additional machinery from abroad have been stated by the Ministry as follows:

"5 units of old tractors had been taken over by the Dandakaranya Development Authority in November, 1958 from the Central Tractor Organisation of the Ministry of Food & Agriculture (Development of Agriculture). One unit had to be scrapped even in the beginning. Two units were due to be put out of commission by the end of 1959-60 and the remaining two by the end of 1960-61. Orders had been placed on the Director General, Ordnance Factories for the supply of 58 Komatsu tractors and 52 of these had already been received. With the two old C.T.O. units and 58 Komatsu tractors, the land that could be reclaimed was calculated at not more than 25,000 acres. The position regarding the availability of land and the progress regarding the movement of displaced persons to Dandakaranya was reviewed early in 1960 and it was decided to step up the programme to 75,000 acres. To achieve the target of 75,000 acres in the season of 1960-61, the total number of additional units required was 10. Out of this the Director General Ordnance Factories was able to supply 5 units by October, 1960 and orders were placed for these units. As the total immediate additional requirements of the Project was 10 fully mechanised units and the Director General Ordnance Factories was able to supply only 5 units and could supply the rest only on the basis of a phased programme, it was decided in consultation with the Ministry of Finance, to place orders abroad for 3 units (45 tractors)"

107. The position regarding the delivery of Komatsu and DC-8 Caterpillar tractors during the working season 1960-61 was as follows:

	Komatsu trac- tors	New D-8 Cater- pillars	Total
<i>Existing machinery</i> . . . . .			107
<i>Additional machinery received during—</i>			
February, 1961 . . . . .	23	6	29
March, 1961 . . . . .	17	9	26
April, 1961 . . . . .	17	17	34
May, 1961 . . . . .	1	13	14
TOTAL . . . . .	58	45	103

Out of the above mentioned tractors, 146 were put into the field and only 55 were in full operation and their total output during the working season 1960-61 was the reclamation of 14,370 acres against a target of 26,500 acres.

The Committee note that additional machinery from abroad costing nearly Rs. 1.16 crores in foreign exchange was purchased on the basis of a programme for the reclamation of 75,000 acres for the working season 1960-61. While the reclamation targets for that year was drastically reduced from 75,000 acres to 26,500 acres, the orders for additional machinery from abroad were allowed to stand and the machinery was delivered by May, 1961. Even with the additional machines procured, the area actually reclaimed was 14,370 acres in 1960-61, 34,259 acres in 1961-62, 24,007 acres in 1962-63 and 9,594 acres in 1963-64.

The Committee regret to note that the decision in 1960 to purchase additional machinery from abroad was not considered in the light of targets of reclamation revised subsequently and foreign exchange worth nearly Rs. 1.16 crores was spent on the purchase of additional machinery when there was no pressing need for the same.

108. The Committee have been informed that there is a proposal to purchase four additional units of tractors. The Ministry have stated that—

“Offers of land have so far been received to the extent of 1,65,000 acres in gross areas from the

various State Governments and the Union Territories (Assam, Andhra Pradesh Madhya Pradesh, Maharashtra, Uttar Pradesh, Bihar, Andamans and NEFA). Excluding areas in Assam and Uttar Pradesh where jungle clearance machinery would not be required for reclamation, the net area out of 1,65,000 acres likely to be suitable for reclamation is 1,04,000 acres. In Dandakaranya, the net area likely to be available for reclamation in 1964-65 is estimated at 19,000 acres and in 1965-66 at 22,000 acres. The total net area available for reclamation comes to about 1,25,000 acres. It is intended that the reclamation should be completed in 2 to 3 years. Apart from the 12 active units of tractors at present available with the Reclamation Organisation the additional requirement for reclaiming the area indicated above has been assessed at 4 units.

Orders for the import of one unit of tractors (comprising 15 machines) have already been placed on the D.G.S. & D. against the allocation of foreign exchange of Rs. 40 lakhs released by the Ministry of Finance (Department of Economic Affairs) out of the non-Project U.S. Aid Foreign exchange allocation for one more unit has just been received. For the other two units the possibility of finding foreign exchange is being examined by the Ministry of Finance (Department of Economic Affairs)."

*The Committee note that during 1961-62, it was possible for the Reclamation Organization of the Dandakaranya Development Authority to reclaim 34,259 acres of land by working only 204 tractors (of which a good number were old) in single shift, with 22 of them working at less than 75 per cent of their capacity. They hope that the need to purchase additional number of tractors will be reviewed with reference to the prospects of timely availability of land and the possibility of working the existing machinery in double shift.*

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\*At the time of factual verification, the Ministry desired that the latest position in this regard, which has been stated in answer to Starred Question No. 633, dated the 31st March, 1965 in Lok Sabha may be indicated. The relevant information is as follows :

"Lands for resettlement of the migrants from East Pakistan are offered by the States to the Central Government and not to Rehabilitation Reclamation Organisation direct. Since the 1st January, 1964 about 2,62,000 acres of land have been made available by the different States. Out of this area, about 1,77,770 acres will be reclaimed by the Rehabilitation Reclamation Organisation and the remaining area by the State Governments through their agencies. So far 15,593 acres have been reclaimed by the Rehabilitation Reclamation Organisation."



Rehabilita-  
tion Recla-  
mation  
Organisation.

109. The Committee have been informed that in view of the fact that land has to be reclaimed in Dandakaranya as well as in other States for the rehabilitation of new migrants and in order to have a common pool of tractor units for development in the various areas, it had been decided to transfer the control of the existing Reclamation Organisation from the Dandakaranya Development Authority to the Ministry of Rehabilitation with effect from the 1st November, 1964 and the organization is redesignated as "Rehabilitation Reclamation Organization."

*Now that the Rehabilitation Reclamation Organization has been entrusted with the responsibility for reclamation of land at a much larger scale in and outside Dandakaranya Project area, the Committee recommend that the Ministry of Rehabilitation should make a thorough examination of the Reclamation Organisation in regard to its capacity, procedures and performance with a view to exercise a closer watch on the future performance of the Organization.*

Staff Posi-  
tion of the  
Reclamation  
Organisation

110. The total number of staff (class-wise) working in the Reclamation Organisation as on 10-9-1964 and the number out of them who were displaced persons, Scheduled Castes, Scheduled Tribes and others was as under :

Class of Post	Total No. of staff in position	Dis-placed persons from East Paki-stan	Sched-uled Castes	Sched-uled Tribes	Others
Class I . . . . .	5	..	..	..	5
Class II . . . . .	12	..	..	..	12
Class III . . . . .	561	48	18	2	493
Class IV . . . . .	127	12	10	9	96
TOTAL . . . . .	705	60	28	11	606
Percentage		8.51	3.97	1.56	85.96

\*Note : Information in respect of 35 persons who are working on purely stop-gap basis is not included in the above table.

The Committee note that the percentages of displaced persons and Scheduled Tribes/Castes employed in the Reclamation Organisation were only 8.51 and 5.53 respectively. They feel that efforts should have been made to provide employment to more displaced persons and those from Scheduled Tribes/Castes in the Reclamation Organisation, particularly in the skilled and semi-skilled jobs and if necessary, proper training should have been arranged for them.

## CHAPTER VII

### RESETTLEMENT

111. The progress in regard to the movement of displaced person families (excluding new migrants arriving after 1st January, 1964) for resettlement in Dandakaranya has been as follows:

	Up to end of June 1962	Upto end of June 1963	Upto end of June 1964	Upto end of Sep- tember 1964
<b>1. No. of families moved to Dandakaranya :</b>				
<i>(a) Camp families—</i>				
<i>(i) Agriculture</i> . . . . .	4,989	}	6,533	6,533
<i>(ii) Non-Agriculture</i> . . . . .	160			
<i>(b) Non-Camp families—</i>				
<i>(i) Truck Operators</i> . . . . .	119		119	119
<i>(ii) Carpenters</i> . . . . .			31	31
<i>(iii) Artisans</i> . . . . .			23	23
<i>(c) Rajshahi exodus</i> . . . . .			227	227
<i>(d) Tripura Influx</i> . . . . .			1,311	1,311
	5,268	6,682	8,244	8,244
<b>2. Number of families deserted/repartiated/amalgamated or died :</b>				
<i>(a) Camp families—</i>				
<i>(i) Agricultural</i> . . . . .	5			
<i>(ii) Non-Agricultural</i> . . . . .	1			
	6	22	99	209
<b>3. Balance to be resettled in Dandakaranya</b> . . . . .				
	5,262	6,660	8,207	8,207

\* Including new migrants.

\*\* These figures assumed that the number of families of old migrants deserted etc. continued to be 37.

	Upto end of June 1962	Upto end of June 1963	Upto end of June 1964	Upto end of Sep- tember 1964
4. No. of families moved to village sites . . . . .	4,527	6,384	7,339	7,332
5. No. remaining in work centres . . . . .	587	132	2,898*	2,738
6. No. engaged in schemes . . . . .	148	144	144	144

\*Including new migrants.

The above table indicates that by the end of September, 1964 out of 8,207 families (excluding those deserted, repatriated, amalgamated or died) required to be resettled in Dandakaranya, 7,332 were moved to village sites and 144 were engaged in schemes, leaving a balance of 731 families of old migrants in work centres awaiting movement to village sites.

Progress of  
resettlement  
of families  
moved to  
village sites

112. The progress regarding resettlement of families moved to village sites has been as follows:

	Upto end of June 1962	Upto end of June 1963	Upto end of June 1964	Upto end of Sept. 1964
<i>Agricultural Families</i>				
1. Moved to village sites . . . . .	4527*	6384	7261	7253
2. Allotted homestead plots . . . . .	4353	6223	7258	7250
3. Allotted agricultural land . . . . .	3970	6266	6809	7250
4. Allotted village houses . . . . .	2791**	4911**	5290 <sup>a</sup>	5259
5. Provided agricultural im- plements . . . . .	4229	6148	7065	7250
6. Provided seeds or loan for the same . . . . .	4090	6211	6301	7249
7. Provided with bullocks . . . . .	3885	6251	7058 <sup>a</sup>	7250

\*Break-up between agricultural and non-agriculturist families has not been indicated.

\*\*Includes some incomplete houses allotted.

<sup>a</sup>This includes 1139 nearly completed houses.

<sup>a</sup><sup>a</sup>Includes families supplied with bullock in substitution.

	Upto end of June 1962	Upto end of June 1963	Upto end of June 1964	Upto end of Sep- tember 1964
<i>Non-Agriculturist Families</i>				
1. moved to village sites . . .	..	..	78	79
2. Allotted land . . . . .	4	21	27	27
3. Allotted homestead plots	40	34	47	50
4. Given rural business loans	47	47	71	71£
5. Given house building loans . . . . .	..	..	22	22
6. Allotted village houses .	28	..	..	..

113. The progress regarding opening of villages, construction of village houses, schools and community buildings and provision of water in the villages has been as under: Progress in opening of villages and provision of amenities.

	Upto June 1962	Upto June 1963	Upto Decem- ber, 1963	Upto June 1964	Upto Sept- tember, 1964
<i>1. Villages opened :</i>					
Umerkote . . . . .	47	48	48	48	48
Paralkote . . . . .	35	45	45	45	45
Kondagaon . . . . .	3	3	3	3	3
Malkangiri . . . . .	..	23	30	48	48
	85	119	126	144	144
<i>2. Village Houses Completed :</i>					
Umerkote . . . . .	1171	1493	1980	2567	2595
Kondagaon . . . . .	240*	241*	242*	252*	271*
Paralkote . . . . .	60	374	967	1711	1755
Malkangiri . . . . .	..	..	140	87	162
	1471*	2108*	3329*	4617*	4783*

£ Excludes 99 families of Truck operators.

\*Including 108 houses constructed by Madhya Pradesh Government in Boregaon and Jugani in 1958-59.

	Upto June 1962	Upto June 1963	Upto Decem- ber 1963	Upto June 1964	Upto Sep- tember 1964
<b>3. Village Tanks Completed:</b>					
Umerkote . . . . .	37	49	54	53	53
Kondagaon . . . . .				3	3
Paralkote . . . . .	20	36	37	41	43
Malkangiri . . . . .	..	3	8	10	11
	57	88	99	107	110
				+17 (dis- used tanks com- pleted)	+19 (dis- used tanks Com- pleted)
				124	129

**4. Tubewells Completed:**

Umerkote . . . . .	134	132	132	132	132
Kondagaon . . . . .	..	..	..	..	..
Paralkote . . . . .	94	115	113	115	113
Malkangiri . . . . .	..	44	88	121	122
	228	291	333	368	367
		+14@	+293@	+366@	+289
		305	626	734	656

**5. Number of Community Centre Completed:**

Umerkote . . . . .	27
Kondagaon . . . . .	2
Paralkote . . . . .	1
Malkangiri . . . . .	Nil

30

	Upto June 1962	Upto June 1963	Upto Decem- ber 1963	Upto June 1964	Upto Sep- tember 1964
<b>6. Number of Primary School buildings completed:</b>					
Umerkote . . . . .			26		
Kondagaon . . . . .			3		
Paralkote . . . . .			11		
Malkangiri . . . . .			Nil		
					40

**7. Number of masonry wells completed.**

Umerkote . . . . .	}	63
Kondagaon . . . . .		
Paralkote . . . . .		62
Malkangiri . . . . .		Nil
		125

114. It would be seen from the table showing progress made by the Dandakaranya Development Authority in the various aspects of resettlement given in the preceding paragraph that the progress of opening of new villages has been as follows:

Upto June, 1962	.. 85
Upto June, 1963	.. 119
Upto June, 1964	.. 144

Thus, during the working seasons, 1962-63 and 1963-64, only 34 and 25 villages respectively, were opened as against the programme of 54 and 36 villages for those years respectively envisaged in the Revised Project Report. It has been stated that the targets for 1962-63 and 1963-64 working seasons were based on the assumption that 2700 families and 1800 families would move to the Project area from West Bengal in those years respectively. As against that, only 1414 families arrived during 1962-63 of which

all except 132 families, who could not be shifted to village sites "due to the early onset of the monsoon", were removed to village sites. As regards the shortfall in 1963-64, it is stated that—

"almost all the drilling rigs working in the Malkangiri Zone have been diverted to Mana to sink tubewells to meet the water supply needs of the new migrants. Consequently, reclamation operations in new areas have also been stopped, thus affecting the programme for opening new villages which was even otherwise tight because of the scarcity of suitable land for reclamation."

Time lag between the reclamation of land and its allotment among displaced.

115. The Committee have been informed that at the conclusion of the working season 1962-63, as much as 8,600 acres of reclaimed land could not be allotted among the displaced persons. At the conclusion of the 1963-64 season, the corresponding figure of the reclaimed land but not allotted was 5,000 acres. It is stated that:

"In all the zones the time lag (between reclamation of land and its allotment among displaced persons) was short and may be two to three months except in cases where lands were reclaimed towards the fag end of the field season when there was practically no time for surveying the reclaimed area, parcelling out of lands into plots and demarcating the plots on the ground for allotment to the displaced persons. In such cases, the allotments were made next year, soon after the rains i.e during the next field season."

*The Committee feel that the areas of land reclaimed but not allotted to the settlers at the end of the working season 1962-63 and 1963-64 have been rather large. They recommend that the various organisations concerned with land after it is reclaimed should work in close coordination so that the reclaimed area remaining unallotted is kept to the minimum thereby helping quicker rehabilitation and saving avoidable expense on reharrowing of land before allotment in the next season.*

Construction and allotment of village houses.

116. By the end of the working season 1963-64, out of 7339 families (7261 agriculturists and 78 non-agriculturists) moved to village sites, only 5308 families (5290 agriculturists and 18\* non-agriculturists) have been allotted village houses, a number of which were incomplete. Thus, by the end of the working season 1963-64, 2031 families constituting 37 per cent of the families moved to village sites were not provided with houses at all and as many as 1139 families were living in incomplete houses.

*The Committee feel that the progress of construction of village houses has been slow. They recommend that the work of construction of village houses should be expedit-*

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\*The figures relates to the period ending 31-12-1963.

ed during the current working season. They also recommend that while drawing up the programme of work for the next working season, special attention should be given to this aspect of resettlement which has lagged for behind.

117. It is provided that each village set up in Dandakaranya Project shall have a tank, two deep masonry wells and two to four tubewells (one for 30 families) according to the size of the village which, by and large, accommodates 50 to 100 displaced families, for use until the masonry wells are constructed. The following table shows the number of tanks, masonry wells and tubewells required for 126 villages set up by the end of December, 1963 and the number actually completed by that time:

Progress in the provision of water supply.

Position as on 31-12-1964

	Water Tanks	Masonry Wells	Tubewells
Required	126	378	252
Completed	99	333	125
Shortfall	27	45	127

In regard to the shortfall in the excavation of village water tanks, the Ministry have stated that "in view of the large number of villages established per year, tank excavation cannot often keep pace with village settlement." They have further stated that "tank excavation starts in December-January when the water table goes down and has to be completed before the onset of the rains in June but village settlement usually takes place in April and May. There is eventually at least one year's delay in tank excavation after the villagers are in position—and some times more when land has been acquired. No special measure has been taken to speed up the process."

The Committee regret to note that the arrangements made to provide water supply to the villages for drinking and other purposes have been inadequate and the progress in this regard is rather halting. They recommend that the work on excavation of tanks and digging of wells should be speeded up.

118. The Committee have been informed that a survey was ordered by the Chairman, Dandakaranya Project in 1964 to ascertain how many tanks and wells go dry or

Survey of Tanks and Wells.



partially dry. The data collected as a result of the survey made in May, 1964 are as under:

#### "Paralkote Zone

The survey of all the tanks and wells of the Paralkote Zone was completed.

**Tanks:** In the 45 villages of this zone, 37 tanks were completed last year and 6 were completed this year. The latter are filling up only now. Of the 37 tanks completed upto last year, 9 dried up towards the end of May, 10 had a depth of below 3 feet, 10 had a depth varying between 3 to 5 feet and the remaining 8 had a depth of 5 feet or above.

**Wells:** Four wells were completely dry and 19 had depths below 3 feet. Among the others which apparently had a good depth, there are a few which have not been de-watered so that the rate of recuperation was not known.

#### Umarkote Zone

In the Umarkote Zone, only 24 villages could be covered. The remaining 24 villages which are in the Raigarh area could not be covered on account of the onset of monsoon.

**Tanks:** In 24 villages of Umarkote, there were 24 tanks and another was under excavation. One tank was completely dry and was being re-excavated this year. In 9 others, the depth varies from 6 inches to 2½ feet. The number of tanks with depths varying between 3 to 5 feet was 10. In 4 tanks, the depth was 10 feet or above.

**Wells:** There were 51 wells and 6 were in progress. Of these, three were completely dry, 21 had depths varying from 6 inches to 3 feet and others had depths of above 3 feet. Of the latter, 5 had more than 10 feet of water.

#### Malkangiri Zone

The tanks in the Malkangiri Zone were few in number and mostly under excavation. No survey was conducted there."

Reasons for the Tanks and Wells drying up during Summer.

119. The following reasons have been indicated for a large number of tanks going dry or partially dry during summer season:

- (i) The comparatively high level of villages including tank sites (lands in the lower levels are already occupied by local people).
- (ii) The porous nature of the tank beds which are mostly of *moorum*.

- (iii) The absence of chemical treatment to reduce the porosity of the beds which had to be ruled out being too expensive.

The reasons for the wells going dry have yet to be established by the Dandakaranya Development Authority.

The Committee are informed that such action as is possible is being taken to deepen the tanks or wells. Sometimes deepening of tanks results in the exposure of *moorum* and retention of water becomes more difficult.

*The Committee regret to note that quite a number of tanks go dry completely or partially, in the pre-monsoon months. They feel that more care should have been taken while excavating the tanks.*

*The Committee note that follow-up action was initiated by the Dandakaranya Development Authority and by the end of September, 1964, 19 disused tanks were put back into use. The Committee recommend that survey work in the remaining villages which had to be stopped due to the onset of monsoon should be completed expeditiously, and the tanks and wells which are found to have gone dry or partially dry should be re-excavated or deepened, as may be necessary, before the onset of the next monsoon.*

120. It was originally intended that tube-wells would supply the drinking water requirement of the settlers in the newly set up villages until masonry wells were completed. They, however, continue to be made use of even after the masonry wells are completed as an additional source of supply of water. In some cases, they even continue to remain as the main source of water supply to the settlers because of the masonry wells in the village going dry or partially dry or the water in the wells being not wholesome. While admitting that 'due to rough handling and because tube-wells are often the only source of water supply there is every chance of their going out of order frequently', Dandakaranya Development Authority have expressed their inability to indicate how many of the tubewells in the villages are in working order. Indicating the arrangements for the repairs to tubewells, the Dandakaranya Development Authority have stated that there is a separate staff for repairs of tubewells for the entire Dandakaranya area which attends to cases of break-down when reported.

*The Committee regret that it has not been possible for the Dandakaranya Development Authority to collect information regarding tubewells in working condition in the villages. They recommend that a survey should be made of the condition of tubewells in the villages set up by the Dandakaranya Development Authority and those tubewells that are not found in working order should be repaired without undue delay.*

*They further recommend that, in view of the general shortage of water in the villages in Dandakaranya, Government may assess the necessity of having the tube-wells in the villages even after masonry wells are constructed in those villages and also devise measures for maintaining the tube-wells in working order.*

**Progress in  
construction  
of Amenity  
Buildings.**

121. It has been stated that each village will have a separate community centre and a school building except for old cases where two villages are very closely located. In such cases bigger buildings will be put up to serve more than one village. The position in regard to the construction of amenity buildings for housing the schools and community centres in the villages as in early 1964 has been indicated as follows by the Ministry:

*Umarkote Zone (including Raigarh):*

"Out of 48 villages (in the Umarkote Zone) each will have a school and a community centre. 32 school buildings and 31 community centres have been completed. Work on the remaining buildings is in progress and is expected to be completed by June, 1964."

*Paralkote Zone:*

"In the Paralkote Zone, grouping has been done among the 45 villages established and the construction of 13 community centres and 25 school buildings in all has been taken up to cover the 45 villages. By such grouping, bigger buildings will be provided for a contiguous group of villages. Three community centres and 12 schools have been completed and work on the remaining 10 community centres and 13 school buildings is in progress and will be completed by June, 1964."

*Kondagaon Zone:*

"In Kondagaon, as against 3 community centres to be constructed by the Project, two have been completed and 80% of the third one has been constructed. All the 3 schools sanctioned for these villages have been completed."

*Malkangiri Zone:*

"In the Malkangiri Zone work has been started on the community centre buildings and primary school buildings in 12 villages. The work in the remaining villages will be started early. These two buildings in all the villages are expected to be completed by December, 1964."

It is stated that the construction of community buildings in villages have not kept pace with the opening of villages, as priority is given to the essential work of construction of village houses and link roads and the working agencies in the villages are rather limited. Pending construction of village school buildings, the village school is held in one of the service huts constructed in the village.

*The Committee recommend that the buildings for the village schools and Community Centres should be constructed on a priority basis.*

122. The total number of families of non-camp displaced persons who have been moved to the Project by the end of September, 1964 is 173. Break-up of this figure is given below: Rehabilitation of Non-Camp Families.

Truck Operators	..	119 families	..	Pioneer batch in February, 1959.
Carpenters	..	31 families	..	Subsequent arrivals.
Atisans	..	23 families	..	Subsequent arrivals.
		<hr/>		
Total	..	173 families		
		<hr/>		

123. For the purpose of rehabilitation in Dandakaranya these families are entitled to the same benefits as are admissible to non-agriculturist camp families according to their being of rural, urban or semi-urban category. In regard to the resettlement of 150 families (119 truck operators and 31 carpenters), the position has been indicated as follows:

"Of the 119 truck operators, 101 families have been given business loan at Rs. 1,000 per family which they have invested in shares of the Navajiban Co-operative Transport Society Ltd., Kondagaon. Some of them are also working in this Transport Society on monthly wages plus bonus basis. The remaining 18 families are in employment of Government and private organisations. They have not applied for business loan.

None of the families have yet been given homestead plots. An area has been selected for rehabilitation of these truck operators and a layout plan is also prepared. But as land is not yet finally transferred to Dandakaranya Project, negotiation is under way with the Government of Madhya Pradesh for permanent transfer of land for the purpose of rehabilitation. We (D.D.A.) have only a temporary possession of this land.

Out of the 31 families who came as carpenters, five have changed their category to agriculturist. From these five families, four have been allotted land.

Head members of ten other families are employed in different organisations of the Project. They have not obtained rehabilitation benefits so long.

The remaining 16 families have been given business loans at the sanctioned scale and five have been given homestead plots also."

The Committee are constrained to note that although the pioneer batch of 119 non-agriculturist displaced families of non-camp category arrived in Dandakaranya Project in 1959, it has not yet been possible for the Dandakaranya Development Authority to find homestead plot for their resettlement in the Project area. The Committee recommend that urgent steps should be taken to provide rehabilitation assistance including homestead plots to all non-agriculturist displaced families of non-camp category who have been moved to Dandakaranya Project, if they have not already received rehabilitation benefits elsewhere and if they want to settle in Dandakaranya area.

The Committee also recommend that Government may examine the working of the Navajiban Co-operative Transport Society Ltd., Kondagaon operating in the Dandakaranya area in which the pioneer batch of displaced persons (truck operators) are engaged and assist the society in overcoming the difficulties which have of late hampered its proper and economic functioning.

Need for  
inducting  
more non-  
agricultu-  
rists.

124. The Estimates Committee in their earlier Report on Dandakaranya Project (97th Report, 1960—para 91) had stressed that—

"It would make for the success of the Scheme if the displaced persons are taken to and settled in Dandakaranya in composite groups consisting of not only agriculturists but also men in the complementary professions so that their group and family affiliations are kept intact and their traditional pattern of community life is reproduced in new environments."

The Committee were informed by the Ministry of Rehabilitation under their O.M. No. RS. 6(6)/60 dated the 24th September, 1960 that steps are being taken to induct upto 10 per cent of non-agriculturists into the new villages, so that the traditional pattern of community life to which the settlers are accustomed, can be reproduced in Dandakaranya.

It would be seen from the fact stated in the earlier paragraph that the percentage of non-agriculturist displaced persons rehabilitated in Dandakaranya by the end of September, 1964 works out to one per cent, as against 10 per cent accepted by Government. The Committee would

*therefore strongly urge that concrete measures should be taken by Government to induct as large a number of non-agriculturists in Dandakaranya as possible to make for balanced development of the area. This matter deserves to be given the highest priority as there are a large number of non-agriculturists among the new migrants awaiting rehabilitation.*

## CHAPTER VIII

### IRRIGATION

125. In Dandakaranya, bulk of the rainfall, which is otherwise heavy (50" to 60") is received in the months of July to September and is not evenly spread. Moreover, the tract has a predominantly undulating topography and the soils are generally porous. Natural water reserve retained in the soil for use by plants is therefore of lower order. On account of these factors, irrigation becomes necessary even for raising the early variety of the first crop of paddy in most of the areas. The late variety of paddy which is known to give much higher yield but which ripens after the middle of October, cannot be grown without irrigation.

At present no part of land in the Dandakaranya Project area is provided with irrigation. Two irrigation projects are, however, under construction, namely, the Bhaskal Dam, a medium irrigation project in Umarkote Zone costing about a crore of rupees and the Pakhanjore Dam, a minor irrigation project in the Paralkote Zone costing about Rs. 8 lakhs.

#### A. Medium Irrigation Schemes

Medium  
irrigation  
Scheme in  
the Project  
area.

126. Besides the Bhaskal dam mentioned above, the following four irrigation schemes are under various stages of investigation:

##### *Malkangiri Zone (Orissa)*

- (i) Malkangiri Dam across the river Satiguda.

##### *Paralkote Zone (Madhya Pradesh)*

- (ii) Paralkote Dam.
- (iii) Narainpur Dam.

##### *Kondagaon Zone (Madhya Pradesh)*

- (iv) Neori Dam

A statement showing the details in respect of the medium irrigation schemes in progress or under investigation is given below:

*Medium Irrigation Schemes (Costing more than Rs. 15 lakhs but less than Rs. 5 crores)*

Sl. No.	Name of the Project	Target date of completion (Rs. lakhs)	Estimated cost (Rs. lakhs)	Commandable area		Acreage for		Land to be irrigated (Total area irrigated annually)	Remarks
				G.C.A. in acres	C.C.A. in acres	D.Ps.	Tribals		
1	2	3	4	5	6	7	8	9	10

*Orissa (Koraput Distt.)*

*Umarkote Zone*  
1. Umarkote Dam (across the river Bhaskal)

June, 1965	99.99	13,750	1,100	400	11,000	Under construction.
			by flow]		(cropped area	
			690		16,500	
			by lift		acres)	
			1,773			

*Malkangiri Zone*  
2. Malkangiri Dam (across the river Satiguda)

1967	202.28	45,000	30,000	17,500	45,000	The preliminary works e.g. construction of buildings, roads, detailed investigation have started. The question whether the execution of the scheme may be entrusted to the Government of Orissa is
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under consideration. At the same time, the possibility of an alternative scheme in the form of a diversion weir to irrigate a large area is also under consideration.

*Madhya Pradesh (Bastar Distt.)*

*Paralkote Zone*

3.	Paralkote Dam	June, 1966	200.00	46,000	32,500	26,000	6,500	39,000	Has been technically cleared by the C.W.P.C. and is being pursued further.
4.	Narainpur Dam	June, 1966	60.00	9,000	7,300	..	7,300	9,000	The scheme is under investigation.

*Kondagaon Zone*

5.	Neori Dam	June, 1967	135.00	2,500	19,000	..	1,900	23,750	Do.
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## (i) Umerkote (Bhaskal) Dam

127. Bhaskal Dam is being constructed across the river Bhaskal in the Umarkote Zone, which flows into the Indravati, a tributary of the Godavari river. The cost of the Dam is estimated at Rs. 99.99 lakhs. The Dam will have a culturable command area of 13,750 acres and will irrigate annually 11,000 acres, total cropped area being 16,500 acres both in Rabi and Kharif. The advantages accruing from the construction of the Dam would be the irrigation of 1,773 acres of land belonging to displaced persons (1,100 by flow and 673 by 'lift') and 400 acres of the newly resettled Adivasi land, making a total of 2,173 acres, i.e. 19.7 per cent of the total irrigable area.

128. It is stated that the Bhaskal Dam Scheme was approved by the Dandakaranya Development Authority in September, 1959. After the technical approval of the Central Water and Power Commission the scheme was approved by the Government of India in May, 1960. It has been stated that the "construction of the Project fits in with the scheduled objective of Dandakaranya Development Authority, i.e. resettlement of displaced persons from East Pakistan and the general development of the area with special reference to the tribal population as outlined in the Government of India Resolution dated 12th September, 1958 creating the Dandakaranya Development Authority." Genesis of  
the Scheme.

In response to a question as to whether the Orissa Government were consulted before approval was accorded to the Bhaskal Dam, the Ministry have stated that "from the papers available it appears that there was no formal consultation with the Government of Orissa but the papers included in the agenda for the 8th meeting of the Dandakaranya Development Authority which approved of the proposal were forwarded to the Chief Secretary to the Government of Orissa, who is a member of the Dandakaranya Development Authority and though no representative of the Orissa Government attended the 8th meeting of the Dandakaranya Development Authority which approved of the proposal, the State Government were represented in the 9th meeting which have confirmed the minutes of the 8th meeting approving of the proposal. Therefore, the Government of Orissa's concurrence of the scheme has to be presumed."

*The Committee regret to note that a project of this magnitude involving a crore of rupees was sanctioned without proper consultation with Orissa Government in whose area it is located.*

*The total estimated acreage of land belonging to displaced persons and newly resettled Adivasi land to be irrigated, which is only 19.7 per cent of the total irrigable*

area, is a poor recompense for the investment when viewed in the perspective of the overall requirements of the settlers. The Committee are distressed to note that due care was not taken in assessing the advantages of the scheme before according it sanction. The Committee recommend that the execution of development schemes in the area should not be undertaken without proper consultation with the State Governments concerned and unless the benefits flowing from the schemes to the displaced persons and the tribals resettled in the area are of reasonable proportions.

As the acreage of the land of the displaced persons and the newly resettled tribals to be irrigated by this dam is small, the Committee suggest that attempts should be made to utilise the surplus water for irrigating the lands of other people. They hope that it will be ensured by Government that the water of the dam will not be allowed to go waste in any case.

**Progress in construction.**

129. The target date of completion of Bhaskal Dam was fixed as 31st August, 1964. The progress made in the construction of the Dam upto the end of November, 1964 is as follows:

Major Item	Progress to end of November 1964
	%
Earth Work in stripping . . . . .	100
Excavation in puddle trench . . . . .	100
Earth Work in Semipervious . . . . .	40
Earth Work in impervious . . . . .	78
Clay blanket . . . . .	16.8
Earth work in tee trench . . . . .	55
Stripping in borrow area . . . . .	43
Earth work in puddle trench . . . . .	71
Dry stone pecking . . . . .	95
Filter blanket . . . . .	52
Rock Fill . . . . .	73
Jungle cutting . . . . .	100
Grubbling out roots . . . . .	100
Earth work in spillway . . . . .	43
Construction of approach road to Dam site from Kondagaon-Amraoti Road . . . . .	87

By the end of March, 1964, a sum of Rs. 25.45 lakhs had been incurred on the scheme.

According to the latest estimates, the Dam is expected to be completed in June, 1965. As regards the delay of about one year in the completion of the Dam, the Ministry have furnished the following explanation:

"The Project Administration included their demand for foreign exchange in a large list which covered requirements of all Irrigation works, without reference to actual administrative approval. Some time was taken by the Project in sorting out the requirements of Bhaskal Dam. Eventually, foreign exchange sanction for the Shovel and Dumpers was given on 1-6-1961. Subsequently, it was discovered that the price of Dumpers has been grossly underestimated. A revised foreign exchange sanction was given in October, 1962. Indents for the machinery had already been sent to the D.G.S. & D. Supply order for Dumpers was placed by the D.G.S. & D. in October, 1962 and the machinery was received in December, 1963. For the Shovel, fresh tenders had to be invited according to the prescribed procedure and order was placed in December, 1962. Parts of the machinery were received in September, 1963 and the remaining parts in January, 1964.

Some work such as grubbing out of roots, jungle clearance, and stripping under seat of Dam had been done by February, 1964. Work was started in full swing with the Shovel and Dumpers in March, 1964 and earth work in stripping was completed by June, 1964 and earth work in puddle trench, toe trench, dry stone packing, filter blanket and rock fill and impervious was more than half way through by the end of July, 1964. Work was resumed after the monsoon. It is now expected that the Dam would be completed in June, 1965.

The delay, as compared with the target date, is about a year. The main reason for the delay is the initial confusion in obtaining foreign exchange sanction and the time taken for supply of machinery."

*The Committee regret to note that although administrative approval for the Project was given in May, 1960, work started in full swing "with Shovel and Dumpers" as late as in March, 1964. The Committee are unhappy that the execution of the project has been delayed on account of administrative lapses and lack of proper coordination with*

the various agencies of the Government concerned with finance and supplies. The Committee hope that the revised target of June, 1965 for completion of the project would be adhered to and the work completed according to schedule.

Estimated  
cost and cost  
per acre of  
Culturable  
Command  
Area

130. In the note on the Umarkote (Bhaskal) Dam Project prepared for the eighth meeting of the Dandakaranya Development Authority in September, 1959, the estimated cost of the Project and the overall cost per acre of culturable command area were indicated as Rs. 92.38 lakhs and Rs. 543.40 respectively. In the Revised Project Report prepared in November, 1962, however, these have been indicated as Rs. 99.92 lakhs and Rs. 726.60 respectively. These estimates have since been revised to Rs. 99.99 lakhs and Rs. 727.20 respectively while the rate for irrigated area is indicated as Rs. 908.00 per acre. It is stated that the rate per acre of culturable command area is not high in comparison with other similar projects under execution in Madhya Pradesh and Orissa where the rate ranges from Rs. 1000 to Rs. 1,500.

The Committee suggest that the reasons for the steep rise in the cost per acre of the culturable command area from Rs. 543.40 estimated in 1959 to the present estimate of Rs. 720.20 in respect of the Bhaskal Dam Project should be investigated by an expert team and necessary steps should be taken to reduce the cost as much as possible.

The Committee fail to understand why the estimated cost of the Bhaskal Dam Project should be shown as Rs. 99.99 lakhs instead of rounding it off to Rs. One crore. The Committee would like that the reasons for keeping the estimated cost of the Dam Project slightly under one crore should be fully inquired into.

#### (ii) Other Medium Irrigation Schemes

131. The Committee note that other medium irrigation projects contemplated by the Revised Project Report of the Dandakaranya Development Authority in 1962, namely, the Malkangiri Dam, Paralkote Dam, Narainpur Dam and the Neori Dam are still in the embryonic stage of planning and investigation. In the case of the Malkangiri Dam where some progress in preliminary works, such as construction of permanent buildings, roads etc. has been claimed by the Dandakaranya Development Authority, alternate schemes are stated to be under consideration and even the question whether the project should be executed by the Dandakaranya Development Authority or the State Government still remains undecided.

The Committee are distressed to note that expenditure on construction of permanent buildings, roads etc. at the Malkangiri Dam site is being incurred despite the fact

that an alternative scheme is under consideration. The Committee feel that further work on the construction of buildings etc. should be taken up only after the final decision on the construction of the Malkangiri Dam is arrived at.

132. Commenting on the medium irrigation schemes in the Dandakaranya Project area, the Agricultural Expert Team on the Dandakaranya Project have stated:

Need for  
investigating  
Economics  
of Medium  
Irrigation  
Schemes

"The emphasis hitherto has been to develop irrigation in the area through medium irrigation schemes, costing around Rs. 100 lakhs or more..

Medium irrigation schemes are not only taking a long period in construction but a substantial portion of their benefits will lie outside the lands reclaimed for the displaced persons. These schemes, when completed, will also throw up many problems of utilisation. The terrain being highly undulating, the land to be irrigated will require extensive preparation in the form of levelling, terracing, etc. and construction of field channels before it can be in a fit condition to receive irrigation water and utilise it effectively. Moreover, the settlers themselves will have to be educated in proper use of water for production of crops."

The Committee recommend that the economics of the proposed medium irrigation schemes may be carefully examined with special reference to benefits likely to accrue to settlers and Adivasis in the Project area before any expenditure is incurred on building quarters, roads etc. in anticipation of sanction.

### B. Minor Irrigation Schemes

133. In the opinion of the Agricultural Expert Team:

Importance  
of minor  
Irrigation  
Schemes

"Minor irrigation schemes found feasible after a proper survey of the tract, will be more suitable for the following reasons:

- (1) The time taken in construction will be much less and the benefits of irrigation will start flowing immediately.
- (2) The cost is likely to be much less initially than in the case of medium irrigation schemes which will be relatively expensive due to the undulating topography.
- (3) Benefits from minor schemes will be solely confined to the lands reclaimed for displaced persons.

- (4) The problems of water distribution and utilisation will be less difficult of solution.

The Team recommends that surveys and investigations for minor irrigation schemes should be intensified and all those that are feasible should be implemented on a priority basis."

Schemes for  
Minor  
Irrigation  
in the Project  
area

134. The only minor project for irrigation (costing less than 15 lakhs) under execution in the Dandakaranya Project area is the Pakhanjore Dam which is scheduled to be completed in 1965. It is likely to irrigate 1560 acres of which 780 acres would be for displaced persons and 520 acres for tribals.

There are 27 other minor irrigation schemes which are stated to be under preparation, survey or investigation. Details in respect of these schemes are indicated in Appendix V. These schemes, costing in all Rs. 139.74 lakhs, are programmed to be completed by the end of the working season 1967-68, except the Pakhanjore Dam and two tanks for the Mixed Farm which are scheduled to be completed during 1965. The minor irrigation schemes at present envisaged would, when completed, irrigate a total of 20,478 acres of which 10,860 acres would be of displaced persons and 2932 acres of tribals.

Slow pro-  
gress in  
Survey and  
Investigation

135. The Committee have been informed during evidence that by August, 1964 only two estimates for minor irrigation schemes had been completed and two more were under completion. The Committee understand that only 2 Assistant Engineers and 2 Supervisors are in position against the sanctioned strength of 3 Assistant Engineers and 12 Supervisors.

Admitting the need for speedy action in investigation of irrigation schemes in Dandakaranya, the representative of the Ministry stated in evidence:

"I would say that an energetic action is necessary probably in setting up more investigation subdivisions and preparing project reports quickly. For this purpose, staff is the problem. But... we shall take this up with the Central Water and Power Commission and Central Public Works Department whether they could spare some of their staff on deputation. We shall consult the State Governments of Orissa, Madhya Pradesh and West Bengal as to whether they could spare some of their staff. We can also sound Andhra Pradesh."

*The Committee regret that no consideration was given in the initial stages to the preparation of minor irrigation schemes which could be completed within a shorter time*

and at less cost. Even after the report of the Agricultural Expert Team on Dandakaranya Project was received in April, 1963, steps were not taken until recently for preparing schemes for minor irrigation and for survey and investigation of those schemes.

The Committee would also stress the need for ensuring that the requisite number of engineers and supervisors are made available to the Dandakaranya Project for undertaking expeditious survey, investigation and execution of minor irrigation schemes. If engineering personnel from the neighbouring States of West Bengal, Orissa, Madhya Pradesh and Andhra Pradesh are not forthcoming, the Union Government should make the requisite number available from Central Public Works Department and Central Water and Power Commission so that the work in this crucial sector does not suffer.

136. It is stated that Government are considering a proposal for subsidising the construction of small wells by the settlers in their homestead plots for the purpose of irrigation. The diameter of these wells would be between 3' to 5' and the depth about 25' to 30'. It is expected that they will retain water upto March or even April and enable growing of winter as well as spring vegetables and chillies. A number of wells already constructed on these lines by the settlers with their own labour have collapsed as the settlers were not able with their own resources to strengthen the sides of the wells. The Dandakaranya Project has proposed that a subsidy varying between Rs. 100/- to Rs. 150 per settler may be given depending on the diameter and depth of the well. This subsidy will be used by the settler to strengthen the sides of the well with bamboos in Paralkote Zone and sal ballies or scantling in the Umarkote Zone where bamboos are not available.

Wells for Horticultural purposes

The scheme for subsidising the digging of small wells by settlers is stated to have been framed on the basis of experience in Umarkote and Paralkote Zones where, in the year 1962-63, the number of such wells constructed was over 60 and over 100 respectively.

137. Discussing the possibility of irrigation in Dandakaranya by wells, the Agricultural Expert Team have stated that—

Observations of the A.E.T. on Dandakaranya proj cct.

"Due to rocky or otherwise hard soil in the region, sinking of masonry steining walls in the ordinary manner, as in vogue in North India, is not possible. Masonary steining has to be built upwards from the bottom of the well after a pit has been excavated upto the full depth of the well. This increases the cost of the masonry wells."

\*At the time of factual verification, the Ministry have stated that sanction has now been accorded for giving a loan of Rs. 150/- per settler family in Dandakaranya for digging wells in homestead plots



The Team has, however, suggested that—

“In view of the evident keenness for water and in order to channelise the efforts of the new settlers on technically sound lines, it will be desirable for the Dandakaranya Development Authority to try out a few different typical designs of wells in each region with a view to finding out which particular type would give irrigation benefit as the lowest possible cost. . . . . There can be little doubt that well construction is likely to prove costly. The initial cost per acre may turn out to be as high as Rs.2,000 or even more. In spite of the high cost, it may be desirable to construct wells for irrigation purposes in those areas where no alternative means of irrigation are possible but the cultivators are very keen to grow cash crops. It may be worthwhile to investigate and if found economically feasible, also to extend some financial assistance in the form of part loan and part subsidy to a few really keen and deserving cultivators for construction of wells in areas which have no other means of irrigation.”

*The Committee hope that the technical feasibility and prospective advantage of a 25—30 feet deep well of 3—5 feet diameter will be fully gone into by experts before the scheme is put into operation.*

Action on recommendations of Agricultural Expert Team on Dandakaranya Project regarding irrigation schemes

138. The Agricultural Expert Team in their report on Dandakaranya Project have recommended the following types of minor irrigation schemes for the Project:

- (i) Small storage schemes
- (ii) Head water tanks
- (iii) Diversion schemes
- (iv) Lift irrigation schemes
- (v) Village tanks.

139. The action taken so far by the Dandakaranya Development Authority for implementing the above recommendations, is indicated below:

**Small Storage Schemes.**—The position in respect of the independent and chain system schemes of minor irrigation is as under:

- (i). **Independent Schemes.**—14 minor irrigation schemes in the Paralkote Zone and 11 such schemes in the Malkangiri Zone are under investigation. It was proposed to take up three minor irrigation schemes, one each in Paralkote, Umankote and Malkangiri Zones during the working season 1964-65.

- (ii) *Chain System Schemes.*—One minor irrigation division has been created for investigation of the chain system tanks which would be taken up after investigation of all independent minor irrigation schemes is complete.

*Head Water Tanks:* The head water tanks are being constructed in a systematic way in the Zones since last two years, and it was programmed to construct 45 head water tanks in different zones of the Project during 1964-65.

*Diversion Schemes:* A Diversion Weir Scheme on Sabari river which can ultimately be utilised by the Sabari multi-purpose scheme had been prepared and recommended to Central Water and Power Commission. Another Diversion Weir Scheme near Sukma named as Podia Canal System has been prepared and recommended to the Central Water and Power Commission for their technical advice. In the meantime, a team of experts under the Planning Commission has carried out a study of the irrigation and power potentialities in the Indravati and the Sabari basins. The recommendations of the team are awaited.

*Lift Irrigation Scheme:* The Agricultural Expert Team recommended this type of irrigation where no alternative means of irrigation was possible. Some portion of the land under Umarkote Dam is proposed to be covered by lift irrigation. It is stated that in other areas, possibility of lift irrigation will be examined after the minor irrigation scheme are completely surveyed. Some experiments in manual or bullock powered lift in irrigation are proposed to be tried this year.

*Village Tanks:* It has been stated that the question of irrigation through village tanks has to be examined after taking into account the depth of water area in the tanks, etc. and how far the store of water in the tanks can be utilised for irrigation purpose without hampering the daily necessities of the settlers to be met from these tanks. As at present there is not much scope.

*The Committee would stress that all the afore-mentioned schemes suggested by the Agricultural Expert Team should have been thoroughly investigated. The Committee hope that even now expeditious action will be taken to implement such of them as are likely to prove beneficial to displaced persons and tribals.*

## CHAPTER IX AGRICULTURE

### A. Yield of Paddy

140. Among the different ways in which economic rehabilitation of the settlers in the Dandakaranya area can be brought about, agriculture occupies a pre-eminent position. The importance of agriculture in the Dandakaranya project arises from the fact that the vast majority of displaced persons who have been brought into the area from the Camps in West Bengal are agriculturists. In the Preliminary Project Report on Dandakaranya, the importance of agriculture was duly recognised and, among the several essential features of integrated development mention was made of the following:

- (a) The balanced utilisation of land;
- (b) The evolution of the most beneficial crop pattern, appropriate to the quality of the soil, the character of the climate and the availability of irrigation facilities; and
- (c) Horticulture.

In the revised Project Report also the importance of agriculture has been emphasized.

141. The Committee are informed that an attempt was made to assess the yield from the agricultural land in all the zones by conducting a house-to-house verification of stocks of paddy held by the families. The survey conducted during November-December, 1963 and January, 1964 revealed the following:

#### *Kondagaon*

Land not sown or out-turn nil	32 cases or 15.6%
Out-turn below 30 mds.	131 cases or 64%
Out-turn between 31 and 40 mds.	16 cases or 8%
Out-turn between 41 and 50 mds.	5 cases or 2.4%
Out-turn between 51 and 60 mds.	10 cases or 4.8%
Out-turn above 60 mds.	11 cases or 5.2%
	<hr/>
	205 cases
	<hr/>

*Umarkote Zone*

Families with less than 10 mds.	. . .	39·7%
Families with less than 20 mds.	. . .	28·4%
Families with less than 30 mds.	. . .	16%
Families with less than 40 mds.	. . .	7·8%
Families with less than 50 mds.	. . .	3·8%
Families with more than 50 mds.	. . .	4·3%

*Paralkote Zone*

Villages	Total Number of families	Number of families having		
		Upto 20 mds.	Between 21 and 30 mds.	Between 31 and 40 mds.
Group I Villages (18)	669	150	139	144
Group II- Villages (19)	979	85	126	204
Group III Villages (11)	575	24	58	163
Total (48)	2223	259 or 11·6%	323 or 14·5%	511 or 23%

*Malkangiri Zone*

	Number of Families	Perce- ntage
Upto 30 mds	671	65·6
Between 31 to 50 mds.	180	17·6
Between 51 to 60 mds.	86	8·4
Above 60 mds.	86	8·4
	1023	

\*The figures in respect of the Paralkote Zone are stated to have been arrived at "after allowing for consumption and sales between harvesting and the date of census".

In a written note subsequently furnished to the Committee, the Ministry have stated the following:

"The figures of yields which had been supplied to the Estimates Committee earlier and which were based wholly or partly on a house-to-house census of paddy stock taken 3 to 4 months after the harvest are unreliable, because allowance has to be made for the disposal of paddy by cultivators on the following accounts:

- (a) Consumption;
- (b) Payment of wages to local labour hired for agricultural work;
- (c) Repayment of loans;
- (d) Sale of paddy for seasonal needs, such as, clothes, utensils and food-stuff other than paddy;
- (e) Sale to meet expenditure such as expenditure on marriages and in some cases education of children where such education is being given outside the Project area.

A more reliable method to judge the yield is the crop cutting experiments on a random-sampling basis in accordance with the instructions issued by the Ministry of Food and Agriculture. On the basis of these experiments the average yield of paddy in Paralkote was 12 mds. per acre in 1963, as against the average yield of 9 mds. per acre in Bastar district as a whole. The percentage of families who obtained above 30 mds. was about 55.2 per cent. The reasons for lower yield in other cases have been analysed and it has been reported that in 20.4 per cent cases the cultivators neglected normal agricultural operations; in 12.4 per cent cases paddy was sown on high lands which are suitable for crop other than the paddy but not for paddy and in 5.9 cases failure was due to late sowing. Pests damaged crops in 0.3 per cent cases and in 5.8 per cent cases failure was due to the shortage of working members in the families concerned.

In Umarkote the average yield of paddy during the 1963-64 season was 11.35 mds. per acre against the district average of 10 mds. per acre.

The Umarkote picture shows that in 41.38 per cent cases of low yields, the cultivators had neglected normal agricultural operations; in 13.22 per cent cases paddy had been sown on high lands which are suitable for crops other than paddy; in 5.46 per cent cases late sowing was responsible for low yields; in 2.87 per cent cases crops had been affected by pests and in 37.07 per cent cases

more than one of these reasons accounted for the lower yields.

72 families in Umarkote got 100 mds. or more of paddy and the number of families who got less than 30 mds. was 348 against nearly 700 in the previous year. The average yield would have been higher but for the fact that the monsoon was late and sowing was therefore, delayed. Late September-October rains also damaged the crops, and over the whole area where the conditions were favourable for the growth of weeds, many settlers could not cope with the problem posed by the excessive growth of weeds. The Project authorities have also pointed out that in many cases even after the third year of cultivation settlers have not put up field bunds with the result that even short periods of drought have done great damage to the crops in such unbunded fields."

The reasons which have been attributed for the lower yields are:

- (a) Negligence on the part of the settler concerned;
- (b) Late sowing;
- (c) Lack of preliminary preparations of the soil, i.e. ploughing;
- (d) Lack of weeding; and
- (e) Neglect of inter-cultural operations.

142. As regards income from agriculture, the Ministry Income from  
Agriculture have stated that:

"With a suitable cropping pattern, timely agricultural operations and the application of fertilizers, the net annual income obtained in the different Zones is as follows:

Pharasaon Zone—Rs. 750

Umarkote & Malkangiri—Rs. 931

Paralkote:

For heavier soil areas—Rs. 931

For lighter soil areas—Rs. 827

If the cultivators follow a suitable cropping pattern and grow crops most suited to the texture and character of the soils in their holdings, their annual yields will be quite sufficient for their purpose."

143. Enumerating the measures proposed to be undertaken in Dandakaranya with a view to improve the agricultural yield in the Project area, Government Measures  
undertaken  
to improve  
yield have stated:

"The Agricultural problems posed in Dandakaranya would be capable of easy solution were it not for

the fact that the East Pakistan displaced persons who are being settled in this area, are rice eaters and, therefore, naturally, feel that whatever rice is required for their own consumption should be produced by themselves. Generally speaking, and excluding low lying areas and irrigated areas where good paddy can be grown under normal conditions, the agro-economic conditions of Dandakaranya, while they do not favour the production of paddy, are perfectly satisfactory for the production of other crops, such as, maize, gingely, arhar, cajanus, turmeric, castor, tapioca, mesta, vegetables and fruits. These crops are remunerative crops and attempts are being made by the Project Administration to persuade cultivators to put a portion of their holdings under these crops. Apart from the natural reluctance of farmers, who are conservative, to grow crops with which they are unfamiliar, there is also the practical problem of training farmers to grow new crops and to teach them the techniques and procedures required to make these new crops successful.

The provision of irrigation facilities in the various Zones in areas which will be commanded by the Dams n Paralkote, Umankote and Malkangiri will cover more than 50,000 acres, which will constitute a substantial proportion of the land allotted to the displaced persons.

The Dandakaranya agricultural programme has taken account of the necessity to improve the fertility of the soil and to encourage the use of fertilizers. It is proposed to subsidize the supply and to give suitable grants and loans for the purpose, in order to encourage adoption of suitable cropping patterns."

*The Committee regret to note that agriculture which is the principal occupation and the primary means of livelihood of most of the families settled in Dandakaranya has not kept pace with the requirements so as to enable an average family of 4 to 5 persons the minimum amount of paddy and other grains necessary for its annual consumption, seeds and for meeting incidental cash expenses. The Committee recommend that a careful analysis should be made of the causes of low yield in the different zones of the Project and an integrated programme drawn up to tackle the major obstacles in the way of increased production of paddy and other grains in the Project area. The Committee feel distressed that a systematic annual crop survey on the basis of Random Sampling method devised by the Indian Council*

*of Agricultural Research has not yet been organised with a view to compile statistics in regard to agricultural yield in the different areas of the Project for use in framing suitable farm policies. They however hope that this will be done from the next year.*

### B. Agricultural Practices

144. The Agricultural Expert Team on Dandakaranya Project (1963) have stated that—

Soil and  
water Con-  
servation

“As the soils are generally poor and the land undulating, they are exposed to hazards of erosion with the removal of the forest canopy after reclamation. Even in the first year of the opening of the forest land there is evidence of gully erosion in the Project area.”

While noting that contour bunds are being provided at suitable distances taking into account the variation in the slope of the land, the Expert Team have further observed:

“It will not do if merely contour bunds are provided for a village, the individual allotment of each settler should be taken up as a unit for providing measures for soil and water conservation, such as construction of bunds for cultivation of paddy, terracing, construction of check dams across the slopes and at the head of gullies for retarding and retaining the surface run-off.”

*The Committee consider that any programme which is not adopted by the settlers in their individual holdings, through lack of resource or through lack of conviction is bound to be ineffective for accelerating either the pace of rehabilitation or augmenting the food resources of the farmers. The Committee, therefore, feel that there is an imperative need for a vigorous campaign among the settlers for bringing home to them the advantages of soil and water conservation measures.*

145. According to the report of the Agricultural Expert Team—

Cropping  
Pattern.

“The cropping patterns that have come into vogue in the settlers' villages are very largely those that were familiar to them in their original homes in East Pakistan. The agro-climatic conditions prevailing in the area are fundamentally different from what the settlers were used to in the past. Cropping patterns suited to the present conditions will have to be evolved and demonstrated to the settlers for large scale adoption. In the earliest settled Paralkote Zone, for instance, the paddy crop was unsatisfactory



in both the years 1961 and 1962; firstly, because selection of the correct variety of paddy could not be done, and, secondly, because an attempt was made to sow paddy on the entire holding, without taking into account the suitability of the area."

The Ministry have stated that—

"The agricultural problems posed in Dandakaranya would be capable of easy solution were it not for the fact that the East Pakistan displaced persons who are being settled in this area, are rice eaters and, therefore, naturally, feel that whatever rice is required for their own consumption should be produced by themselves. Generally speaking, and excluding low lying areas and irrigated areas where good paddy can be grown under normal conditions, the agro-economic conditions of Dandakaranya, while they do not favour the production of paddy, are perfectly satisfactory for the production of other crops such as, maize, gingely, arhar, cajanus turmeric, castor, tapioca, mesta, vegetables and fruits. These crops are remunerative crops and attempts are being made by the Project Administration to persuade cultivators to put a portion of their holdings under these crops. Apart from the natural reluctance of farmers, who are conservative, to grow crops with which they are unfamiliar, there is also the practical problem of training farmers to grow new crops and to teach them the techniques and procedures required to make these new crops successful."

According to the "Outline Programme for Agriculture drawn up for the working season 1964-65", the following measures are proposed to be undertaken:—

"Crop patterns evolved will be re-examined for different areas and separately for first year, second year and third year villages and strictly enforced for the next agricultural season; green manuring will form an essential part of this pattern, and locally grown crops will also be considered...."

"Growing of transplanted paddy and cotton will be encouraged in suitable areas."

*The Committee consider that there is considerable scope for mixed cropping in Dandakaranya as an insurance against partial failure of any single crop and that exclusive preference for paddy should be discarded in favour of a new cropping pattern in which the cultivation of maize, arhar, niger, mesta, tobacco, etc. all have a place. Leguminous crops like 'Dhanicha' could be grown either as a cash crop or as a source of green manure.*

*The Committee feel that as the displaced persons are used to traditional methods and patterns of agriculture and are not familiar with new cropping patterns, it is necessary that they should be guided and encouraged to adopt mixed cropping and not left to themselves to develop agriculture on their traditional lines.*

*The Committee would also urge that the evolving of suitable cropping patterns for sustaining an agricultural economy at a reasonable level of subsistence should receive the urgent attention of the Government.*

146. According to the Report of Agricultural Expert Team, Dandakaranya soils are deficient in certain essential ingredients. The report states that:— Use of Fertilisers

“According to the results obtained by the Soil Testing Laboratory, the available phosphate contents of Dandakaranya soils are generally low. About 75 to 80 per cent of the soils of Paralkote Zone and well over 65 per cent in the Umarkote Zone can be classified under this category, showing low available phosphate. As far as potash is concerned, only localised patches of soil have low potash status. The organic carbon and total nitrogen contents of the soil are reported to vary from low to moderate. The pH of the soil tends mostly towards acidity. Over 70 per cent of the soils in Paralkote Zone and about 50 per cent of the soils in Umarkote Zone are within a range of 5.0 to 6.5 pH. The soils are low in calcium carbonate.”

Regarding the use of fertilisers in the Dandakaranya area, the report observes that—

“By and large the settlers were growing crops with no fertilisers. The result will be that before long the yield will step down and in an uncertain season the ill-nourished crops will succumb to the vagaries of the season. Furthermore, the soils, as a whole, are being increasingly desiccated as a result of the destruction of the forest canopy and coupled with scarce sub-soil water and rocky substrated, if corrective steps are not taken in the immediate future, the basic objective of the opening up of the Dandakaranya area would not be fulfilled.”

The Team has assessed that a total amount of Rs. 210.00 will be required as loan to each family for fertilisers alone, while out of the loan at present admissible to a settler, hardly Rs. 45.00 are available for the purpose.

The quantity and value of fertilisers supplied to settlers during the last five years are given below:

Zone	1959-60	1960-61	1961-62	1962-63	1963-64
Kondagaon . . .	2.42 tons (Rs. 1067)	..	..	54.05 tons (Rs. 17490)	..
Umarkote . . .	..	0.03 tons* (Rs. 126)	..	..	7.0 tons (Rs. 2720)
Paralkote . . .	..	..	..	..	95.49 tons (Rs. 28669)
Malkangiri . . .	..	..	..	..	34.23 tons (Rs. 9600)

Fertilisers used on experimental cultivation scheme.

It is stated that fertilisers are supplied "mainly on specific demand from the settlers on loan basis". It is also stated that "except in the case of supply of fertilisers for use in experimental cultivation in 1960-61 in Umarkote Zone, and in 1962-63 in Kondagaon Zone, no subsidy either direct or indirect was given to the settlers in this regard."

The Committee find that the "Outline Programme for Agriculture drawn up for the working season 1964-65" *inter alia* contains the following:—

- (i) Steps will be taken to make up essential deficiencies in soil.
- (ii) Supply of fertilizers will be undertaken by establishing a depot in each zone with a view to increase productivity by at least 25%.
- (iii) Compost making will be enforced giving incentive as possible."

*The Committee note that as yet no attempt has been made to encourage the use of fertilizers inspite of the poor quality of land. They hope that concerted action will be taken in implementing the Outline Programme of Agriculture.*

*On the analogy of the subsidy which is given on the transport cost of fertilizers in hilly and inaccessible areas by the Union Department of Agriculture, the Committee would suggest that the question of extending the benefit of the concession to the settlers in the entire Dandakaranya area may be examined. The Committee feel that, considering the limited resources of the settlers, the cost of fertilizers should be reduced so as to encourage farmers to use fertilizers to make up the deficiency in soil to the largest extent possible.*

147. The settlers in Dandakaranya are entitled to an agricultural loan of Rs. 850·00. The break-up of the loan for various agricultural purposes is as follows:— Agricultural  
Loan.

Bullocks	—	Rs. 450·00
Milch Cow	—	Rs. 150·00
Seeds & Manure	—	Rs. 125·00
Implements	—	Rs. 100·00
Weeding Operations	—	Rs. 25·00
Total :		Rs. 850·00

The Agricultural Expert Team have in this connection stated in their report that—

"A sum of Rs. 125 - is admissible to the displaced persons for purchasing seeds and manures. . . . .  
The amount required for the purchase of seeds and manures is very much on the low side. For a well balanced cropping programme, the cost of seed should be about Rs. 80/-. This will leave hardly Rs. 45 - for the purchase of fertilisers. As pointed out earlier, the area is deficient in phosphates and at some places the acidity of the soil has also to be neutralised and corrected by the application of lime. Assuming that about 1·64 hectares (4 acres) of the holding will be fertilised in the first year, the cost of calcium ammonium nitrate at 22 Kgs per hectare (20 Lb. per acre) of nitrogen and at 22 Kgs per hectare (20 Lb. of P 2·5 per acre) will be Rs. 120 -. The requirements in the second year for the remaining 1·23 hectares (3 acres) of the holding will be about Rs. 90 -. Thus a total amount of about Rs. 210/- will be required as loan for fertilisers alone, and should be provided for. The cost of application of lime has not been included in this figure."

The representative of the Ministry has stated during evidence that a proposal from the Dandakaranya Development Authorities to increase the quantum of loan from Rs. 850|- to Rs. 2,000|- with the following break-up for

different purposes was received by the Ministry of Rehabilitation on the 19th May, 1964: \*—

Bullocks	—	Rs. 400 00
Milch Cow	—	Rs. 150 00
Seeds & Manure	—	Rs. 450 00
Implements	—	Rs. 100 00
Digging of a well	—	Rs. 900 00
Total :		Rs. 2000 00

The Committee are in agreement with the views of the Agricultural Expert Team that the quantum of loan now admissible to a settler does not leave sufficient margin for meeting the cost of seeds and fertilisers. The Committee would, therefore, recommend that the requirements of the settlers should be re-assessed and the quantum of loan fixed on a realistic basis. The Committee would also like to point out that seeds and fertiliser loans should be considered as seasonal agricultural loans to be recovered at the end of the harvesting season while other loans may have to be carried over for some years.

Supply of Improved seeds

148. The Committee are informed that the Project Administration generally arranges for supply of seeds to the settlers in the first year of cultivation. Each family is given four mds. of paddy seeds and few seers each of other seeds like Arhar, Mesta, Til, Groundnut, Castor, Niger, Mung, Urid, Turmeric and Ginger. After the first year, supply is made on requisition from the settlers in case they do not have stocks of their own. As seeds are supplied against the overall Agricultural loan of Rs. 850 00, no subsidy is allowed to settlers on the cost of seeds supplied to them. However, the transport cost was subsidised to the extent of Rs. 2 00 per maund.

Quantity of Seeds supplied.

149. During the period 1960-61 to 1964-65 a total of 41.8 thousands maunds of seeds valued at Rs. 5.76 lakhs have been distributed to the settlers as follows:—

	Quantity	Value
	(in mds.)	(in rupees)
Umarkote	16463.21	227079.67
Paralkote	14490.28	209802.31
Malkangiri	10180.30	127935.14
Kondagaon	680.30	11677.10
Total :	41814.09	576494.22

\*At the time of factual verification, the Ministry have stated as follows.

"Increase in agricultural loan by Rs. 165/- per family has been sanctioned to facilitate purchase of fertilisers in cases where the soil is deficient in Potash, Phosphates and nitrogen. Addition of lime in soils which are of high acidity is also under consideration. One of the small scale industrial units included in the priority programme approved by the Ministry recently is a Mineral Pulverising Unit for use in agriculture to counteract soil acidity ..... sanction has been issued for financial assistance to each family to the extent of Rs. 150/- for digging a well in the homestead plot."

150. It is stated that the annual seed requirements for the area vary from year to year depending on the number of new agricultural families inducted in the Project and other factors. The quantity of improved seeds of paddy, hybrid maize and castor supplied in 1964 agricultural season and the sources from which these were procured was as follows:

S. No.	Particulars of seed	From Mixed Farms (in mds.)	From Settlers (in mds.)	From open market through Central State Govt. Officers	Total in mds.)
1.	Paddy	2,476	1,521	1,314	5,311
2.	Hybrid Maize	..	..	20	20
3.	Castor	7	..	..	7

151. The Agricultural Expert Team had, in their report on Dandakaranya Project, stated that—

"The multiplication of improved seeds which have proved their usefulness in the Dandakaranya area, should be taken up systematically. A small quantity of the seed may be given to selected growers who can take up its multiplication under the supervision of the Agriculture Department.

The purity of this seed should be carefully watched and maintained. The settlers who co-operate in this programme may be allowed the usual premium of Rs. 2.00 per maund (37.32 Kgms). For multiplication of seeds of jute, groundnut and cotton also the usual subsidy and other incentives may be allowed to induce the growers to participate in the programme."

"A programme for multiplication and exchange of seed locally among settlers may also be worked out. This would substantially help in rapidly multiplying seeds of approved varieties without depending on sources much beyond the limits of a group of few villages."

Stating the reasons for not introducing the "Seed Growers' Scheme" recommended by the Agricultural Expert Team, the Ministry have stated that—

"For the supply of paddy seeds to the new settlers every year, surplus seed of recommended varie-

Seed requirements and sources of supply.

Seed Growers Schemes

ties from the displaced person settlers is procured after testing germination, suitability etc. and a premium of Rs. 1.50 nP per maund is paid to them.

In view of the saturation of the settlers' land with improved varieties of seeds, the registered Seed Growers Scheme had not been introduced as yet. Moreover, in each of the two Zones, viz., Umarkote and Paralkote there is a big Seed Multiplication Farm producing quite large quantities of improved paddy seeds every year. Produce of these Farms can alone meet the annual requirement of improved seeds in a Zone."

*The Committee note that out of a total of 5,338 mds. of Paddy, Hybrid Maize and Castor seed supplied to the settlers during the 1964 agricultural season, only 2483 mds. or 46.5% came from the Mixed Farms and the rest were procured from settlers (1521 mds.) and open market (1334 mds.).*

*The Outline Programme for Agriculture drawn up for the working season 1964-65 inter alia states:*

"Detailed schemes for procurement, treatment and distribution of seeds will be drawn up making the maximum use possible of the potential of the Mixed Farms and selected settlers."

*The Committee hope that while making maximum use of the potentialities of the Mixed Farms for seed production, which incidentally are running at a loss, efforts would be made to make good the deficiency by encouraging selected settlers to grow seeds on the lines suggested by the Agricultural Expert Team.*

**Demonstration and Extension of Improved Techniques.**

152. The Agricultural Expert Team have in their report also stated that—

"Considerable amount of technical knowledge on improved crops, their cultivation, fertilisation etc. is available through the pioneering work done by the Mixed Farms and through the experiments carried out in Borgaon and Jugani villages. All this knowledge cannot be brought home to the displaced persons living in far flung villages unless demonstrations of improved crops and practices are laid out suitably in each village of about 45—50 families. The programme for demonstrations will have to be chalked out carefully. If necessary, the Director of Agriculture, Dandakaranya, may be deputed to Delhi for a week or so for working out details.

Besides the individual demonstrations, it is suggested that an entire holding of 2.87 hectares (7 acres) may also be taken in each village for showing all the improved practices pertaining to the crops and the rotations recommended to the settlers. Emphasis should be specially given to timely cultural operations and application of manures and fertilisers. Through composite demonstrations of this nature, it would be possible to convince the settlers of the economics of the recommendations made. It would be necessary to provide loans for essential items of expenditure so that by adopting recommended techniques the subsistence farmer can be gradually and assuredly strengthened economically."

In pursuance of the above recommendation, the following measures are stated to have been taken:—

"A Scheme has been drawn up and is under consideration for demonstration in one plot of 0.30 acre per village in 150 settler villages. In these plots the use of nitrogenous and phosphatic fertilisers for improving the soil fertility will be demonstrated. The beneficial use of lime will also be demonstrated in some plots restricted to crops which cannot grow in acidic soils like potato, certain pulses etc. The Indian Council of Agricultural Research have tentatively agreed to supply the fertilisers required for these demonstrations.

*Demonstration Centre Schemes.*—In this scheme, it is proposed to handle a complete holding of 6.7 acres of a settler and work out the recommended cropping pattern associating the settler with all the operations. The seeds required are to be subsidised at 50% while manures required will have to be subsidised by 75%. 30 such Demonstration Centres will be established in the settlers' holdings covering all the zones.

The cost involved, which is recurring in both the schemes mainly on manures, seeds and fertilisers is as follows:—

Demonstration Plots Scheme 150 plots ..	Rs. 12,690.
Demonstration Centre Scheme 30 plots ..	Rs. 14,730.

In the "Outline Programme for Agriculture drawn up for the working season 1964-65" it is stated that: "Demonstration centres comprising of normal agricultural holdings of settlers on a scale of one for 5 villages and demonstration plots on a scale of 2 per village will be established".

*The Committee are glad to note that in pursuance of the recommendations of the Agricultural Expert Team, the Project authorities have drawn up a scheme for setting up*

\*At the time of factual verification, the Ministry have stated as follows :

"The latest position about the Demonstration Centres is as follows :

Sites for 29 Demonstration Centres, 144 Demonstration Plots and 9 Lime Demonstration Centres have been selected, and procurement action for materials has been initiated



*Demonstration Centres for the benefit of the settlers. They would recommend expeditious implementation of the scheme so that the economics of the improved farm practices can be brought home to the cultivators without loss of time and reflected in the production of food and cash crops. The working of the scheme may be reviewed after one to two years by an expert team so as to take further measures, if any, in the light of experience to achieve the underlying objective.*

*The Committee would also suggest that demonstration centres should be treated as an integral part of new villages to be opened in Dandakaranya for the settlement of displaced persons so that guidance in correct farm practices is available right from the beginning.*

**Facilities  
for Training**

153. The Committee are informed that no comprehensive short term agricultural training scheme has been drawn up for agricultural farmers' families settled in Dandakaranya. Apart from group talks and extension lessons in farmer's fields and that too for the benefit of veteran cultivators, the Project authorities have not planned any comprehensive scheme covering all aspects of agricultural operations. The Committee are further informed that a scheme for giving nine months training in Mali's work in the Mixed Farm at Umarkote was started in 1963-64 and successfully completed. It was tried at Dumuriput Horticultural Farm but the response was poor. The Project authorities propose to continue the training scheme at Umarkote and to start a new one at Paralkote Mixed Farm. The cost of the nine months training scheme at Umarkote Mixed Farm was:—

Non-recurring	Rs. 2900.00
Recurring	Rs. 6550.00

*The Committee are constrained to observe that the Project authorities have paid scant attention to the question of training agricultural families and their only achievement in this regard is the training of Malis, for horticulture only, which too has been a partial success. They are convinced that if the agricultural development programme has to be accelerated, the farmers have to be trained to apply scientific and improved methods of cultivation of recommended crops. The Committee would urge that a comprehensive scheme for training in farming techniques should be introduced in the Mixed Farms and the Demonstration Centres proposed to be set up in consultation with the Ministry of Food and Agriculture. The Committee also suggest that the existing 'Mali' Scheme should be reviewed with a view to see to what extent the settlers have been benefited by it.*

**Agricultural  
Implements.**

154. In regard to the provision of agricultural implements in Dandakaranya, the Agricultural Expert Team have, in their report, stated as follows:—

*"Essential tools like pickaxes, crowbars, diggers, sickles, choppers, spades, etc. should be supplied*

as a kit to every settler. Improved agricultural implements such as the bullock drawn levelling *karha*, simple seed drills, row crop cultivators, hand hoes, ditcher etc. are conspicuous by their absence. . . . Some of these implements can be owned jointly by a village as a whole or by smaller groups according to necessity.

To facilitate this, supply depots should be opened at suitable locations and stocked adequately with items which the farmer needs, such as fertilisers, agricultural implements, seeds, insecticides etc. Improved implements and tools will also require a certain amount of preliminary demonstration before the idea of their usefulness catches on a large scale. Arrangements for such demonstrations should be made and the departmental organisation strengthened suitably for this purpose. Special emphasis would be necessary on teaching the settler how to keep his field free from weeds and maintain a good mulch by the use of hand hoes or bullock drawn cultivators so that soil moisture is conserved. The Team would also suggest that a small workshop for the manufacture and repair of agricultural implements should be started. It would not be desirable, for all times, to depend on outside sources for these supplies."

The Committee find that the Outline Programme for agriculture drawn up for the working season 1964-65 *inter alia* states:—

- "(i) Improved implements will be introduced in the old as well as new villages.
- (ii) Steps will be taken to manufacture improved implements in the industrial centres of the Project as possible."\*

*The Committee need hardly stress that improved implements should be supplied to the old settlers without delay and that the new settlers should be invariably supplied with the improved implements from the very beginning.*

*The Committee hope that in undertaking the manufacture of improved implements in the industrial centres of the Project the authorities would ensure that the cost is kept at reasonable level and that necessary measures are also taken to provide facilities for quick repair to the implements.*

155. The Agricultural Expert Team has recommended that Plant Protection measures "should be treated as a free service in the beginning" and that "stocks of sprayers and dusters along with the insecticides and fungicides required

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\*At the time of factual verification, the Ministry have stated that one of the industrial units approved in the Priority Programme is a unit for production of agricultural implements.

for tackling different pests and diseases should be maintained within easy reach of the villages." The representative of the Ministry stated during evidence in August, 1964 that—

"at present the plant protection service is subsidised to the extent of 80% in the first year villages (and) upto 50% in the second season villages. But, generally, it has been accepted that we should make it a free service for a number of years, say 3 to 5 years. We are providing for it in the working programme for the ensuing season commencing from October."

The Committee find that the "Outline Programme for Agriculture drawn up for the working season 1964-65" *inter alia* states that "Plant protection measures will be provided on an adequate scale as a free service."

*The Committee hope that the plant protection measures would be devised in consultation with the Plant Protection Organisation of the Union Ministry of Food and Agriculture so as to get the best results.*

Co-operative  
Farming.

156. While recommending the organization of farming activities on co-operative basis, the Agricultural Expert Team have stated that—

"It is being increasingly realised . . . . that co-operative or joint farming would resolve the settlers' difficulties to a great extent. While the settler preserves the right over his individual holding, with the pooling of land, man power and all other farm resources, the settlers as a group will be able to derive the maximum benefits. Such a system enables also the mechanization of farm operations, to some extent.

It would be desirable if an expert of the Ministry of Community Development, Panchayati Raj and Cooperation (Department of Co-operation) after studying the situation on the spot, could assist the Dandakaranya Development Authority in organising co-operative farming on a stable basis."

It is stated that broad outlines for co-operative farming in Dandakaranya were drawn up in 1962 and a definite scheme formulated in 1963. It is further stated that the scheme could not be implemented on account of non-availability of funds according to the scale of assistance to the Co-operative Farming Societies envisaged in the scheme. The latest position in this regard has been indicated as follows:

"Recently discussions have been held with the Co-operation Commissioner, Government of India

and he has agreed that it might be possible to make modifications to the normal scheme to suit the needs of the Dandakaranya area and on this basis it has been decided during the programme planning for the next working season that one village in each zone, carefully selected, would be taken up for co-operative farming. A scheme will be drawn up accordingly and put up for the approval of the Dandakaranya Development Authority and the Government shortly."

*The Committee regret that though the broad outlines of the scheme for Co-operative Farming Societies were prepared as far back as 1962, the scheme has not made any headway even after a lapse of 3 years. They are also unhappy to note that the measures so far taken to follow-up the scheme are slow and halting.*

*In order to enable the settler farmers in Dandakaranya to derive the full benefits of farming on large scale, the Committee suggest that urgent steps should be taken to draw up a scheme for setting up Co-operative Farming Societies in Dandakaranya in consultation with the Ministry of Community Development and Co-operation (Department of Co-operation) and give it a practical shape without any further delay.*

157. The Agricultural Expert Team have pointed out that in order to enable the farmer to produce more, financial assistance in certain fields "is available through the State Government on a sharing basis or directly through schemes sponsored by the Centre." The Team has suggested that "ways and means may be explored to extend the benefits of those schemes to the settlers in the Dandakaranya so that the available agricultural potential can be developed in this area also."

Incentives for Development of Agriculture.

*The Committee recommend that the possibility of extending the benefits of the various agricultural incentive schemes of the Central and State Governments to the settlers in Dandakaranya may be explored by Government.*

### C. Mixed Farms

158. The Dandakaranya Project has set up Mixed Farms, one each at Umarkote and Paralkote with a cultivation area during crop season 1963 of 722.50 and 586.80 acres respectively. Besides the agricultural and horticultural sections, the Farms have poultry and fishing sections.

159. The objectives of the Mixed Farms are:—

- (a) Seed multiplication;
- (b) Introduction of new crops and trials;

Objectives and Contributions of Mixed Farms.

- (e) Experiments and trials on the various agricultural problems which are met with in the Zones;
- (d) Demonstration of improved cultural methods.

Benefit  
derived by  
settlers.

160. The Mixed Farms are stated to have contributed largely in—

- (i) finding suitable cropping pattern in the respective areas;
- (ii) demonstrating to the settlers the improved agricultural methods, introducing economical crops depending upon the topography and suitability of soil in different areas; and
- (iii) Supplying sufficient quantity of improved seeds at reasonable rates to the settlers through experiments in and multiplication of seeds in the farms.

In regard to the benefits derived by settlers as a result of researches made on the Mixed Farms, the Ministry have stated as under:—

“It takes some years for experiment to produce results and some time more for such result to filter down to the farmer in the field. Umarkote farm is still young but it has found that a particular type of hybrid maize (Ranjit variety) has the highest yield and that is finding favour with the settlers. It has also proved that spices like Kala Jeera, Ajoan, Dhania etc. can be successfully raised under irrigated conditions in this area and yield a high monetary return, but lack of irrigation facilities has stood in the way of full advantage being taken of this experiment. Among the many varieties of paddy tried PTB-10 was found most suitable for Orissa and EB-17 for Madhya Pradesh and settlers have readily accepted these varieties of paddy in preference to those they were used to before. Varieties of beans, tomatoes, cauliflower, brinjal, etc., suitable for cultivation in the late kharif season have been found out by trial and this knowledge has gradually extended to the settlers.

But of course only a quantitative statement of the extent to which the results of experiment have been made use of and put into practice by settlers is of use in assessing the value of the experimental farms to the settlers and that it is not possible to give without a comprehensive village to village survey which is still to be undertaken.”

Expenditure  
on mixed  
Farms.

161. The proforma accounts furnished to the Committee in respect of these farms show the following expenditure

and income:—

	Period	Expen- diture	Income (in Rs.)	Excess of Expen- diture over income
Mixed Farm Umar- kote	Jan. 60 to 31st Mar. '63.	2,14,101	1,33,939	80,162
Mixed Farm Paral- kote	Oct. 1961 to 31st March '63	89,814	67,951	21,863
	TOTAL	3,03,915	2,01,890	1,02,025

If indirect charges e.g. on establishment and depreciation on capital account amounting to Rs. 2,17,934 (Rs. 1,47,087 for Mixed Farm at Umarmkote and Rs. 70,847 for Mixed Farm at Paralkote) are included, the excess expenditure over income would amount to a total of Rs. 3,19,959.

The Ministry have explained the reasons for losses incurred by Mixed Farms in the following terms:

"Losses in a farm of the type that has been set up in Dandakaranya are inevitable because it is also a research farm. Crops are sown not because it is proposed to sell them to cover expenses, but because research has to be done to discuss suitable disease resistant and draught resistant strains; to establish suitable cropping patterns; to find the best time to plant seed; to discuss the effect of the various doses of fertilisers and manures etc. Many experiments are fore-doomed to failure, and for this reason it is not correct to say that by increase of output and the reduction of cultivation charges, the farms can work at a profit. As long as they are research farms they can never work at a profit, without jeopardising their objectives of research and experiment."

The Committee find that in "Outline Programme for agriculture drawn up for the working season 1964-65" it is stated that "Schemes will be worked out for the induction of an appropriate number of settler families to work in the Mixed Farms at Umarmkote and Paralkote with the object of their eventual ownership on a co-operative basis or otherwise".

The Committee are glad to note that steps are being taken for the induction of some settler families to work in

*the Mixed Farms. They would suggest that the Scheme should be finalised and expeditiously implemented. They would also stress that while preparing the scheme, care may be taken to see that a nucleus farm is maintained for ensuring supply of improved seeds to the farmers in the zone and for continuing research to determine the best cropping pattern for the area.*

**Mixed Farms  
at Malkangiri**

162. The Agricultural Expert Team have in their report stated that—

*“Although 410-hectare (1000 acre) Mixed Farms have been provided for in two zones of Umar-kote and Paralkote, there is no provision for extending the beneficial activities in the third zone which is coming up in Malkangiri... A third farm in Malkangiri is also necessary.”*

The representative of the Ministry agreed during evidence that “we must establish a farm there (Malkangiri) also” but stated that no decision has yet been taken by the Government on this regard.

*The Committee would suggest that early decision may be taken regarding the setting up of a mixed farm in Malkangiri. The Committee have no doubt that the Dandakaranya Development Authority, profiting from their experience of the existing farms at Umar-kote and Paralkote, would so decide the location, nature and the size of the farm at Malkangiri as to render it of maximum practical use to the settlers in the zone and to obviate losses on its operations.*

**Dumuriput  
Horticultural  
Farm.**

163. A Horticultural Farm has been set up by the Dandakaranya Development Authority at Dumuriput which is at some distance from the Dandakaranya Project area. The Staff Review Committee had in their reports submitted in February, 1961 and September, 1962 recommended that utility of maintaining the Dumuriput Horticultural Farm might be re-examined. In regard to the continuance of this farm, the Ministry have stated as follows:—

*“In the course of programme planning for the next working season (1964-65) it has been tentatively decided that the Farm will be converted into a State Farm for the resettlement of settler families on an agriculture-cum-dairy-cum-poultry basis. This plan is however, subject to the approval of the Dandakaranya Development Authority and the concurrence of the State Government of Orissa.”*

*The Committee regret that despite the Staff Review Committee's recommendation first made in 1961 for a re-consideration of the utility of maintaining a separate farm.*

*for horticultural purposes at Dumuriput, no decision one way or the other was taken either by the Dandakaranya Development Authority or the Government. A second Staff Review Committee had to urge for a review of the recommendations a year later but the question still remains undecided. The Committee suggest that early decision may be taken on the proposal to convert the Dumuriput Horticultural Farm into a State Farm for the rehabilitation of settler families on an agricultural-cum-dairy-cum-poultry basis.*

#### **D. Marketing**

164. The chief venue for disposal of farm commodities in the Dandakaranya region is the weekly *hat* or market where the villagers congregate and do business. These markets are small but as the farm produce in the area is stepped up and there is a surplus of marketable commodities with the settlers, these hats would prove inadequate. The Agricultural Expert Team have observed that on account of "long distances intervening" the bigger markets in the area "marketing of agricultural produce is a serious problem and more so during the rains when communications are difficult." The Team has made the following recommendation:

Marketing  
produce.

- \* \* \* it is necessary to add a Marketing Section within the Directorate of Agriculture. The cultivators' produce of foodgrain, oilseeds, fibre, pulses, gur etc., should be purchased by the Marketing Section at pre-determined prices and arrangements made for its disposal or utilization in cottage industries at most favourable prices. A beginning may be made with a few selected commodities. This would go a long way in strengthening the settler economically and making his farming more stable. In an area which is being newly opened out and where the traditional "middleman" is not available, unless suitable measures are taken immediately to organise cooperative marketing under the aegis of the Department of Agriculture, exploitation by the "middleman" as known and understood in the rest of the country, will become visible in the Dandakaranya area also."

The representative of the Ministry stated during evidence that in pursuance of the recommendation of the Team, a scheme for marketing of agricultural produce was prepared by the Department of Agriculture, but Government have not so far come to any decision in this matter.

*The Committee regret that although the report of the Agricultural Expert Team was in the hands of the Government as early as in April, 1963, it has not been possible for*



*the Dandakaranya Development Authority to implement many of the recommendations made in the report and in particular the marketing Scheme.*

*The Committee suggest that the Dandakaranya Development Authority may draw up early a scheme for developing suitable marketing facilities for agricultural produce in the area. The Project Authorities may, in particular consult the Director of Marketing and Inspection (of the Ministry of Food and Agriculture), who is responsible for developing regulated markets in the country for devising a suitable scheme and the Department of Cooperation (of the Ministry of Community Development and Cooperation) for developing cooperative marketing societies to facilitate disposal of agricultural produce.*

## CHAPTER X

### INDUSTRIES

#### A. Industries run by the Dandakaranya Development Authority

165. Dandakaranya Development Authority have set up the following Industrial Centres in the Dandakaranya Project area under its own management:

- (1) Industrial Centre. Boregaon.
- (2) Industrial Centre. Umerkote.
- (3) Industrial Centre. Govindapalli.
- (4) Industrial Centre. Ambaguda.
- (5) Industrial Centre. Jagdalpur.
- (6) Industrial Centre. Malkangiri.
- (7) Industrial Centre. Paralkote.
- (8) Weaving Centre. Boregaon.

166. The objectives of the Industrial Centres are stated to be as follows:

Objectives of the Industrial Centres.

- (i) Training of displaced persons in various trades.
- (ii) Provision of off-season employment to agriculturists or employment to members of agricultural families to provide subsidiary income.

It has also been stated that the Industrial Centres in Dandakaranya are not Commercial Production Centres.

*Industrial Centre, Boregaon:*

167. The Industrial Centre, Boregaon started operations from 1-9-1959. During the year 1963-64, the Centre had the following sections:

- Saw Mill
- Carpentry
- Blacksmithy
- Ammunition Box Factory
- Ascu Treatment Section.

The expenditure on capital account by the end of March, 1964 was to the extent of Rs. 2,68,680. The Manufacturing Proforma Account prepared by the Financial Adviser and

Chief Accounts Officer of the Project covering the period 1st September, 1959 to 31st March, 1964 indicates the following:

	From 1-9-1959 to 31-3-1963	1963-64
	(in rupees)	
Expenditure . . . . .	7,17,115	4,96,089
Value of production . . . . .	5,77,881	3,94,471
Loss . . . . .	1,39,234	1,01,618

Total loss during the period from 1-9-59 to 31-3-64 = Rs. 2,40,852

The labour employment position in this Centre has been as follows :

	December 1962	December 1963	June 1964
Displaced persons	. Not indica- ted	166	190
Tribals		38	27
Others		..	..
		204	217

112 on-the-job trainees in this Centre are stated to have been promoted during the period January-June, 1964.

#### *Industrial Centre, Umerkote*

168. Set up in March, 1962, the Industrial Centre, Umerkote had, during the year 1963-64, the following sections in operation:—

- Saw Mill
- Carpentry
- Steel Furniture Making
- Blacksmithy

The expenditure on capital account by the end of March, 1964 has been Rs. 1,01,010. The Manufacturing Proforma Account prepared by the Financial Adviser and Chief Accounts Officer of the Project covering the period 20th March, 1962 to 31st March 1964, indicates the following:—

	From 20-3-62 to 31-3-64	During 1963-64
	(in rupees)	
Expenditure	1,09,242	1,37,457
Value of Production	84,545	1,27,122
Loss	24,697	10,335

Total loss during the period 20-3-62 to 31-3-64 = Rs. 35,032

The labour employment position has been as follows:

	December 1962	December 1963	June 1964
Displaced persons	97	94	101
Tribals	6	11	11
Others	..	..	..
	103	105	112

Excluding piece rated workers, 35 on-the-job trainees in this Centre are stated to have been promoted during January-June, 1964.

#### *Industrial Centre, Ambaguda*

160. The Industrial Centre, Ambaguda is in operation since May, 1962. Until 1963-64, the Centre had only one trade namely, the extraction of oil. The capital expenditure on this Centre has been, by the end of March, 1964, Rs. 1,89,254. The Manufacturing Proforma Account of the Centre prepared by the Financial Adviser and Chief Ac-

counts Officer of the Project covering a period from 16th May, 1962 to 31st March, 1964 indicates the following:

	From 16-5-62 to 31-3-63	During 1963-64
	(in rupees)	
Expenditure . . . . .	3,51,260	4,24,933
Value of Production . . . . .	1,24,395	3,34,688
Loss . . . . .	2,26,865	90,245

Total loss during the period from 16-5-62 to 31-3-64 = Rs. 3,17,110.

The labour employment position in this Centre has been as follows:

	December 1962	December 1963	June 1964
Displaced persons . . . . .	18	16	14
Tribals . . . . .	3	9	4
Others . . . . .	..	..	..
TOTAL	21	25	18

14 on-the-job trainees in this Centre are stated to have been promoted during the period January-June, 1964.

#### *Industrial Centre, Jagdalpur*

170. The Industrial Centre, Jagdalpur was set up in September, 1962 and, during 1963-64, had the following sections in operation:—

**Carpentry**  
**Weaving**  
**Sheet Metal**  
**Blacksmithy**

The expenditure on capital account by the end of March, 1964 has been Rs. 97,252. The Manufacturing Proforma Account prepared by the Financial Adviser and Chief Accounts Officer of the Project covering the period from 27th September, 1962 to 31st March, 1964 shows the following position:

	From 27-9-62 to 31-3-63	During 1963-64
	(in rupees)	
Expenditure . . . . .	47,159	1,51,039
Value of Production . . . . .	50,739	1,22,055
Profit Loss . . . . .	3,580 (Profit)	28,984 (Loss)

Total loss during the period from 27-9-62 to 31-3-64 = Rs. 25,404

The labour employment position in the Centre has been as follows:

	December 1962	December 1963	June 1964
Displaced persons . . . . .	102	96	60
Tribals . . . . .	35	24	12
Others . . . . .	..	..	..
	137	120	72

123 on-the-job trainees in the Centre were promoted during the period January-June, 1964.

#### Weaving Centre, Boregaon

171. Weaving Centre, Boregaon, was set up in July, 1963 and the expenditure on capital account by the end of March, 1964 was Rs. 50,000. The Manufacturing Proforma Account of the Centre prepared by the Financial Adviser and Chief Accounts Officer of the Project, covering a period of 9 months from July, 1963 to March, 1964 indicates the following position:

Expenditure	Rs. 16,218
Value of Production	Rs. 12,275
<b>Loss</b>	<b>Rs. 3,943</b>

The Centre employed 49 persons—all displaced persons in June, 1964.

*Industrial Centre, Govindapalli*

172. The Industrial Centre at Govindapalli was established in May, 1963 and comprised of a Saw Mill. In December, 1963, it employed 27 persons (18 displaced persons and 9 tribals). The labour employment position improved in subsequent months and in June, 1964 it had 65 persons on rolls (56 displaced persons and 9 tribals). During the period January to June, 1964, 15 on-the-job trainees were promoted. The Proforma capital and Manufacturing accounts of the Centre have not been furnished to the Committee.

*Industrial Centre, Paralkote*

173. The Industrial Centre, Paralkote, was set up in December, 1963 and comprised of carpentry, blacksmithy and weaving sections. 41 persons—all displaced persons—were employed in the Centre in December, 1963. In June, 1964, the number of persons employed had increased to 142—all displaced persons. During the period January to June, 1964, 68 on-the-job trainees in this Centre were promoted.

The Proforma capital and Manufacturing accounts of this Centre have not been furnished to the Committee.

*Industrial Centre, Malkangiri*

174. The Industrial Centre at Malkangiri was set up in January, 1964 and comprised of carpentry and blacksmithy sections. 14 persons (displaced persons) were employed in this Centre in June, 1964.

From the figures given in the preceding paragraphs it is observed that employment and training facilities were provided to only 719 persons (656 displaced persons and 63 tribals) during the period from January-June, 1964, in the eight industrial centres set up by the Dandakaranya Development Authority. Of these, five industrial centres (two at Boregaon and one each at Umerkote, Jagdalpur and Ambaguda), which have been set up at a total capital cost of Rs. 7.06 lakhs (upto 1963-64) and in respect of which Proforma Accounts have been furnished to the Committee, have incurred losses to the tune of Rs. 6.22 lakhs by the end of March, 1964.

*From a study of the performances of the Industrial Centres, the Committee are led to the conclusion that the industrial centres of the Dandakaranya Development Authority, which have an important role to play in bringing about an economic rehabilitation of the settlers and tribals and ushering a composite society where agriculturists and non-agriculturists can have an equal share of pros-*

perity, have failed to achieve the objectives for which they were set up. Established at a considerable cost, the industrial centres have neither created appreciable employment opportunities nor provided adequate facilities for vocational training to the settlers and tribals in the area.

The Committee recommend that the industrial units set up by the Dandakaranya Development Authority may be examined by an Expert Team with a view to streamline their working. The Committee would suggest that in any future plan of reorganisation of the industrial centres emphasis should be placed on the appointment of competent persons possessing both technical and managerial ability of a high order, introduction of modern methods of production, costing and commercial accounting.

### B. Cottage Industries

175. The progress in regard to the setting up of cottage industries in the Project area is stated by the Ministry to be as follows:

#### *Paddy husking or hulling*

A pilot scheme for paddy husking was tried and found successful. The scope of introducing such schemes in settler zones is now being assessed.

#### *Fibre Processing and Cord, Rope and String making*

A pilot scheme for fibre industry was tried and found successful. Steps are being taken to open a centre for fibre industry in Umerkote Zone in collaboration with the Khadi and Village Industries Commission.

#### *Biri Making*

Biri making is carried on as a cottage Industry by individual settlers.

#### *Fabrication of components for furniture, doors, windows etc.*

In the Industrial Centres at Boregaon, Jagdalpur, Umarkote, Paralkote and Malkangiri, furniture as well as doors, windows and frames are made by carpenters—some at daily rates and some at piece rates.

#### *Oil extraction*

There is one Oil Extraction Centre at Ambaguda. Oil was extracted originally from niger seeds, but mustard and mohua seeds are also being tried.

#### *Bamboo Match Making*

Bamboo matches have not yet been tried.



*Processing of gums, nuts, berries etc.*

Processing of gums, nuts, berries, etc. has not yet been tried.

*Making of Bamboo baskets, mats, laths etc.*

Bamboo matting was produced as a pilot scheme. The question of starting regular manufacture in Paralkote, Malkangiri and Umerkote is under consideration.

*Soap and hand-made paper making*

Soap is being manufactured on a small scale at Boregaon. Hand-made paper unit has not yet been started, but Khadi and Village Industries Commission has been requested to help in starting one at Jagdalpur.

Survey by the NCAER

176. Dandakaranya Development Authority approached the National Council of Applied Economic Research in October, 1962 for conducting a survey of the region to indicate the development possibilities in (a) minerals and mineral-based industries, and (b) small scale and cottage industries and in particular to report on the possibilities of the industrial schemes for a Cement Factory, Calcium Carbide Plant and High Grade Steel Production proposed by the Government of Orissa for the consideration of the Dandakaranya Development Authority. The Council submitted its report in October, 1963. The report recommends the setting up of a number of industries based on mineral resources of the region and small scale and cottage industries.

Survey by a Team sent by the Development Commissioner, Small Scale Industries.

177. It is stated by the Ministry that the survey conducted by the National Council of Applied Economic Research "is not a detailed survey on which an Industrial Project can be framed." It is further stated that "at the request of the Chairman (D.D.A.), the Development Commissioner, Small Scale Industries. New Delhi had sent a team to carry on such survey."

The survey by the team sent by the Development Commissioner, Small Scale Industries was completed in June, 1964. The team has not submitted its report so far.\*

*Considering that Dandakaranya is one of the most backward areas of the country where subsistence farming*

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\*At the time of factual verification, the Ministry have stated as follows :

"Report of the Study Team on the Small Industries Service Institute has been received. Some of the scheme suggested by them have been included in the Priority Programme of Small Scale Industrial units recently sanctioned for Dandakaranya. As mentioned earlier it has been decided to launch an intensive development programme in Dandakaranya and a Steering Committee of various ministries has been appointed to guide and coordinate in that programme."

is the only economic occupation of the majority of the people, the Committee cannot too strongly emphasise the need for giving an agro-industrial character to the economy of the project area. The Committee note that except for the few small workshops like carpentry, blacksmithy, weaving and sheet metal which have been set up in the Industrial Centres managed by the Dandakaranya Development Authority, no serious effort has so far been made to establish small scale and cottage industries in the area. The Committee stress the urgent need for the setting up of small scale and cottage industries in the Project area so as to provide to the settlers and tribals a supplementary source of income, particularly in view of the generally unsatisfactory state of agriculture in the Project area. The Committee suggest that the Report of the Study Team sent by the Development Commissioner, Small Scale Industries, New Delhi, should be finalised without further delay so that in the light of their recommendations detailed schemes may be drawn up for establishing small scale industries in the area.

**CHAPTER XI**  
**ANIMAL HUSBANDRY**

**A. Cattle**

178. *Bullocks*: The Committee are informed that all the 7250 families allotted agricultural land by the end of September, 1964 have been provided with bullocks.

*Milch Cows and Heifers*: The position regarding supply of milch cows and of stray cows and heifers to the settler families as on the 31st December, 1963 was as follows:

	Kon- dagaon	Paral- kote	Umar- kote	Mal- kan giri	Total
(i) No. of families stationed	204	2239	2860	1312	6615
(ii) No. of milch cows supplied	201	68	236*	36	541
(iii) No. of stray cows heifers (from Delhi and Punjab) supplied		915	501		1416

[\*The figure of milch cows includes those that were supplied by the Project and those that the settlers purchased locally with their own funds supplemented by loans.]

During evidence, the representative of the Ministry has stated that the position has somewhat improved now and that 2,400 families have been supplied milch cows of heifers.

The Committee note that more than 4,000 settler families are still without milch cows and heifers. The Committee would like to draw attention, in this connection, to the following recommendation made by the Agricultural Expert Team on Dandakaranya Project:

"To expedite supply of the required number of animals to the displaced persons it is suggested that the facilities of the Stray and Wild Cattle Catching Scheme may be increased to enable it to catch and supply quickly a large number of productive cows/heifers to the Project."

The Committee understand that sanction for the procurement of 1,000 cows and heifers from Delhi under the scheme during the working season 1964-65 (October, 1964 to September, 1965) has been issued.

The Committee would suggest that Government should explore the possibilities of increasing the number of cows and heifers supplied under the Stray and Wild Cattle Catching Scheme from 1,000 to 2,000 a year keeping in view the urgent requirements of Dandakaranya. The Committee would, however, like to stress that in selecting the stray animals, care should be taken that only productive animals are supplied to the settlers.

179. During the tour of the Study Group of the Estimates Committee in the beginning of January, 1964 the Study Group gathered the impression that the quality of heifers and cows supplied under the 'Stray and Wild Cattle Catching Scheme' was not uniformly satisfactory. In this connection, the Committee would like to draw attention to the following observations made by the Agricultural Expert Team on Dandakaranya Project in their Report:

Selection and branding of cattle before despatch to Dandakaranya.

"It is felt that the present arrangement of supplying the cattle through contractors is not wholly satisfactory. In order to ensure that only good quality animals are selected under this scheme and despatched to the project area, an officer of the project area may be stationed at Delhi for their selection and despatch. To avoid malpractices en route, it will be necessary to brand the animals at Delhi before despatch."

The Ministry of Rehabilitation have stated as follows:

"During 1964-65, it has been decided to appoint a Veterinary Assistant Surgeon at Delhi. This Officer will select and brand the animals before their despatch. Detailed description along with the brand number of the animals will also be sent to Mana in advance so that while taking delivery, the description and brand number of each animal will be verified. It has further been decided that the Veterinary Assistant Surgeon incharge of a zone will go to Delhi to select and brand the animals so that when the animals reach the zone, he will be aware of his selections."

The Committee consider that the Dandakaranya Project authorities should have made arrangements for selection and branding of the animals from the very inception of the scheme to avoid any suspicion of malpractices.

The Committee would suggest that the arrangements envisaged for the current season may be reviewed to see whether there are still any loopholes in the operation of the scheme and necessary remedial action taken to ensure that animals despatched to Dandakaranya are not substituted on the way.

Supply of heifers which are too young.

180. The Agricultural Expert Team on Dandakaranya Project have stated as follows:

"It is perhaps not necessary at this stage to supply pure breed cows to displaced persons particularly as their purchase money is adjusted against the loans to be received by them. They may be supplied with productive animals from the Stray and Wild Cattle Catching Scheme and graded heifers from the Key Village Blocks. What needs to be ensured is that displaced persons are not burdened with the maintenance of these animals for a long period when they are not in production."

The representative of the Ministry stated that no animal below the age of one year was supplied to the settlers and that settlers were keen to have the animals.

The Committee recommend that as far as possible heifers which are too young should not be supplied to the settlers, so that they are not burdened for a long period with the maintenance of the cattle which may even turn out to be unproductive.

Prices at which cattle are purchased.

181. The Committee are informed that bullocks and milch cows are being purchased by the Dandakaranya Development Authority through contractors, after inviting tenders on an all-India basis. It is stated that this arrangement has been arrived at after it was found through trial that departmental purchases of cattle were comparatively uneconomic.

The Committee would suggest that the necessity of making departmental arrangements for the supply and transport of cattle instead of through contractors may be re-examined by Government.

**Bullocks.**—The lowest quotation approved for the purchase of bullocks F.O.R. cattle market Ambaon was Rs. 295.00 per pair. In addition to this, market tax, feeding and marching charges, expenses of displaced person representatives, examination fee etc. were also paid. Thus, the average cost of bullock F.O.R. different zones was as under:

Paralkote Rs. 295 + 40 = Rs. 335.00.

Umarkote Rs. 295 + 55 = Rs. 350.00.

Malkangiri Rs. 295 + 75 = Rs. 370.00.

**Milch Cows.**—The price of milch cow is fixed F.O.R. Mana at Rs. 70.00 per seer of milk production. Transportation cost from Mana to different zones is paid separately. The price F.O.R. Mana is stated to have been fixed on the consideration that average cost of these cows in Punjab is around Rs. 250.00 and the transportation cost per animal upto Raipur comes to Rs. 125.00.

*The Committee feel that the price of milch cows fixed F.O.R. Mana at Rs. 70.00 per seer of milk production appears to be on the high side and recommend that it may be reviewed, particularly after the review of the transport charges recommended in para 182.*

182. The Stray Cows and Heifers received by the Dandakaranya Development Authority from the Ministry of Food and Agriculture free of cost at Delhi and Punjab are transported to different zones in Dandakaranya through contractors. The average cost of transportation of these cows/heifers to different zones is as under:

Transport charges of cattle supplied under stray cattle catching scheme.

Punjab to Paralkote—Rs.	90.00.
Punjab to Umarkote—Rs.	96.00.
Punjab to Malkangiri—Rs.	100.00
Delhi to Umarkote—Rs.	83.00.
Delhi to Paralkote—Rs.	84.00.

Cows heifers are supplied to the displaced persons at the cost involved in transportation of the animals. In addition to that an amount of Rs. 10.15 is charged from the displaced persons towards maintenance and feeding charges of the animals in the Transit Centre till they are distributed.

The Ministry of Food and Agriculture have estimated that cost of transportation of the cattle supplied by them under the Stray and Wild Cattle Catching Scheme from Delhi to Raipur and Punjab to Raipur should not be more than Rs. 52.00 and Rs. 60.00 per cattle respectively. The break up of expenditure estimated by them is as under:

"Cost of transport of one wagon load of stray cattle 13 in number (5 grown up cows above 4 ft. in height and 8 Haryana Heifers below 4 ft.) from Delhi Transit Camp to Raipur Railway Station:

	Rs.	P.
(1) Railway freight with 40 % concession.	336	00
(2) Cost of 780 k.g. of wheat bhusa @ 4 k.g. per cattle per day for 15 days @ Rs. 16 - per quintale.	125	00
(3) Cost of 12 big size gunny bags @ Rs. 2.50 per bag.	30	00
(4) Cost of 5 k.g. of cane rope @ Rs. 2.75 per k.g.	13	75
(5) Cost of 2 buckets, 1 tub and 1 lantern and K. Oil	26	00

(6) Labour charges for taking cattle from Tansit Camp to goods shed, tonga charges, watering during transit etc. . . . .	Rs. P. 30·00
(7) Wages of one cattle attendant for 20 days @ Rs. 4/- per day . . . . .	80·00
(8) Single return railway fare III class . . . . .	30·00
TOTAL . . . . .	<u>670·75</u>

Transport cost per cattle from New Delhi to Raipur therefore, comes to Rs. 52.00. As the truck charges from Raipur to different zones vary from zone to zone and from season to season, it is not possible to work out the cost of transport from Raipur to zones. Arrangements are made to transport these cattle from Raipur station to different zones either in private trucks or by Government trucks. It is, further pointed out that sometimes, due to the security of C.A. wagons, the cattle have to wait at the Railway station for 3-4 days. In that case some provision for feeding them have to be made extra. But such occasions are very rare.

When the cattle will be despatched from some centres of Punjab, the transport cost will increase by Rs. 8 per cattle. So from Punjab to Raipur it will be Rs. 52+8=60."

*In the light of the above estimate, it appears to the Committee that rates for transportation approved by the Dandakaranya Development Authority are on the high side and that there is scope for their reduction. The Committee recommend that actual cost of transportation and feeding of cattle to different zones may be carefully worked out and maximum rates laid down in consultation with the Financial Adviser and Chief Accounts Officer of the Project.*

*The Committee also suggest that Government may examine whether the cattle received at Raipur by rail could not be despatched to the project site by trucks of the Dandakaranya Development Authority so as to reduce the overall cost of transportation.*

183. The Agricultural Expert Team in their Report have also stated that—  
Breeding by Artificial Insemination

"In view of the shortage of good quality breeding bulls, artificial insemination may be introduced as soon as possible."

*The Committee suggest that the possibility of improving the breed of cows in Dandakaranya Project area by means of artificial insemination may be examined.*

184. The Committee are informed that only 24 breeding bulls were in position in different zones during the month of September, 1964. Bulls for Dandakaranya.

In this connection the Committee would like to draw attention to the following recommendation contained in the Report of the Agricultural Expert Team:

"For the developmental programme in Dandakaranya area, it is suggested that instead of establishing new cattle breeding farms with local cows, bull rearing farms should be established. Besides being less expensive, it will enable the supply of breeding bulls earlier and the quality of bulls will also be much superior to those expected from the proposed cattle breeding farms. The young bull calves to be reared may be obtained from high yielding pure bred dams maintained by the military farms, Central or State Government Farms, progressive Gaushalas, milk colonies and outstanding Key Village Blocks."

*The Committee suggest that the establishment of a bull-rearing farm in Dandakaranya as envisaged in the Report of the Agricultural Expert Team may be expedited in consultation with the Ministry of Food and Agriculture.*

185. The Agricultural Expert Team in their Report on Dandakaranya Project (1963) have stated: Fodder Development

"If animal husbandry is to be developed on proper lines in the Dandakaranya area it is highly desirable that from the very outset proper arrangement should be made for maintaining the livestock population on adequate and balanced nutrition."

*The Committee have already recommended in para 145 that the cropping pattern in Dandakaranya should be so designed as to provide for a variety of crops. They further recommend that the settlers should be supplied with a good variety of fodder seeds and roots and demonstrations of their use should be arranged in the villages.*

186. The Committee are informed that a proposal to introduce sheep rearing in Dandakaranya as an experimental measure is under consideration. Sheep Rearing.

*The Committee recommend that a scheme for rearing sheep, particularly that of mutton grade in Dandakaranya may be finalised early in consultation with the Ministry of Food and Agriculture.*



### B. Poultry

187. Dandakaranya Development Authority maintains the following poultry farms:

1. Poultry Farm and Hatchery at Mana.
2. Poultry Farm at Kondagaon.
3. Poultry Unit at the Mixed Farm, Umarikote.
4. Poultry Unit at Kapsi (Paralkote Zone).
5. Poultry Unit at Malkangiri.

Activities of the Poultry Farm. 188. The activities of the Poultry Farms and units have been indicated as follows:—

#### Eggs

- |   |          |
|---|----------|
| Total production from inception to 31-8-1964  | 5,85,075 |
| (i) over 40% of the eggs produced have been used for hatching.  |          |
| (ii) 14,268 hatching eggs have been sold from Poultry Farm, Kondagaon for poultry extension work in different Blocks of Madhya Pradesh and Orissa |          |
| (iii) remaining eggs have been sold for the table purposes.   |          |

#### Birds

- |  |        |
|--|--------|
| Chicks hatched from inception to 31-8-1964   | 98,563 |
| (i) Chickens and birds supplied to settlers at subsidised rates from inception to 31-3-1964                            |        |
|  | 31,285 |
| (ii) Chicken and birds supplied to settlers, Adivasis and others at cost price   |        |
|  | 38,276 |
| (iii) one day old chicks supplied to Madhya Pradesh Government for supply in various Tribal Blocks in the Project area |        |
|  | 16,422 |

Financial implication of the Poultry Scheme.

189. The Proforma Accounts of the Poultry Scheme of the Dandakaranya Development Authority for the period from October, 1960 to 31st March, 1964 indicate that while expenditure on capital account on the scheme to the end of March, 1964 was Rs. 1.76 lakhs, the scheme had incurred by the end of the financial year 1963-64 a total loss of Rs. 2.86 lakhs (Rs. 68,909 between October, 1960 and 31st March 1963 and Rs. 2,18,023 during 1963-64).

The Ministry have offered the following comments on the Proforma Accounts of the Scheme:

"The Poultry Scheme is not a commercial scheme. The sole object of the scheme is to introduce poultry as a subsidiary occupation among the displaced persons. Birds are reared in the Farm and chicks and birds are supplied to the settlers at subsidised rates. Additional supplies are made

at a certain standard rate. Suitable cross breeds are also evolved, after experimentation at the Poultry Farm at Mana.

The Farm had to be established at Mana away from the Settlement Zones, because electricity was then available only at Mana.

The Proforma Accounts of the scheme cannot be judged on the basis of norms adopted for commercial Poultry Farming.

In the subsidiary account for the year ending 1964, 50 per cent of the transportation charges and 50 per cent of the direct establishment charges have been deducted as the value of development and other extension services rendered under the scheme. The poultry scheme had to be operated from Mana because as mentioned already, electricity was available only at Mana. If electricity was available in the Settlement Zones, the transportation cost could have been avoided. The entire expenditure incurred on transportation between Mana and Settlement Zones should, therefore, be debited entirely to development. Similarly, the entire establishment charges should be debited to development and not only 50 per cent. On this basis the net excess of expenditure over income would be Rs. 68,090."

*The Committee consider that while it may have been necessary to start the hatchery at Mana in October, 1960 because of lack of electricity and other facilities in Dandakaranya area they consider that it should have been shifted to a more central place like Kondagaon\*. The Committee hope that the hatchery would now be shifted without further delay and that action would also be taken to increase the rate of production of eggs, minimise rate of mortality amongst birds, reduce transportation charges and in general effect economy on the Poultry Farms so as to cut down the losses.*

*The Committee would suggest that a poultry expert from the Ministry of Food and Agriculture, may be asked to examine the possibility of reorganising the scheme on economic lines so as to operate it at least on no-profit-no-loss basis.*

190. The representatives of the Ministry of Food and Agriculture stated during evidence that it was not advisable for the Government to maintain Poultry Farms on a com- Poultry  
keeping on  
Commercial  
Lines.

\*At the time of factual verification, the Ministry have stated that—

"There is still no electricity at Kondagaon. It would be difficult to shift the hatchery to Kondagaon until there is electricity."

They had however stated earlier that—

"Now with the availability of electricity at Kondagaon, it is proposed to shift the entire Hatchery and farm from Mana to Kondagaon."

mercial basis and that the Government should rather concentrate on raising poultry stock for supply to breeders. He was also of the view that there was not much scope for poultry farming on a full scale commercial basis even for settlers in Dandakaranya unless ready marketing and transport facilities were available. However, according to him, the poultry scheme in Dandakaranya could provide to the settlers a subsidiary source of income.

*The Committee suggest that the poultry expert referred to in paragraph 189 while considering the reorganisation of the poultry scheme of the Dandakaranya Development Authority, may also examine the desirability of restricting the scope of scheme mostly to raising poultry stock for supply to settlers for breeding purposes.*

Extension  
work in  
Poultry  
keeping.

191. Regarding the scheme for poultry development in Dandakaranya, the Agricultural Expert Team, who visited Dandakaranya Project in March, 1963 have stated as follows:

*"In many villages the displaced persons showed interest in poultry keeping. But they also narrated about their past sad experience in the raising of these birds because of high mortality. The exact reason for the high death rate among these birds could not be ascertained. The displaced persons were not adept in poultry keeping. There is, therefore, need for intensive poultry extension work among the displaced persons. If the present poultry section in the Mixed Farms can be properly developed to a 500 layer poultry farm, these could not only supply breeding stock but also serve as useful demonstration centres."*

*The Committee recommend that poultry extension work should be intensified amongst the settlers so as to educate and help them in poultry keeping on modern lines and reduce the mortality rate in the birds.*

*In view of the need for developing poultry as a subsidiary source of income for the settlers in Dandakaranya and also of the fact that Dandakaranya Development Authority have established poultry farms in the project area, the Committee suggest that Government may consider the desirability of appointing a poultry expert under the Director of Animal Husbandry.*

Duckery.

192. The Agricultural Expert Team on Dandakaranya Project have in their report stated:

*"In East Bengal, the displaced persons were used to rearing ducks and therefore duck breeding is likely to be a popular occupation. They showed keen interest in being supplied with these birds, when they were told that it is possible*

to raise certain varieties without much water such as the Khaki Campbell if breeding stock can be obtained from the Animal Husbandry Department of West Bengal."

*The Committee recommend that the possibility of introducing Duckery in Dandakaranya may also be examined by the poultry expert suggested in para 189.*

### C. Pisciculture

193. The Fishery Scheme was originally envisaged in Preliminary Project Report as part of the Zonal Mixed Farms, one of the objectives being the development of pisciculture in the area for the benefit of settlers and tribals in particular. Another objective of the scheme was to provide a cheap and supplementary source of nourishment to the settlers in Dandakaranya, who were accustomed to take it as a daily item of their food.

Pisciculture is being tried by the Dandakaranya Development Authority in the following two ways:

- (i) On departmental basis in tanks either taken on lease or specially constructed for the purpose.
- (ii) Sale of fingerlings to settlers for transplantation in the village tanks.

194. Pisciculture is being tried in Dandakaranya on departmental basis in 60 tanks taken on lease from Madhya Pradesh Government and 24 new tanks constructed by the Dandakaranya Development Authority for the purpose. Dandakaranya Development Authority have by the end of March, 1964 paid a sum of Rs. 61,725 as lease money to the Madhya Pradesh Government and spent another Rs. 75,245 on the development and tractorisation etc. of the tanks under their charge. All of these tanks are far away from settler villages. Explaining the reasons for taking on lease and constructing tanks outside the settlement areas, the Ministry of Rehabilitation have stated:

"Since village tanks in the Umarkote and Paralkote zones could not be stocked with fish until their water retention possibilities had been assessed and since there were very few nishtari tanks in these zones, it was necessary to take on lease tanks in other areas as near as possible to these zones. For the Paralkote Zone, therefore, tanks were taken in Bhanupartappur and Kanker which are 37 and 60 miles respectively away from the Zone. For the Umarkote and Malkangiri Zones fish were produced and stocked in Kondagaon, Jagdalpur and Jeypore which are between 40 to 70 miles away from these

areas. At present 30 tanks with a water area of 300 acres have been stocked with fish in the Umarkote Zone and 6 tanks with a water area of 30 acres have been stocked with fish in the Paralkote Zone. As and when suitable tanks have been excavated in the Zone they will be stocked with fish.

Apart from this the Dandakaranya Development Authority has developed fisheries in the local irrigation and nishtari tanks which are adjacent to settler villages so that the benefit of the pisciculture scheme can be made available both to tribals and to the settlers.

In future, only those tanks will be retained where displaced persons can be settled. Other tanks are likely to be released back to the State when their lease expires in June, 1965."

Utility of  
Pisciculture  
on Departmental  
basis.

195. It is stated that no displaced fishermen families sponsored for rehabilitation in Dandakaranya have been settled on pisciculture "as there was no demand, but 110 displaced fishermen families settled earlier by the Madhya Pradesh Government at Mana, Piprod and Khusrangi near Raipur have formed a Cooperative Society and are engaged by the Project along with local fishermen in catching fish on terms which give them a fair margin of profit and in fact their principal means of subsistence."

As regards the usefulness of pisciculture on departmental basis in providing to the settlers in Dandakaranya, a cheap source of supplementary nourishment, it is stated that in terms of lease of the tanks, at least 25 per cent of the fish caught have to be sold in the open market and the rest are sold in the colonies of Project employees, to settlers in the Zones and occasionally in work centres.

*The Committee note that the scheme of pisciculture on a departmental basis in tanks taken on lease by the Dandakaranya Development Authority is hardly serving the interests of the settlers in the area. Apart from the fact that from amongst the families resettled in Dandakaranya, none has been engaged on fish rearing in these tanks, it is doubtful whether in view of the tanks being situated at distant places outside the settlement zones, the advantage of the scheme in providing cheap source of supplementary nourishment to the settlers is really reaching them in substantial measure.*

*The Committee recommend that the Government should review, in consultation with the Ministry of Food and Agriculture, the advisability of pisciculture on a departmental basis in tanks 40 to 70 miles away from the*

settlement zones and also wide apart from each other, which besides being costly, causes problems of supervision without any commensurate advantage to the settlers.

196. The representative of the Dandakaranya Development Authority stated during evidence that the fish was being sold until recently "at Rs. 1.50 per seer" when the market price was Rs. 3.00 per seer close by. Price of fish sold.

The Committee are unhappy to note that fish was being sold by the Dandakaranya Development Authority at almost half the market rate without any regard to the economy of the scheme, or the losses being incurred.

The Committee are not aware whether the sale price of fish has since been re-fixed in relation to the prevailing market rates. The Committee recommend that the sale price of fish should be so fixed that the scheme does not perpetually incur losses.

The Committee also recommend that the Government may examine whether any portion of the fish available can be set apart for supply to the settlers at subsidised rates consistent with the economy of the scheme.

197. The Committee are informed that out of the 110 village tanks completed upto the end of October, 1964, pisciculture is being tried in 39 tanks—35 in Umarkote Zone and 4 in Paralkote Zone. The direct expenditure incurred so far in development of pisciculture in the village tanks in the resettlement zones, comprises the cost of fingerlings stocked therein. The cost of fingerlings stocks in Umarkote Zone and in Paralkote Zone is stated to be Rs. 10.310 and Rs. 570 respectively. Pisciculture in Village Tanks.

The value of fish caught from 12 out of 35 tanks in Umarkote Zone is stated to be Rs. 5,600 while the approximate value of fish stocked in these 12 tanks is estimated at Rs. 66,500. The particulars of the quantity and value of catches, as well as fish stocked in other tanks are not available with the Dandakaranya Development Authority.

The Committee feel that the performance of the Dandakaranya Development Authority in encouraging pisciculture in the tanks in villages so as to provide a source of supplementary income as well as a cheap source of nourishment to the settlers, has been disappointing. The Committee feel that special efforts are called for from the Dandakaranya Development Authority in this regard.

198. According to the Proforma Accounts of the Fishery Scheme of the Dandakaranya Development Authority prepared by the F.A. & C.A.O. of the Project, an expenditure of Rs. 1,85,592 had been incurred on it upto 31st March, Cost of operation of the scheme.

1964 on capital account only. The expenditure on and income from the scheme has been as follows:

	From July, 1960 to 31-3-1963	During 1963-64
	(in rupees)	
<i>Expenditure</i>		
(i) Direct Charges . . . . .	2,93,962	3,76,682
(ii) Indirect Charges . . . . .	63,224	35,505
	3,57,186	4,12,187
Income . . . . .	*3,16,390	**2,49,885
Loss . . . . .	40,796	1,62,302

\*Including value of fish in tanks estimated at Rs. 2,20,000

\*\*Including value of fish in tanks estimated at Rs. 1,97,600.

Total loss during the period July, 1960 to 31-3-1964-Rs. 2,30,098.

The Committee fail to understand why the value of fish in the tanks has been taken into account while determining the income accruing out of the Scheme. Considering the fact that the fish in the tanks will be available for sale only after sometime and until then direct and indirect charges would necessarily have to be incurred, the Committee feel that the method of accounting adopted is defective and needs to be suitably modified to indicate the correct state of accounts in regard to the scheme.

The Committee also feel that even though the Fishery Scheme of the Dandakaranya Development Authority is not treated as a commercial venture, it should not be allowed to run into heavy losses.

The Committee note that in spite of the recommendations of the Agricultural Expert Team, the Dandakaranya Development Authority have not been making full use of the advisory services in pisciculture provided by the Ministry of Food and Agriculture. In view of the fact that Dandakaranya Development Authority do not employ experts in each of the specialised branches of animal husbandry, the Committee recommend that Dandakaranya Development Authority should make full use of the advisory services provided by the Ministry of Food and Agriculture and by the State Governments in planning and execution of various schemes of animal husbandry particularly poultry and pisciculture in the Dandakaranya area.

## CHAPTER XII

### EDUCATION AND MEDICAL SERVICES

#### A. Education

199. One of the aims of education is to train the youth to be good citizens who will be competent to play their part effectively in the social reconstruction and economic development. There is thus a great need for education in the Dandakaranya Project area. Provision of amenities to the settlers will remain incomplete if arrangements are not made for opening adequate number of schools in the area. Need for Schools in Dandakaranya.

Settlers have a hunger for education, which they have possibly cultivated during their long sojourn in the camps of West Bengal. It is recognised by the Project authorities that when settlers are brought to a work centre or a village site their first demand is not for special amenities or facilities but for the immediate opening of a school.

200. The Committee are given to understand that Government have taken the following decisions in regard to the opening of schools in Dandakaranya:— Educational Opportunities in Dandakaranya.

- (i) There will be a primary school in each village.
- (ii) There will be middle schools for suitable group of villages so that few students as possible of the lower classes are required to stay in hostels.
- (iii) There will be a high school in each Zone.

The position regarding the number of schools of various grades and the number of students in those school is as follows:—

#### *Primary Schools*

The number of Primary Schools set up by the Dandakaranya Development Authority upto 31st December 1963 was 144 and the number of students on the rolls of the Primary Schools on that date was 9,354.



**Middle Schools**

*The position regarding Middle Schools is as follows:*

Zone	Number of Schools functioning as on 31-12-63	Remarks
Boregaon . . .	1	
Paralkote . . .	2	It is stated that Government have decided to set up 6 more Middle Schools in the Paralkote Zone. The schools will be started gradually as the number of students increase and justify the opening of separate schools.
Malkangiri . . .	1	One more school has been sanctioned and the building is under construction. In addition there is a proposal to open two more Middle Schools.
Umarkote Raigarh	Nil	One school has been sanctioned and the building is under construction. In addition there is a proposal to open two more schools from the next school Session.

It is stated that proposals for starting middle schools can only be considered when it is found that the number of students in the topmost classes of the surrounding primary schools justifies it. A middle school is required to have a hundred students on its rolls to merit departmental recognition.

The total number of students in the Middle Schools in Dandakaranya as on 31st December, 1963 was 720.

**High School**

A High School has been functioning in Umarkote since 1st July, 1963, and, at the time of the visit of the Study Group of the Estimates Committee to Dandakaranya in February, 1964, it had 219 students on rolls out of which 30 were girls. There is a proposal to start another High School in Pakhanjore.

The construction of building for the High School has already been approved and is expected to be started soon.

201. The Committee note that while the number of schools functioning by the end of December, 1963 was 151, the number of school buildings completed by the end of that year was only 40. Construction of School Buildings.

*The Committee recommend that the programme of constructing buildings for the schools in Dandakaranya may be speeded up.*

*They also recommend that suitable hostel accommodation as necessary may be provided in the Middle and High Schools as the students attending them come from far-away villages in the Zones.*

202. The Committee understand that the schools set up by the Dandakaranya Development Authority follow the curriculum prescribed for the schools in West Bengal and are not, therefore, recognised by the State Governments of Madhya Pradesh or Orissa. Curriculum followed in Schools in Dandakaranya.

*In view of the fact that schools set up by the Dandakaranya Development Authority would ultimately have to be handed over to the State Governments, the Committee recommend that early steps should be taken by the Dandakaranya Development Authority to reorient the courses in the schools according to the curriculum prescribed by the State Government concerned.*

*The Committee note that the syllabus prescribed for the schools in Dandakaranya has been completely academic as in other schools and the authorities have ignored the fact that most of these boys have come from agricultural families and will have to go back to agricultural fields unless the fields are allowed to remain fallow. In order that education in the schools may be suitable for the boys coming from agricultural families, the Committee recommend that the educational pattern in the schools in Dandakaranya may be reviewed with a view to introduce agricultural and technical bias in the curriculum. They also recommend that each school should have either a small plot of land for agricultural practices or some sort of workshop to give the boys some practical training in crafts.*

203. The Committee note that out of 282 teachers working in the schools in Dandakaranya as on 31st December, 1963, only 21 were trained. Majority of them are untrained matriculates or School Finalists. They are also informed that no scheme for training of untrained teachers has been drawn up by the Dandakaranya Development Authority though a proposal is under consideration to have the teachers trained in batches by the Directorate of Education, West Bengal. Training of Teachers.

*The Committee suggest that the proposal for imparting short-term training to the untrained teachers in schools in*

*Dandakaranya by the Government of West Bengal may be finalised early. They would further suggest that Governments of Madhya Pradesh and Orissa be also approached for affording similar training facilities.*

Arrangements for Technical Training.

204. The Committee are given to understand that Dandakaranya Development Authority sent a few batches of boys drawn from displaced person families resettled in Dandakaranya for training in Industrial Training Institutes at Bhilai and Koni. The number of boys sent for training to these institutes is indicated below:

	Industrial Training Institute, Bhilai	Industrial Training Institute, Koni (Bilaspur)	Remarks
A. First batch sent in February-March, 1962.	20	11	Training completed in 1963, but in plant training still due.
B. Second batch sent in November, 1962.	57	6	Training was to be completed in April, 1964.
C. Third batch sent for emergency short-term training for 6 months in February, 1963.	7	..	Training completed and all candidates absorbed by the Government of India.
D. Fourth batch of training sent in 1963.	1	4	Training will be completed in January, 1965.

It is stated that with regard to (A), (B) and (D) above, the Education Officer of the Dandakaranya Project was given to understand when he admitted the first batch of students that the Principals of the Institutes would make arrangements for their in-plant training. This expectation did not materialise and the first batch of students is still without their diploma because they cannot produce a certificate of in-plant training. Of the trainees, one was killed by accident and three left the Institute but the remaining 27 have still to be given such training. The question of their being given in-plant training in the Project Workshop and Industrial Centres is under examination of the Dandakaranya Development Authority.

The Committee have been informed during evidence that Dandakaranya Development Authority also have a

nine-month Tractor Training Scheme and that an Industrial Training Institute is being set-up by the Dandakaranya Development Authority\* which would be taken over by the Orissa Government, the latter having agreed to give preference to the displaced persons.

The representative of the Ministry also stated during evidence that the arrangements for technical training to the displaced persons settled in Dandakaranya were adequate for the time being.

The Committee note that there has been no consistency as to the number of boys sent up for training in different batches inasmuch as while the first and second batches consisted of 31 and 63 boys respectively, the third and fourth batches consisted of only 7 and 5 boys respectively. Further, the Project authorities failed to make satisfactory arrangements for in-plant training of their boys who successfully completed training at the Industrial Training Institutes as a result of which even those in the first batch who had completed their training as far back as 1963 were not able to get their diplomas.

The Committee recommend that adequate arrangements should be made in consultation with the State Governments concerned for the in-plant training of the boys deputed by the Dandakaranya Development Authority after they successfully complete the courses in the Industrial Training Institutes either in workshops maintained by the Dandakaranya Development Authority or elsewhere.

The Committee regret that the Dandakaranya Development Authority have not prepared any definite programme for imparting technical training to the displaced persons resettled in Dandakaranya. They recommend that programme for imparting suitable training in technical trades to the boys from displaced families resettled in Dandakaranya should be drawn up and an appreciable number of boys should be sent up for training every year.

The Committee further suggest that the Governments of West Bengal, Madhya Pradesh and Orissa should also be approached to examine the possibility of expanding the capacity of the existing Industrial Training Institutes in these States in order to accommodate a larger number of displaced persons from Dandakaranya in their respective institutes.

In this connection, the Committee would like to suggest that, as within the next one or two generations, the land allotted to the settlers would no longer remain an adequate source of livelihood, Government may from now prepare a perspective plan for developing adequate industrial potential as an alternative source of livelihood.

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\*At the time of factual verification, the Ministry have stated that an I. T. I. has been started at Ambaguda. There are 60 students on the rolls now. It is proposed to start a polytechnic at Jagdalpur.

Stipends and  
other concess-  
ions to  
students.

205. The Committee are informed that the following concessions have been granted by the Dandakaranya Development Authority to the students coming from the displaced person families resettled in Dandakaranya:

#### *Primary Schools*

No fees are charged and no stipends are paid to the students studying in Primary Schools. Books and other teaching aids when they are supplied are supplied free.

#### *Middle English Schools*

Stipends are given by the Project to the students reading in Project Secondary schools to meet their hostel expenses. They are given only to settler students and new migrant students.

The stipends to the students of Project secondary schools are awarded on the usual conditions of merit and means of the family. At the time of admission into the school a student must obtain at least 45% of the marks in the admission test. A student must pass the annual class examination for the continuance of the stipend in the next higher class.

As regards the means of the family, it is stated that it was decided in a high level meeting held in 1959 that no stipend would be given to a student if the income of his family exceeded the maximum subsidy by Rs. 20. Accordingly, no stipend is given to a student if the income of his family exceeds Rs. 90 a month.

The present rate of stipend in Project secondary schools is Rs. 15 a month per head.

A proposal is stated to be under consideration to enhance the stipend of Rs. 15 to the scale of stipend being adopted by the Eastern Zone in Orissa.

No fees are charged from the students studying in Middle English Schools.

#### *High Schools*

A special stipend of Rs. 30 to Rs. 60 is being paid to the settler students for meeting the expenses of School Final and Higher Secondary Examination held from time to time.

#### *Colleges*

A special stipend is sanctioned to selected students who are studying in Colleges. A stipend of Rs. 51 per month recommended for a student studying in the Vikram

Deb College, Jeypore (Orissa) is awaiting the sanction of Government.

*The Committee recommend that a departmental committee may review the existing quantum and conditions for the grant of stipends to the students from the point of view of their adequacy and uniformity.*

*They also recommend that the feasibility of introducing an educational assistance programme in the form of loan scholarships repayable in easy instalments after the completion of training and subsequent employment may also be examined by the aforesaid departmental committee.*

#### **Industrial Training Institute Trainees**

Some settler students sponsored by the Project for training in the Industrial Training Institute, Bhilai are being given stipends by the Project as per scale given below as sanctioned by the Government of India:

- |  |   |
|--|---|
| (i) Trainees who are awarded stipends by the Madhya Pradesh Government and whose families are in receipt of maintenance subsidy in Dandakaranya. | Rs. 10/- per month subject to the conditions that, for the purpose of calculation of subsidy, the trainee shall not be taken into account.  |
| (ii) Trainees who do not get any stipend from the Madhya Pradesh Government.   | Rs. 35/- per month to those whose families are in receipt of maintenance subsidy (subject to the condition that, for the purpose of calculation of subsidy, the trainee shall not be taken into account) and at the rate of Rs. 25/- a month if their families have passed the subsidy stage. |

A decision by the Dandakaranya Development Authority to give an extra amount of Rs. 10 per month to those students whose families are not in receipt of subsidy/maintenance is awaiting the sanction of Government.

It is also proposed to grant stipend to the students who are/will be admitted to the various Institutes other than Institutes at Raipur and Koni.

*The Committee recommend that consideration of the proposal for giving an extra amount of Rs. 10 per month to the students whose families are not in receipt of subsidy/maintenance should be expedited.*

In this connection the Committee would like to mention that certain shortcomings in the working of the Education Department of the Dandakaranya Development Authority were brought to the notice of the Study Group during their visit to the Dandakaranya Project. The Committee feel that the working of the Education Department of the Dandakaranya Development Authority calls for a review to make changes in its administrative machinery and to reorientate its outlook.

### B. Medical and Health Services

206. The Dandakaranya Development Authority has a 'Medical and Public Health Organisation' headed by the Director of Health Services with Headquarter at Kondagaon. It has the following main Sections:

Malaria Section at Jaypore.

Public Health Section at Kondagaon.

Medical Section.

Malaria  
and public  
health  
section.

207. Anti-malaria operations were commenced in 1958. It is stated that all the main roads and five mile belts on either side, all towns and villages in the operational area and all sites of colonies and Camps have been covered by the anti-malaria operations of the Dandakaranya Development Authority. Regular surveys are conducted and suppressive and preventive measures are taken to control Malaria.

The performance of the Malaria Section during the working season 1963-64 (1.10.63 to 30-6-64) has been as follows:

Population covered	3,43,908
Towns	11
Villages	1,154
Camps	455

The Dandakaranya Development Authority claims to have succeeded in eradicating malaria in the operational areas of the Project.

Public Health Section with headquarters at Kondagaon is responsible for disinfection of water resources, construction of soak pits and *kacha* drains, scavenging and sweeping etc. Vaccination and inoculation work etc. are also its functions.

It is stated that vaccination and inoculation are undertaken on a regular basis in the settlers' villages, Adivasi areas and staff colonies, etc.

208. The Medical and Public Health Organisation of the Dandakaranya Development Authority operates a large number of dispensaries, mobile dispensaries, health centres and hospitals in various parts of the Project area. Medical Aid

The number of hospitals/health centres and dispensaries operating in the Project area at the end of September, 1964 was 10 and 12 respectively. The total number of indoor and outdoor patients treated in these hospitals and dispensaries since the inception of the Organisation till the end of September, 1964 was 10,420 and 22,52,169 respectively.

Medical aid is provided in the settlers' villages by means of 9 mobile dispensaries, each consisting of one medical officer, one pharmacist, one general duty Attendant, one Dai, one literate helper, one chowkidar and one helper. Besides, there is a scheme of the Primary Emergency Aid under which 80 pharmacists are employed to provide emergency medical aid to the settlers in the villages. The number of pharmacists under this scheme is determined on the basis of one pharmacist for every three old villages, one for every two villages which are one-year old and one for every new village set up or work centre to be retained.

The total expenditure incurred upto March, 1964 under the Heads "Malaria", and "Medical and Public Health" was Rs. 15.28 lakhs and Rs. 43.86 lakhs respectively.

209. While the Committee appreciate that the facilities provided by the Medical and Public Health Organisation of the Dandakaranya Development Authority are on the whole satisfactory, they are distressed to find that there have been certain complaints concerning the working of this Organisation such as the issue of time-expired medicines to the settlers, divergence in pay scales of compounders and nurses and improper purchases. Medical and Public Health Organisation.

*The Committee suggest that the working of the Medical and Public Health Organisation may be reviewed early in consultation with the Ministry of Health so as to eliminate complaints of this nature.*

210. The Committee would like to recall the following recommendations made by them in their earlier Report (Ninety-Seventh Report of the Estimates Committee—Second Lok Sabha) on Dandakaranya Project: Co-ordination with State Governments.

"both for medical and educational facilities, instead of setting up duplicate institutions for the settlers alone, the existing State Government institutions may be expanded and utilised in consultation with the State Governments concerned, special funds being given to the State Governments for the purpose."



In reply to the above recommendations, the Ministry of Rehabilitation stated as follows:

\*“The Medical and Health Scheme of the Dandakaranya Project has been drawn up in consultation with the Medical Authorities of the States of Madhya Pradesh and Orissa. In addition to the new institutions being set up by the Dandakaranya Development Authority assistance is being given by the Authority to the existing Medical Institutions run by the State Governments to augment their facilities.”

*The Committee suggest that Government may consider whether it would not be desirable in the interest of better coordination and administrative convenience to transfer the educational and medical organisations of Dandakaranya Development Authority to the State Governments concerned in consultation with them.*

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\*Ministry of Rehabilitation O. M. No. R. 56(6)60 dated 24-9-60.

## CONCLUSION

Bold in its conception, the Dandakaranya Project is the most outstanding undertaking of the Government of India for the settlement of the displaced persons from East Pakistan on a comprehensive scale in a single compact area, virgin, selected for the purpose because of its potentialities for development, in the sphere of agriculture and exploitation of mineral wealth. Such a project must obviously need, apart from huge resources in money, lot of vision, planning, administrative capability, enthusiasm, and a spirit of dedication. So far as the provision of funds are concerned, Government's approach has been fairly liberal. Yet, progress has not been upto expectations, in certain directions such as agriculture and industries. In agriculture, a serious effort has yet to be made to diversify the cropping patterns, encourage use of fertilisers and improved seeds and above all provide adequate irrigation facilities. In the field of industry, only a beginning has been made by setting up a few centres whereas there is real need to set up industries based on rich mineral resources of the area and to encourage development of small scale and cottage industries to provide full time employment and the much needed subsidiary income to the settlers. The Rehabilitation Industries Corporation, set up in 1959, has yet to make a positive contribution in the area in the field of industry.

The Committee cannot over-emphasise the need for developing integrated social economy in which subsidiary occupations such as fishery, poultry, animal husbandry etc. can play a useful role in supplementing the meagre agricultural resources of the settlers. Though a beginning has been made in this direction by the Dandakaranya Development Authority much remains to be done.

The Committee would also suggest that the powers and functions of the Chairman and the Chief Administrator should be defined and the Dandakaranya Development Authority be allowed an adequate measure of autonomy. The high ratio of expenditure on administration, particularly staff, as compared to total direct expenditure on the displaced persons, needs to be brought down.

In the view of the Committee, the main reason of all these shortcomings lay no doubt in the inability of the Dandakaranya Development Authority to formulate a Master Plan, notwithstanding the consistent stress laid by the Estimates Committee ever since 1960 on the importance of such a Plan. The continued influx of refugees from East Pakistan is all the more reason why the preparation of the Master Plan must not be delayed any longer so that maximum exploitation of the potentialities of Dandakaranya can be made for the accommodation and benefit of the maximum number of displaced persons.

In retrospect, it is only fair to recall that Dandakaranya is a virgin area where hardly any agriculture in the past was practised. It therefore goes to the credit of the authorities that they have been able to rehabilitate over 7,000 displaced families spread over 144 villages. The Study Group of the Estimates Committee which visited Dandakaranya last year came back with the impression that despite hardships and difficulties the displaced persons were manfully struggling with faith and determination to wrest a living from the difficult soil and were animated with new hope.

The Committee note from the copious information furnished by the Government after conclusion of evidence by official representatives of the Ministry of Rehabilitation and Dandakaranya Development Authority that action has been taken to remedy many of the shortcomings which came to their notice during the course of examination of the subject by the Committee.

The Committee appreciate the earnest efforts being made by the authorities to bring about improvement in Dandakaranya and they hope that these would be sustained and intensified to kindle hope anew in the hearts of displaced persons who have sacrificed all their earthly possessions so that India could be free. This calls for a high spirit of dedication and selfless service on the part of these engaged in making a successful experiment in tackling the immense human problem and ushering in a new, stable and prosperous society in this part of the country.

NEW DELHI:

April 5, 1965.

Chaitra 15, 1887 (Saka).

ARUN CHANDRA GUHA,

*Chairman,*

*Estimates Committee.*

## APPENDIX I

(Vide para 10)

*Resolution dated the 12th September, 1958 as amended by the Resolutions dated the 4th March, 1960, 20th June, 1960 and 13th September, 1960, constituting the Dandakaranya Development Authority.*

GOVERNMENT OF INDIA

MINISTRY OF REHABILITATION

### RESOLUTION

For the effective and expeditious execution of the scheme to resettle displaced persons from East Pakistan in Dandakaranya and for the integrated development of this area, with particular regard to the promotion of the interests of the area's tribal population, the Government of India have decided to set up a Central Authority to be known as the Dandakaranya Development Authority. This area will, for the present, comprise Bastar district of Madhya Pradesh and Koraput and Kalahandi districts of Orissa.

2. The composition of the Authority shall be as follows:

- (1) A whole time Chairman.
- (2) The Chief Administrator, Dandakaranya Project.
- (3) The Chief Secretary, Government of Madhya Pradesh or his nominee.
- (4) The Chief Secretary, Government of Orissa or his nominee.
- (5) The Chief Secretary, Government of West Bengal or his nominee.
- (6) A representative of the Union Ministry of Home Affairs.
- (7) A representative of the Union Ministry of Rehabilitation.
- (8) A representative of the Union Ministry of Finance.

Members

The Chief Administrator, Dandakaranya Project, shall be the Chief Executive Officer of the Authority. A whole-time officer will be appointed as Secretary of the Authority.

3. A whole-time Financial Adviser, who shall also be the Chief Accounts Officer of the Authority, shall be appointed to advise it on all matters involving financial implications.

4. The Authority shall have powers:—

- (i) to create such posts and to appoint such officers and staff thereto, except the Financial Adviser and the Chief Accounts Officer, as it considers necessary for efficient performance of its functions. Provided, however, that no post shall be created on a scale the minimum of which exceeds Rs. 2,000/- a month or on a fixed pay exceeding Rs. 2,000/- a month without the prior approval of the Central Government and provided also that the appointment of any person to a grade the maximum of which is Rs. 1,500 - or more per mensem shall not be made without the prior approval of the Union Ministry of Rehabilitation.
- (ii) to sanction schemes involving capital expenditure not exceeding Rs. 10 lakhs. Provided that schemes involving expenditure in excess of this amount shall be referred to the Central Government for approval.
- (iii) to make direct purchases of all machinery, tools and plants, equipment and vehicles. Provided that where the Directorate General of Supplies & Disposals have entered into rate contracts for any items the Authority shall take advantage of those contracts and it will be treated as a "Direct Demanding Officer" for the purposes of those contracts.

5. The Authority may delegate to the Chairman or the Chief Administrator such of its powers as it may deem necessary, for the speedy execution of the Scheme. The Chairman and the Chief Administrator may, in turn, re-delegate, with the approval of the Financial Adviser & Chief Accounts Officer, to their subordinate officers any of their powers which may be deemed necessary.

6. The Authority will function in accordance with such directions as it may, from time to time, receive from the Central Government. The Ministry of Rehabilitation will be administratively in charge of the Authority.

7. The headquarters of the Authority will be at Koraput (Orissa).

**ORDER**

Ordered that a copy of the Resolution be communicated to:—

- (i) All State Governments and all Chief Commissioners.
- (ii) All Ministries of the Government of India, the Planning Commission, the Union Public Service Commission, Cabinet Secretariat, Prime Minister's Secretariat, Secretary to the President, Comptroller and Auditor General of India,

**all Accountants General and Comptrollers, Chief Pay and Accounts Officer, Food, Rehabilitation and Supply, Pay & Accounts Officer, Ministry of Rehabilitation, Railway Board, Directorate General of Supplies & Disposals.**

**Ordered also that the Resolution be published in the Gazette of India for general information.**

**Sd|-**

*Joint Secretary to the Government of India.*

## APPENDIX II

(Vide paras 21 & 25)

### Statement of Staff employed by the Dandakaranya Development Authority

Class	Total No. of posts sanctioned	Total staff in position	D. P.	Tribals	Others
<b>AS ON 1ST APRIL, 1961</b>					
Class I . . . . .	81	48	1	..	47
Class II . . . . .	179	99	15	..	84
Class III . . . . .	4,506	2,203	721	1	1,481
Class IV . . . . .	2,408	1,038	295	137	606
	<u>7,174</u>	<u>3,388</u>	<u>1,032</u>	<u>138</u>	<u>2,218</u>
<b>AS ON 1ST APRIL, 1962</b>					
<i>Regular Staff</i>					
Class I . . . . .	64	52	3	..	49
Class II . . . . .	147	96	18	..	78
Class III . . . . .	4,077	2,547	706	6	1,835
Class IV . . . . .	2,152	1,201	276	54	871
	<u>6,640</u>	<u>3,896</u>	<u>1,003</u>	<u>60</u>	<u>2,833</u>
Work-charged Staff . . . . .	..	972	—Not available—		
		<u>4,868</u>			
<b>AS ON 1ST APRIL, 1963</b>					
<i>Regular Staff</i>					
Class I . . . . .	65	55	3	..	52
Class II . . . . .	150	121	25	..	96
Class III . . . . .	3,831	3,006	830	9	2,167
Class IV . . . . .	1,894	1,433	306	92	1,035
	<u>5,940</u>	<u>4,615</u>	<u>1,164</u>	<u>101</u>	<u>3,350</u>
Work-charged staff . . . . .	..	1,453	—Not available—		
		<u>6,068</u>			

Class	Total No. of posts sanctioned	Total staff in position	D. P.	Tribals	Others
<b>AS ON 1ST APRIL, 1964</b>					
<i>Regular staff</i>					
Class I . . . . .	56	53	3	..	50
Class II . . . . .	168	133	26	..	107
Class III . . . . .	3,904	3,213	922	37	2,254
Class IV . . . . .	1,964	1,598	360	199	1,039
	6,092	4,997	1,311	236	3,450
Work-charged staff	..	1,980	—Not available—		
	6,977				
<b>AS ON 31ST JULY, 1964</b>					
<i>Regular staff</i>					
Class I . . . . .	60	54	1	..	53
Class II . . . . .	162	130	24	..	106
Class III . . . . .	3,953	3,345	1,126	49	2,170
Class IV . . . . .	2,031	1,675	461	206	1,008
	6,206	5,204	1,612	255	3,337
Work-charged staff	..	1,980	—Not available—		
	7,184				

N. B.—The strength of staff indicated includes technical and operational staff engaged in schemes.

\* Figures based on the assumption that all of the work-charged staff employed on 1-4-1964 continued to be on the rolls.



### APPENDIX III

(Vide para 22)

'A'

Statement showing the estimates and actual expenditure on Establishment of Dandakaranya Development Authority during 1961-62, 1962-63 and 1963-64

#### B-3 Establishment.

Sub-head	1961-62		1962-63		1963-64	
	Estimates (Final Grant)	Actuals Expenditure	Estimates (Final Grant)	Actual Expenditure	Estimates (Final Grant)	Actual Expenditure
I	2	3	4	5	6	7
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Pay of Officers	11,51,000	11,43,097	13,28,000	13,23,450	13,93,000	13,96,708
Pay of Establishment	57,18,000	57,16,597	62,47,000	62,55,987	57,62,000	57,44,675
Travelling Allowance	..	4,26,610	5,61,000	5,66,282	6,94,000	6,98,388
Dearness Allowance	..	2,32,239	9,89,000	9,76,844	8,48,000	8,47,497
Other Allowances	..	17,61,008	19,39,000	19,57,362	18,67,000	18,56,471
Total Allowances and Honoraria	24,29,000	24,19,857	34,89,000	35,00,488	34,09,000	34,02,356
Other Charges	8,02,000	7,36,348	4,36,000	4,41,043	4,36,000	4,39,774
TOTAL ESTABLISHMENT	1,01,00,000	1,00,15,899	1,15,00,000	1,15,20,968	1,10,00,000	1,09,83,413

'B'

*Break-up of estimates for 1964-65\**

Sub-head	Budget Allotment	Revised Estimate asked for from Govt.	Remarks
1	2	3	4
Pay of Officers	14,00,000	18,00,000	The expenditure for 6 months is Rs. 60.46 lakhs. Against a provision of 124 lakhs asked for in the Budget Estimate 1964-65, a sum of Rs. 115 lakhs was provided by the Ministry. The excess of Rs. 15.68 lakhs is on account of entertainment of more staff to cope with the increased work loads on account of new influx of displaced persons.
Pay of Establishment	59,00,000	73,00,000	
Travelling Allowance	7,50,000	8,21,000	
Dearness Allowance	8,70,000	13,77,000	
Other Allowances	19,70,000	21,73,000	
Other charges	6,10,000	4,97,000	
<b>TOTAL B.2 ESTABLISHMENT</b>	<b>1,15,00,000</b>	<b>1,39,68,000</b>	

\* It was stated by the Ministry at the time of factual verification that the final grant for 1964-65 was Rs. 1.19 crores.

## APPENDIX IV

(Vide paras 48 and 51)

*Statement showing scheme-wise details of allocation of funds approved for the Dandakaranya Project on the basis of the Preliminary Project Report covering the period upto 31st March, 1961 and expenditure incurred on those schemes upto the end of 31st March, 1964*

(Rs. in lakhs)

S. No.	Name of the Scheme	Allotment as in Preliminary Project Report as approved by the Ministry of Finance for the Second Plan period ending in March, 1961	Total expenditure upto the end of March, 1964
I	(i) Land Acquisition (ii) Reclamation (iii) Forest (iv) Soil Conservation (v) Central Workshop	450	8.54 645.10 33.95 38.51 7.52
<b>I. Total Land, Reclamation etc.</b>		450	733.62
2	Villages . . . . .	200	84.14
3	Roads . . . . .	100	124.66
4	Worksite Camps . . . . .	85	71.37
5	Project Buildings . . . . .	100	194.73
6	Power House (Electrical)	15	20.59
7	Tools and Plants . . . . .	50	37.26
8	Suspense . . . . .	100	32.53
9	Irrigation . . . . .	150	115.77
10	(i) Loans to D.Ps. . . . . (ii) Grants to D.Ps. . . . . (iii) Tribal Welfare . . . . .	150	130.96 118.65 14.25

S. No.	Name of the Scheme	Allotment as in Preliminary Project Report as approved by the Ministry of Finance for the Second Plan period ending in March, 1961.	Total expenditure up to the end of March, 1964
11	Consumer Goods Scheme	25	29.08
12	Malaria . . . . .	12	15.28
13	Medical and Public Health	8	43.86
14	Education . . . . .	10	17.64
15	Mixed Farm . . . . .	35	42.23
16	Dairy . . . . .	2	17.81
17	Industries . . . . .	47	43.50
18	Technical and Vocational Training . . . . .	14	3.23
19	Truck Operation including Workshop Maintenance Depots	80	129.32
20	Project Vehicles . . . . .	30	70.33
21	Publicity and Recruitment . . . . .	7	11.51
22	Headquarters Establishment . . . . .	100	87.99
23	Balimela . . . . .	..	1.95
	Total . . . . .	1770	2192.26

## APPENDIX V

(Vide para 134)

*Minor Irrigation Schemes proposed for Dandakaranya Project area (Costing less than Rs. 15 lakhs)*

Sl. No.	Name of the Project	Target date of completion	Estimated cost	Commandable area		Acreage for		Land to be irrigated (total area irrigated annually)	Remarks, if any
				G.C.A. in acres	C.C.A. in acres	D.Ps.	Tri-bals		
1	2	3	4	5	6	7	8	9	10
<b>Orissa (Koraput Distt.)</b>									
<b>Umarhote Zone</b>									
1	Dumrimunda Tank	1966	Rs. 5 lakhs	..	500	325	175	500	Under field investigation. Preliminary estimates under scrutiny.
2	Mixed Farm Tanks I and II	1965	Rs. 1.5 lakhs	..	280	..	..	280	Earth work for both the tanks completed. The scheme is partially lift and flow irrigation and is under investigation.

3 *Malhavigiri Zone—  
II Minor Irrigation  
Schemes :*

(1) Palkonda	June, 1965	6,40,000	1,000	800	650	150	1,200
(2) Puspalguda	March, 1966	4,60,000	537	430	430	..	645
(3) Chinakonda	June, 1966	5,75,000	578	462	100	362	693
(4) Rampalguda	..	15,00,000	1,875	1,500	1,300	200	2,250
(5) Supai	Some by June, 1967 and some by June, 1968.	5,00,000	625	500	450	50	750
(6) Utsapalli		19,00,000	2,375	1,900	1,600	300	2,850
(7) Gumpakonda		5,00,000	625	500	400	100	750

Estimate under check.  
The estimated amount is tentative and may vary slightly.

Survey completed and estimate under preparation. Exact figure of commandable area is not available. These figures may vary.

All these schemes are to be taken up for survey. Figures given are all tentative.

I	2	3	4	5	6	7	8	9	10
(8) Kunnapalli			3,00,000	375	300	250	50	450	
(9) Mannakunda			2,50,000	313	250	200	50	375	
(10) Togurukota			5,00,000	625	500	450	50	750	
(11) Udimakonda			3,00,000	375	300	250	50	450	
<i>Madhya Pradesh (Bastar Distt.) Paralkote Zone</i>									
4. Pakhanjore		1965	Rs. 7.98 lakhs	..	1,300	780	520	1040 (Kharif) 520 (Rabi)	Sanction for Rs. 7.98 lakhs received. 83 per cent of work (including work on canals) done. The scheme will be completed by 1965.
5. 14 Minor irrigation schemes as under :									
(1) Nawaranki PV-32		March, 1966	2,51,000	250	200	100	..	300	70 acres of Mixed farm and 30 acres of DP lands by high level canal will come under irrigation.
(2) Near Motoli PV-25		June, 1966	3,00,000	314	250	250	..	375	

(3) At Mixed Farm	6,00,000	750	600	500	100	900	Survey to be taken up as the site is to be changed. All figures are tentative.
(4) Marjhur near PV-16	7,50,000	937	750	600	150	1,125	Survey to be taken up. All figures are tentative.
(5) Nawagandalume near PV-33	2,50,000	312	250	200	50	375	Detailed survey in progress.
(6) Near PV-22	2,00,000	250	200	150	50	300	
(7) Near PV-16	1,50,000	No reclaimed land available for irrigation					
(8) Muawandi PV-41	7,50,000	937	750	600	150	1,125	Survey for all these schemes to be taken up. The figures given are all tentative.
(9) Near PV-19	2,00,000	No reclaimed land available for irrigation					
(10) Muawandi PV-32 & 39	3,00,000	375	300	225	75	450	
(11) Near Motoli	2,50,000	314	250	200	50	375	



1	2	3	4	5	6	7	8	9	10
(12)	Hanker		2,50,000	314	250	200	50	375	
(13)	At PV-29		4,00,000	500	400	300	100	600	
(14)	Palmurli		4,50,000	562	450	350	100	675	
GRAND TOTAL			1,39,74,000	14,172	10,860	2,932	20,478		

Annual irrigation 100% Khariff-50 percent Rabi - 150 percent of C.C.A. C.C.A. is 80 per cent of G.C.A.

## APPENDIX VI

### Statement showing Summary of Conclusions/Recommendations.

Serial No.	Reference to Para No. of Report	Summary of Recommendations/Conclusions
1	2	3
1	14	<p>The Committee feel that the real cause of controversy was inherent in the pattern of organisation of the Dandakaranya Development Authority as laid down in the aforesaid Resolutions of the 20th June and 13th September, 1960 and regret that the consequences of not specifying clearly the functions of both the Chairman and the Chief Administrator in the constitution of the Dandakaranya Development Authority itself were not foreseen. It is usually the privilege of the authority creating an autonomous body to define the demarcation of powers between its top officials as an ample safeguard against internal bickerings. In the absence of such clear definition, there is apt to be a scramble for power leading to friction and disharmonious working. This would be evident from the fact that the internal bickerings and dissensions between different functionaries of the Dandakaranya Development Authority have persisted since its inception. The Committee are not happy that the Ministry should have contented themselves by taking the position that in their anxiety to retain the autonomy of the Dandakaranya Development Authority, they left it to the Dandakaranya Development Authority to decide as to what powers should be exercised by the Chairman and the Chief Administrator. The Committee consider that the powers and functions of both the Chairman and the Chief Administrator should have been clearly defined by the Government particularly at the time they replaced the part-time Chairman by a whole-time Chairman. The Committee need hardly stress that if the whole-time Chairman of the Dandakaranya Development Authority, who should be a mature and experienced person, is to prove equal to his responsibility 'to plan and direct its activities' and 'be responsible to the Ministry for the functioning of</p>

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the Dandakaranya Project', he should be equipped with the necessary powers.

The Committee are alive to the problem created by the presence of two very senior whole-time officers in the field in Dandakaranya. They, therefore, recommend that in the event of the powers of the Chairman, Dandakaranya Development Authority being enhanced, it might be appropriate to appoint a comparatively junior officer as Chief Administrator of the Authority.

The Committee have gathered the impression that despite the declared anxiety of the Government to retain the autonomous character of Dandakaranya Development Authority, in actual practice the latter acts somewhat like a subordinate office of the Ministry of Rehabilitation. As the Dandakaranya Development Authority has to discharge heavy responsibility in tackling the complex problem of the resettlement of displaced persons from East Pakistan in this virgin area, it should be encouraged, as originally envisaged, to exercise its powers expeditiously and without undue fetters.

The Committee would like to mention that after the resignation of the last Chairman, Government have made a temporary arrangement under which the Deputy Minister in the Ministry of Rehabilitation functions as the Chairman of the Dandakaranya Development Authority. The Committee feel that the arrangement is not satisfactory as it is not in conformity with the letter and spirit of the Resolution constituting the Authority or consistent with its autonomy. They suggest that the question of appointment of a whole-time Chairman of the Authority may be urgently considered.

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- 2            16        The Committee feel that time has come when the Project should be extended to Andhra Pradesh by including adjacent areas offered by that State for rehabilitation of new migrants. If that is agreed, then the Committee would like to reiterate the recommendation made in their earlier Report (1960) that it would be desirable to have Andhra Pradesh also represented on the Dandakaranya Development Authority for having an integrated plan for development of the area.
- 3            17        The Committee note that the Chief Secretaries of the States represented on the Dandakaranya Development Authority do not attend the meetings of the Dandakaranya Development Authority regularly. Out of 18 meetings held between March, 1960 (when the Dandakaranya Development Authority was reconstituted) and September, 1964, the Chief Secretary of Madhya Pradesh attended no meeting while the Chief Secretary, Orissa attended only 8 meetings. The Committee suggest that in view of the important role of the Dandakaranya Development Authority it should be impressed upon the State Governments concerned that the Chief Secretaries should attend the meetings of the Dandakaranya Development Authority regularly, unless they are unable to do so for unavoidable circumstances.
- 4            17        The Committee suggest that meetings of the Dandakaranya Development Authority should be held as far as possible, within the project area in different constituent States by rotation.
- 5            17        The Committee suggest that there should be closer co-ordination between the Zonal Administrators of the Dandakaranya Development Authority and the Collectors and other State authorities of the adjoining districts, particularly in the fields of education, agriculture and health services.
- 6            19        The Committee consider that as Dandakaranya Project is vitally concerned with agriculture, it would be helpful if the Union Ministry of Food and Agriculture (Department of Agriculture) is represented on the Dandakaranya Development Authority so that expert advice and assistance is available to it regarding programmes for development of agriculture, horticulture, minor irrigation, animal husbandry, forestry etc.

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The Committee regret that in spite of the clear recommendations of the Estimates Committee made in their two previous Reports (97th and 153rd) to associate non-officials with the Dandakaranya Development Authority, Government have not seen it fit to implement the same. The Committee would reiterate that association of non-officials with the Dandakaranya Development Authority would be a distinct help in a proper social orientation of the programmes and policies of the Dandakaranya Development Authority. The Committee would also suggest that Government may examine the possibility of constituting an advisory body consisting of representatives of leading non-official organisations in Dandakaranya and in West Bengal who have been consistently taking interest in the welfare and rehabilitation of displaced persons.

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The Committee note that the number of regular staff of the Dandakaranya Development Authority in position has increased from 3,388 on the 1st April, 1961 to 4,615 on the 1st April, 1963 and 5,204 on the 31st July, 1964—an increase of 1816 or 53.6 per cent. over the 1961 figures. Similarly, work charged staff employed by the Engineering Organisation of the Dandakaranya Development Authority has been increasing from year to year, the number having gone up from 972 in 1962 to 1453 in 1963 (i.e., an increase of 49.5 per cent) and to 1980 in 1964 (i.e., an increase of 103.7 per cent. over the 1962 figures). As against 4868 and 6068 persons employed by the Dandakaranya Development Authority in April, 1962 and April, 1963 respectively, the Dandakaranya Development Authority had on hand the work of resettling a total of 5262 and 6660 displaced person families in position in Dandakaranya in June, 1962 and June, 1963 respectively.

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The Committee note that the expenditure under the head "B-2 Establishment" has risen from Rs. 84.69 lakhs in 1960-61 to Rs. 1.10 crores in 1963-64 while the final grant for the year 1964-65 under that head was Rs. 1.19 crores—an increase of 41 per cent over the 1960-61 figures. They also find that the expenditure on 'Headquarters Establishment' has risen from Rs. 14.73 lakhs in 1960-61 to Rs. 25.04 lakhs in 1963-64 representing an increase of 70 per cent.

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10	23	<p>The committee feel unhappy that the Reports of the Staff Review Committee have not been followed up by detailed job analysis which would have ensured fixation of strength on rational basis and obviated scope for extravagance.</p> <p>The Committee would urge that job analysis should be undertaken without any delay. They would suggest that the Staff Inspection Unit of the Government may be asked to carry out immediately a detailed study of the staff position of the Dandakaranya Development Authority, particularly the Headquarters establishment, with a view to rationalising it and effecting economy. If, however, for any administrative reasons the Staff Inspection Unit cannot immediately undertake the study, the Chief Administrator and the Financial Adviser of the Dandakaranya Development Authority may be asked to jointly review the matter at an early date in association with one officer well-versed in work study.</p>
11	23	<p>The Committee would recommend that arrangements may be made to impart training to two existing officers of the Dandakaranya Development Authority in work study.</p>
12	24	<p>While the Committee can accept that some difficulties might have been faced by the Dandakaranya Development Authority in filling up the technical posts, they feel that there is scant justification for keeping over thousand posts unfilled for inordinately long time. They also feel that sanctions for these posts were given without a proper assessment of work load and that the Government/Dandakaranya Development Authority should have exercised greater control and check in sanctioning them.</p> <p>The Committee do not see any advantage or justification in continuing such unfilled posts year after year which itself shows that there is no immediate need to fill them up. The Committee suggest that after proper assessment has been made of the staff requirements of the Dandakaranya Development Authority by the Staff Inspection Unit referred to in para 23, all such</p>

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		posts as are found surplus to the requirements should be abolished.
13	25	<p>The Committee feel that since employment in public services should make its due contribution as a means of rehabilitation of displaced persons, the Dandakaranya Development Authority should have provided top priority to the displaced persons and the local tribals for employment under their own organisation. They are of the view that this aspect has not been given due attention and that there is larger scope for employment of displaced persons and tribals particularly in Class III and Class IV establishments of the Dandakaranya Development Authority where the qualifications for recruitment are not very exacting and the employment potential is large. They suggest that in employing persons against semi-skilled and unskilled posts, both in the regular and workcharged establishments, preference should be given to the displaced persons and tribal people.</p>
14	25	<p>The Committee suggest that rules and regulations regarding recruitment of personnel in general for the Dandakaranya Development Authority may be suitably modified, if necessary, to subserve the object of employment larger number of displaced persons and tribals.</p>
15	25	<p>The Committee hope that the Dandakaranya Development Authority will also persuade the contractors engaged by them to employ as large a number of displaced persons and tribals as possible.</p>
16	26	<p>The Committee are constrained to note that the travelling allowance has risen from Rs. 4.26 lakhs in 1961-62 to Rs. 6.98 lakhs in 1963-64. It has been represented to the Committee that some of the tours undertaken by the officers and staff of Dandakaranya are not strictly necessary for discharging official duties.</p> <p>The Committee consider that now that most of the development work is concentrated in Malkangiri Zone it should be possible to effect sizeable reduction in expenditure on travelling allowance. The Committee would suggest that the position may be reviewed in detail by the Chief Administrator and the Financial Adviser</p>

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		of the Dandakaranya Development Authority and necessary measures taken to eliminate infructuous travelling.
17	26	The Committee feel that the location of Headquarters of different departments of the Dandakaranya Development Authority at different places may not be conducive to good administration and recommend that Government may examine whether without incurring much capital expenditure, the Headquarters of the various departments of the Dandakaranya Development Authority can be located at one or even two central places.
18	27	The Committee consider that as Zonal Leaders properly selected, are better acquainted with the social conditions of the displaced persons, they would be in a better position to enthruse confidence in the settlers and be of significant help in developing harmonious relations between the authorities and the settlers. The Committee suggest that the feasibility of reviving the posts of Zonal Leaders for all the zones of the Dandakaranya Project may be considered.
19	29	The Committee feel that the settlers are likely to need most the assistance provided by the Sewaks during the third year of their settlement when the subsidy available to them is completely stopped. The Committee, therefore, suggest that things are so arranged that every village gets proper attention by a Sewak in the third year, and that Extension work performed by the Sewaks should also be intensified.
20	30	The Committee would suggest that suitable methods of recruitment of Sewaks should be evolved so that persons of the right type are appointed.
21	31	The Committee would suggest that early steps should be taken to organise the training scheme for Sewaks with special reference to agricultural operations including poultry and animal husbandry so that they can play a significant part in increasing agricultural production.
22	31	The Committee would also suggest the appointment of one suitable officer for a group of villages who may guide and help them in setting up cottage and small scale industries.
23	32	The Committee note that during a period of about 4 years between 6-7-1959 when the post of Security-cum-Vigilance Officer was created for



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the first time and 30-6-1963 when it was abolished in view of the Emergency, the post was actually held by an officer for a period of only 1½ years.

The Committee do not quite appreciate why this important post of the Security-cum-Vigilance Officer should have been selected for abolition on the grounds of Emergency when his services were more particularly needed because of the Emergency.

The Committee regret that though the post was revived as far back as 16-6-1964, it still remains unfilled. They strongly urge that speedy action should be taken by the Dandakaranya Development Authority to fill up the post.

24            34        The Committee would suggest that the operational strength of the Security and Vigilance Organisation for Dandakaranya may be reviewed in consultation with the Central Bureau of investigation so that it can play an effective part as an agency for vigilance and investigation.

25            36        The Committee learn that the decentralisation of purchase procedure has been made on the recommendation of the Staff Review Committee to facilitate quicker procurement of stores which was a commendable object. They, however, suggest that the working of the revised procedure may be got reviewed by the D.G.S.&D. to ensure that there are no loopholes which would give rise to abuse and that at the same time the procurement of stores keeps pace with the requirements of development and rehabilitation.

26            37        The review suggested by D.G.S.&D. in the preceding paragraph should also cover the mode of purchase of stores by the Dandakaranya Development Authority. In general the Committee feel that purchases should be made by open tenders in preference to limited tenders as the former ensures wider competition and more competitive rates.

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27            38            The Committee are of the opinion that the functions of the Supply Base, Mana, namely to take delivery of the goods at the Railway siding and to arrange for their transportation to the various sites in Dandakaranya area, do not warrant the maintenance of a full-fledged Supply Base with an establishment headed by a Class I officer at an annual expense of nearly Rs. 68,000. The Committee also do not see any need for maintaining Base Warehouses at Mana and feel that it should be possible to arrange for the transport of goods to their destinations in the Dandakaranya area direct from the railway siding. Apart from avoiding delay in transit of goods, this would save the unnecessary expense in transport of goods from the railway siding to the warehouses at the Supply Base.

The Committee suggest that the question of retaining the Supply Base at Mana with the present load of work may be examined very early with a view to effect economy.

28            47            The Committee are distressed to note that even after a lapse of nearly five years of their recommendations for preparation of a Master Plan for Dandakaranya, Government have not yet been able to finalise a Master Plan for the area. Initially, Government pleaded lack of suitable personnel and adequate data. Two years were allowed to lapse when it was thought fit to take up a revision of the Project report which was supposed to furnish a basis for the Master Plan. But simultaneously, it was given out that more thorough surveys of the industrial potentialities of the area would have to be done as a prerequisite for the formulation of a Master Plan. It seems, however, that it took some time to appoint a study team to undertake this survey. An Agricultural Team was also appointed. When their reports were received, Government set up a high-powered team to consider all these reports and make recommendations. But even this team was not called upon to formulate a Master Plan. Sometime later, another team, called the Techno-

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Economic Team, was appointed, evidently in supersession of the previous high-powered team, which was to undertake a fresh review of the entire position, considered necessary on the ground that in the meanwhile the whole country was overwhelmed by the new influx of migrants. It was argued that it would be premature to prepare a Master Plan without taking into account the full extent of this influx. So Government are as near or as remote from the formulation of the Master Plan as they were when the Estimates Committee stressed the need of such a Plan in 1960.

After nearly five years of vacillation, it has been stated that it is premature to think of a Master Plan, until the full impact of the fresh influx of displaced persons which started early last year is fully taken into account. The Committee cannot help feeling that this fresh wave of displaced persons should spur the Government to expedite the formulation of the Master Plan rather than make it an excuse for postponing it. It is not known when the present influx will end and whether this influx is the last of its kind. So to postpone the Master Plan until the full impact of this influx is known, will be to postpone it indefinitely. In view of all these considerations, the Committee would urge that the formulation of the Master Plan should be urgently taken in hand, and not delayed any longer.

It is not clear to the Committee as to what role is now to be performed by the High-Powered Team which was set up under the chairmanship of the Additional Secretary, Planning Commission, in January, 1964 to advise the Government on further lines of development in Dandakaranya. They would suggest that Government may review the entire position and if there are any aspects which are not covered in the Techno-Economic Appraisal, these may be gone into urgently by a expert team. But what is essential is that such an expert team must be charged with the responsibility to formulate with all possible expedition the Master Plan in conjunction with the Dandakaranya Development Autho-

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rity so that the lines of development for the Fourth Plan as laid down and adequate provision made therefor in the Plan.

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The Committee note that while the original allotment of funds of Rs. 17.70 crores for the Dandakaranya Project was made on the basis of the Preliminary Project Report for Phase I of the Project ending in March, 1961 and different schemes under which expenditure was to be incurred were specifically laid down, funds totalling Rs. 3.82 crores were allotted subsequently Rs. 1.00 crores for general development, Rs. 2.02 crores for Malkangiri Dam and Rs. 0.80 crores for expenditure on Malkangiri Zone.

The Committee are unhappy over the allotment of large funds on an *ad hoc* basis to Dandakaranya Development Authority without specifying in detail the schemes under which expenditure is required to be made and suggest that Government should take an early opportunity to review the position of the scheme-wise allotment of funds in terms of the total allotments made so far and keep a strict watch on the progress of expenditure under the various schemes.

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The Committee recommend that the position of issue of sanctions of expenditure should be reviewed from time to time with a view to control expenditure and revise the ceilings of expenditure, if necessary.

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The Committee would suggest that early action may be taken to open a sub-accounts office in the Malkangiri Zone of the Dandakaranya project so as to expedite payment of bills.

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The Committee are unhappy to find that temporary advances to the tune of Rs. 10.55 lakhs made to various departments of Dandakaranya Development Authority are outstanding for more than one year. The Committee would suggest that the Chief Administrator and the Financial Adviser and the Chief Accounts Officer may joint-

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ly go into the matter and bring down as much as possible the outstanding temporary advance balances.

33            54            The Committee recommend that the procedure for grant of advances to the various departments of Dandakaranya Development Authority may be reviewed so as to ensure that large amounts do not remain unaccounted for for long periods of time.

34            60            The Committee commend the idea behind the grant of 'subsidiary income loan' which is likely to prove beneficial to the settler families as it will enable them to supplement their income from agriculture, besides helping in the development of cottage industries in the area. They recommend that the proposal to allocate adequate funds under this scheme so as to cover as large a number of agriculturist families in the villages as possible should receive the urgent consideration of Government.

61            The Committee note that after the lapse of a certain period following the commencement of the resettlement phase, the displaced families cease to be entitled to maintenance subsidy. The Committee suggest that a survey should be made of the economic conditions of those families who have, as a result of efflux of time, ceased to be entitled to maintenance subsidy and necessary measures taken to make self-sufficient such families as are found to be in distressed economic condition, on account of poor agricultural yield.

36            62            The Committee are of the view that the present policy in regard to 'tagged' persons, if allowed to continue for long, is likely to have far-reaching social consequence for settlers in Dandakaranya inasmuch as economic pressure occasioned by the rigid policy of the Government in this regard may eventually cause disintegration of families, and create difficulties in inheritance of properties. In view of the magnitude of the pro-

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		blem which affects the welfare of 1,137 families (out of a total of 8,244 families moved to Dandakaranya upto the end of September, 1964) and in view of the fact that financial implications of providing subsidy or maintenance allowance to only 1,611 persons may not be very large, the Committee suggest that the policy of the Government in regard to 'tagged' persons may be reviewed, and the Dandakaranya Development Authority may be empowered to grant relaxation from the general policy in cases of genuine hardship.
37	65	The Committee regret that considerable infertuous expenditure has been incurred in constructing the work centres far in excess of the requirements. They feel that a proper phasing of the programme for construction of work centres on the basis of actual requirements could have saved a substantial expenditure on this account. They recommend that a survey be made of the existing work centres with a view to their proper utilisation.
38	66	The Committee consider it unfortunate that these work centres were dismantled without making proper provision for such contingencies which have arisen in the wake of exodus of migrants from East Pakistan in January, 1964.
39	66	The Committee would stress that the existing work centres should not be dismantled unless it is conclusively proved that they are surplus to requirements and that they would not be required in the foreseeable future for housing displaced persons.
40	66	As most of the work centres are on road side, the Committee feel that these could have been put to good use as centres for non-agricultural rehabilitation schemes particularly when the Dandakaranya Development Authority has not

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been able to provide any such schemes which are so much needed.

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The Committee would suggest that the stay of the families in the work centres should be put to effective use by imparting them training in improved methods of agriculture suited to Dandakaranya area. Practical demonstrations would go a long way in bringing home to the displaced persons the need for adopting suitable agricultural practices to get optimum return from the lands to be allotted to them in Dandakaranya. The Committee would also suggest that the families may be imparted training in cottage industries and subsidiary occupations such as poultry, bee keeping, beedi making, weaving etc. which can play a significant part in augmenting their meagre resources. Instructions may also be given to the families in such matters of national importance as family planning, co-operatives, sanitary conditions of living etc.

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The Committee have been informed that 50 per cent of the land released by the Madhya Pradesh Government in north Bastar have been found to be unsuitable; so they feel that the authorities should try to persuade the Madhya Pradesh Government to release some more suitable land for the rehabilitation schemes. The Committee learn that attempts to secure land in south Bastar were opposed by the Madhya Pradesh Government on the three reasons viz. (a) land has to be released for families who may be displaced in the wake of Ichapali and Bhopalpatnam Projects; (b) the area is a teak growing region; and (c) according to the National Forest Policy Resolution, 60% of the area has to be reserved as forests. The Committee feel that it may not be difficult for the Dandakaranya Development Authority/Ministry to take precautionary steps regarding these 3 points even if land in that area is released for rehabilitation, particularly the interest of teak wood and provisions of the National Forest Policy Resolution. It is, however, for the Union Government to take up the issue with the Madhya Pradesh Government for the release of more suitable land in the Bastar district, in the background of their experience of some lands released earlier being not found suitable.

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43	73	The Committee suggest that the possibility of further releases of land in the Paralkote and Minghachal areas of Madhya Pradesh may also be explored by Government.
44	75	The Committee note that the Dandakaranya Development Authority selects the land for the Dandakaranya Project and negotiates with the concerned States for its release. The Committee feel that in such cases where the land is not released by the State Governments within a reasonable time, the Ministry of Rehabilitation should take up the matter with the concerned State Governments.
45	75	The Committee suggest that the whole procedure for release of land should be streamlined in consultation with the concerned State Governments to eliminate avoidable delays.
46	78	The Committee recommend that the desirability of locating the headquarters of the Lands Organisation of the Dandakaranya Development Authority at Koraput may be examined.
47	79	The Committee note that in the case of Malkangiri Zone, application was preferred for release of land without any reconnaissance survey. After the completion of the survey, land comprised in 58 villages was found to be not suitable and was not pressed for release. In order to avoid such a situation, the Committee suggest that release of land should be applied for only after a reconnaissance survey of land has been undertaken.
48	81	The Committee are of the view that the high percentage of rejections (39 per cent) out of released lands by State Governments, as a result of advance soil survey reflects unfavourably on the performance of the Land Organisation of the Dandakaranya Development Authority which is responsible for reconnaissance survey on the basis of which proposals for release of land are framed and land is got released.
49	81	The Committee would suggest that a small expert team may be constituted to suggest ways and means of putting to use large areas of reclaimed or even released land rejected as unsuitable for agriculture.



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The Committee also suggest that it may be examined whether such areas can be utilised for setting up small scale and cottage industries.

50	85	The Committee stress that the instance of Kondagaon where areas of land were reclaimed without advance soil survey and displaced persons resettled on land without assessing beforehand its potentialities for cultivation should not be repeated and proper soil survey should be made before the land is reclaimed and distributed among the displaced persons.
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51	85	The Committee cannot emphasise too strongly the importance of the advance soil survey on the results of which the reclamation of land and in fact the success of the resettlement programme of the Dandakaranya Development Authority entirely depends. Improper soil survey at that stage could render the entire expense on reclamation of land and setting up of villages thereon infructuous, besides causing hardships and misery to the families settled on land of poor quality. The Committee recommend that with a view to achieve higher standards of performance, the desirability of reorganising the Soil Conservation Organisation engaged on advance soil survey work should be examined in consultation with the Chief Soil Survey Officer of the Ministry of Food and Agriculture.
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52	85	The Committee are of the opinion that the rejections out of released lands can be minimised if in addition to reconnaissance survey, advance soil survey of prospective land sites is also made so that the most promising land suitable for agriculture, is applied for release.
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53	85	The Committee feel that as large areas of land of good quality may not be available, it may be necessary to take steps for developing marginal and submarginal lands also by providing fertilizers, irrigation, bunding, etc.
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54	88	The Committee recommend that the desirability of having a single Soil Survey Organisation headed by an expert in soil survey work for conducting surveys of land at different stages may be examined.
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55	89	The Committee hope that in pursuance of the recommendations of the Chief Soil Survey Offi-
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cer of the Ministry of Food and Agriculture, detailed soil survey of the different areas in Dandakaranya would be completed at an early date.

56	89	The Committee would stress that the "Feeler Tests", as suggested by the Chief Soil Survey Officer, should be carried out to find out whether the soil lacks any of the essential trace elements which affect the yield of the crops and take necessary remedial measures to make good the deficiency.
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57	90	The Committee are unhappy to note that the land harrowed during Phase I of the Dandakaranya Project ending in 1960-61, was actually 27,739 acres against the target of 70,620 acres, representing a shortfall of 61 per cent. The Committee have already commented on this aspect in paras 58-60 of their earlier report on Dandakaranya Project (1960).
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58	93	As regards the second reason advanced by the Ministry for not achieving the reclamation target for 1962-63, namely, "slow progress in soil survey", the Committee find from another note submitted by the Ministry on the Revised Project Report that out of 1.19 lakh acres of land soil surveyed from inception till the 30th June, 1963, only 81,075 acres were actually reclaimed leaving a balance of 11.533 acres of suitable land.
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As regards the third reason for not achieving the reclamation target for 1962-63, namely, "delay in extraction of valuable timber from the released areas by the State Forest Department", the Committee find that according to the prescribed procedure the State Forest Department is required to remove all valuable timber before the area is released to the Dandakaranya Development Authority. It is, therefore, obvious that if the prescribed procedure was followed there could be no occasion for delay on this account after the land was released.

The Committee are also not convinced that the shortfall in the reclamation target for 1962-63 could be attributed to "retention of some old C.T.O. units in Umankote" in view of the fact that the Dandakaranya Development Authority

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have stated in reply to another question that during 1962-63 "80 machines out of 153 could not be deployed throughout the season primarily for want of land".

This leaves only two reasons from amongst those advanced by the Government for the short-fall in the achievement as compared to the reclamation target for 1962-63, namely, delay in starting the reclamation operations and the delay in sinking the tube-wells which are the responsibilities of the Dandakaranya Development Authority.

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The Committee cannot help observing that the performance of the Dandakaranya Development Authority in regard to reclamation of land has been singularly unsatisfactory. Except during the year 1961-62 when the target was fulfilled, the achievements have been falling far behind the targets in diminishing proportions year after year. The Committee recommend that reclamation operations in Dandakaranya should be properly planned and annual targets fixed after taking into consideration factors which have been impeding progress in the past. Once the targets are fixed, no effort should be spared to achieve them.

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The Committee regret that due to inadequate arrangements for repairs and lack of spare parts of Komatsu tractors, supplied by the Army Ordnance Factories, nearly one-fifth of the Komatsu tractor fleet had to remain idle throughout the 1962-63 season. A fleet of 30 tractors also remained idle during 1963-64 season due to lack of proper planning and coordination. The Committee recommend that in order to avoid situations as happened in 1962-63, urgent steps should be taken by the Ministry of Rehabilitation in consultation with the Ministry of Defence to build up a buffer stock of spare parts of tractors of different make held by the Reclamation Organisation and to improve the arrangements for repairs of tractors so that the reclamation programme is not held up for want of repairs to tractors.

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The Committee hope that reclamation and other ancillary operations would be properly

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planned so as to ensure optimum use of the tractors in hand.

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| 62 | 98  | <p>The Committee cannot help concluding that the reason for not fully utilising the tractors during 1963-64 season was not so much the delay in the release of land as the slow progress in advance soil survey and extraction of valuable timber. The Committee would urge that the various processes which have to precede reclamation operation should be properly planned and the Soil Survey, Forest and Reclamation Organisations should so coordinate their work that reclamation operations are not hampered and the tractors available for reclamation purposes do not remain unutilised on account of the tardy performance of one organisation or the other.</p> |
| 71 | 98  | <p>While appreciating the performance of the Dandakaranya Development Authority in handling the influx of new migrants at the Mana Group of Transit Camps, the Committee are distressed to note that the activities of the Dandakaranya Development Authority were slowed down in the middle of the 1963-64 season.</p>   |
| 63 | 101 | <p>The Committee would suggest that detailed reasons for the steep increase in the cost of reclamation per acre of land through Komatsu tractors and the increase in their cost of operation and maintenance may be enquired into in detail and remedial measures taken to bring down the cost of operation.</p>  |
| 64 | 102 | <p>Now that large areas of land, not only in Dandakaranya but also in several states, have to be reclaimed in pursuance of the programme for the resettlement of new migrants, the Committee recommend that the question of scrapping the remaining old C.T.O. tractors may be re-examined by an independent expert team which may also take into consideration the maintenance, operation and reclamation costs of these tractors.</p>   |

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65	103	The Committee are constrained to note such discrepancies in figures. They would urge that such discrepancies would show defective accounting and should not be allowed to occur.
66	103	The Committee consider that even if the depreciated book value of the tractors was "almost nil" at the time they were scrapped ordinary prudence would have indicated that such of the parts of the tractors which were not required for cannibalisation or for spares should be disposed of by following the normal procedure of public auction through the Directorate General of Supplies and Disposals. The Committee would like Government to fully investigate the matter to make sure that the scrapped tractors have been properly accounted for and that as much amount as was possible has been realised.
		The Committee would also suggest that in case it is finally decided to scrap the remaining old C.T.O. tractors, no effort should be spared to dispose of these tractors by transfer or sale to such Central or State agencies or public bodies or by public auction through the Directorate General of Supplies and Disposals, so that adequate scrap value may be obtained.
67	107	The Committee note that additional machinery from abroad costing nearly Rs. 1.16 crores in foreign exchange was purchased on the basis of a programme for the reclamation of 75,000 acres for the working season 1960-61. While the reclamation targets for that year was drastically reduced from 75,000 acres to 26,500 acres, the orders for additional machinery from abroad were allowed to stand and the machinery was delivered by May, 1961. Even with the additional machines procured, the area actually reclaimed was 14,370 acres in 1960-61, 34,259 acres in 1961-62, 24,007 acres in 1962-63 and 9,594 acres in 1963-64.

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- The Committee regret to note that the decision in 1960 to purchase additional machinery from abroad was not considered in the light of targets of reclamation revised subsequently and foreign exchange worth nearly Rs. 1.16 crores was spent on the purchase of additional machinery when there was no pressing need for the same.
- 68            108            The Committee note that during 1961-62, it was possible for the Reclamation Organisation of the Dandakaranya Development Authority to reclaim 34,259 acres of land by working only 204 tractors (of which a good number were old) in single shift, with 22 of them working at less than 75 per cent of their capacity. They hope that the need to purchase additional number of tractors will be reviewed with reference to the prospects of timely availability of land and the possibility of working the existing machinery in double shift.
- 69            109            Now that the Rehabilitation Reclamation Organisation has been entrusted with the responsibility for reclamation of land at a much larger scale in and outside Dandakaranya Project area, the Committee recommend that the Ministry of Rehabilitation should make a thorough examination of the Reclamation Organisation in regard to its capacity, procedures and performance with a view to exercise a closer watch on the future performance of the Organisation.
- 0            110            The Committee note that the percentages of displaced persons and Scheduled Tribes/Castes employed in the Reclamation Organisation were only 8.51 and 5.53 respectively. They feel that efforts should have been made to provide employment to more displaced persons and those from Scheduled Tribes/Castes in the Reclamation Organisation, particularly in the skilled and semi-skilled jobs and if necessary, proper training should have been arranged for them.
- 71            115            The Committee feel that the areas of land reclaimed but not allotted to the settlers at the end of the working season 1962-63 and 1963-64 have been rather large. They recommend that
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the various organisations concerned with land after it is reclaimed should work in close coordination so that the reclaimed area remaining unallotted is kept to the minimum thereby helping quicker rehabilitation and saving avoidable expense on reharrowing of land before allotment in the next season.

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The Committee feel that the progress of construction of village houses has been slow. They recommend that the work of construction of village houses should be expedited during the current working season. They also recommend that while drawing up the programme of work for the next working season, special attention should be given to this aspect of resettlement which has lagged far behind.

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The Committee regret to note that the arrangements made to provide water supply to the villages for drinking and other purposes have been inadequate and the progress in this regard is rather halting. They recommend that the work on excavation of tanks and digging of wells should be speeded up.

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The Committee regret to note that quite a number of tanks go dry completely or partially, in the pre-monsoon months. They feel that more care should have been taken while excavating the tanks.

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The Committee note that follow-up action was initiated by the Dandakaranya Development Authority and by the end of September, 1964, 19 disused tanks were put back into use. The Committee recommend that survey work in the remaining villages which had to be stopped due to the onset of monsoon should be completed expeditiously and the tanks and wells which are found to have gone dry or partially dry should be re-excavated or deepened, as may be necessary, before the onset of the next monsoon.

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The Committee regret that it has not been possible for the Dandakaranya Development Authority to collect information regarding tube

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wells in working condition in the villages. They recommend that a survey should be made of the condition of tubewells in the villages set up by the Dandakaranya Development Authority and those tubewells that are not found in working order should be repaired without undue delay.

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The Committee recommend that, in view of the general shortage of water in the villages in Dandakaranya, Government may assess the necessity of having the tubewells in the villages even after masonry wells are constructed in those villages and also devise measures for maintaining the tubewells in working order.

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The Committee recommend that the buildings for the village schools and Community Centres should be constructed on a priority basis.

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The Committee are constrained to note that although the pioneer batch of 119 non-agriculturist displaced families of non-camp category arrived in Dandakaranya Project in 1959, it has not yet been possible for the Dandakaranya Development Authority to find homestead plot for their resettlement in the Project area. The Committee recommend that urgent steps should be taken to provide rehabilitation assistance including homestead plots to all non-agriculturist displaced families of non-camp category who have been moved to Dandakaranya Project, if they have not already received rehabilitation benefits elsewhere and if they want to settle in Dandakaranya area.

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The Committee recommend that Government may examine the working of the Navajiban Cooperative Transport Society Ltd., Kondagaon operating in the Dandakaranya area in which the pioneer batch of displaced persons (truck operators) are engaged and assist the society in overcoming the difficulties which have of late hampered its proper and economic functioning.

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The percentage of non-agriculturist displaced persons rehabilitated in Dandakaranya by the end of September, 1964 works out to one per



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		cent, as against 10 per cent accepted by Government. The Committee would therefore strongly urge that concrete measures should be taken by Government to induct as large a number of non-agriculturists in Dandakaranya as possible to make for balanced development of the area. This matter deserves to be given the highest priority as there are a large number of non-agriculturists among the new migrants awaiting rehabilitation.
82	128	<p>The Committee regret to note that Bhaskal Dam Project involving a crore of rupees was sanctioned without proper consultation with Orissa Government in whose area it is located. The total estimated acreage of land belonging to displaced persons and newly resettled Adivasi land to be irrigated which is only 19.7 per cent of the total irrigable area, is a poor recompense for the investment when viewed in the perspective of the overall requirements of the settlers. The Committee are distressed to note that due care was not taken in assessing the advantages of the scheme before according it sanction.</p> <p>The Committee recommend that the execution of development schemes in the area should not be undertaken without proper consultation with the State Governments concerned and unless the benefits flowing from the schemes to the displaced persons and the tribals resettled in the area are of reasonable proportions.</p>
83	128	As the acreage of land of the displaced persons and the newly settled tribals to be irrigated by Bhaskal Dam is small, the Committee suggest that attempts should be made to utilise the surplus water for irrigating the lands of other people. They hope that it will be ensured by Government that the water of the dam will not be allowed to go waste in any case.
84	129	The Committee regret to note that although administrative approval for the Bhaskal Dam was given in May, 1960, work started in full swing "with Shovel and Dumpers" as late as in March, 1964. The Committee are unhappy that the execution of the project has been delayed on account of administrative lapses and lack of proper coordination with the various agencies of the Government concerned with finance

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and supplies. The Committee hope that the revised target of June, 1965 for completion of the project would be adhered to and the work completed according to schedule.

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| 85 | 130 | The Committee suggest that the reasons for the steep rise in the cost per acre of the culturable command area from Rs. 543.40 estimated in 1959 to the present estimate of Rs. 720.20 in respect of the Bhaskal Dam Project should be investigated by an expert team and necessary steps should be taken to reduce the cost as much as possible.  |
| 86 | 130 | The Committee fail to understand why the estimated cost of the Bhaskal Dam Project should be shown as Rs. 99.99 lakhs instead of rounding it off to Rs. one crore. The Committee would like that the reasons for keeping the estimated cost of the Dam Project slightly under one crore should be fully inquired into.  |
| 87 | 131 | The Committee are distressed to note that expenditure on construction of permanent buildings, roads etc. at the Malkangiri Dam site is being incurred despite the fact that an alternative scheme is under consideration. The Committee feel that further work on the construction of buildings etc. should be taken up only after the final decision on the construction of the Malkangiri Dam is arrived at.                          |
| 88 | 132 | The Committee recommend that the economics of the proposed medium irrigation schemes may be carefully examined with special reference to benefits likely to accrue to settlers and advasis in the project area before any expenditure is incurred on building quarters, roads etc. in anticipation of sanction.   |
| 89 | 135 | The Committee regret that no consideration was given in the initial stages to the preparation of minor irrigation schemes which could be completed within a shorter time and at less cost. Even after the report of the Agricultural Expert Team on Dandakaranya project was received in April, 1963, steps were not taken until recently for preparing schemes for minor irrigation and for survey and investigation of those schemes. |

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90	135	The Committee would stress the need for ensuring that the requisite number of engineers and supervisors are made available to the Dandakaranya Project for undertaking expeditious survey, investigation and execution of minor irrigation schemes. If engineering personnel from the neighbouring States of West Bengal, Orissa, Madhya Pradesh and Andhra Pradesh are not forthcoming, the Union Government should make the requisite number available from Central Public Works Department and Central Water and Power Commission so that the work in this crucial sector does not suffer.
91	137	The Committee hope that the technical feasibility and prospective advantage of a 25—30 feet deep well of 3—5 feet diameter will be fully gone into by experts before the scheme to subsidise the digging of wells for horticultural purposes by the settlers is put into operation.
92	138	The Committee would stress that the irrigation schemes suggested by the Agricultural Expert Team should have been thoroughly investigated. The Committee hope that even now expeditious action will be taken to implement such of them as are likely to prove beneficial to displaced persons and tribals.
93	143	The Committee regret to note that agriculture which is the principal occupation and the primary means of livelihood of most of the families settled in Dandakaranya has not kept pace with the requirements so as to enable an average family of 4 to 5 persons the minimum amount of paddy and other grains necessary for its annual consumption, seeds and for meeting incidental cash expenses. The Committee recommend that a careful analysis should be made of the causes of low yield in the different zones of the Project and an integrated programme drawn up to tackle the major obstacles in the way of increased production of paddy and other grains in the Project area.
94	143	The Committee feel distressed that a systematic annual crop survey on the basis of Random Sampling Method devised by the Indian Council

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of Agricultural Research has not yet been organised with a view to compile statistics in regard to agricultural yield in the different areas of the Project for use in framing suitable farm policies. They however, hope that this will be done from the next year.

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| 95 | 144 | The Committee consider that any programme which is not adopted by the Settlers in their individual holdings, through lack of resource or through lack of conviction is bound to be ineffective for accelerating either the pace of rehabilitation or augmenting the food resources of the farmers. The Committee, therefore, feel that there is an imperative need for a vigorous campaign among the settlers for bringing home to them the advantages of soil and water conservation measures.   |
| 96 | 145 | The Committee consider that there is considerable scope for mixed cropping in Dandakaranya as an insurance against partial failure of any single crop and that exclusive preference for paddy should be discarded in favour of a new cropping pattern in which the cultivation of maize, arhar, niger, mesta, tobacco, etc., all have a place. Leguminous crops like 'Dhanicha' could be grown either as a cash crop or as a source of green manure. The Committee feel that as the displaced persons are used to traditional methods and patterns of agriculture and are not familiar with new cropping patterns, it is necessary that they should be guided and encouraged to adopt mixed cropping and not left to themselves to develop agriculture on their traditional lines. The Committee would also urge that the evolving of suitable cropping patterns for sustaining an agricultural economy at a reasonable level of subsistence should receive the urgent attention of the Government. |
| 97 | 146 | The Committee note that as yet no attempt has been made to encourage the use of fertilizers inspite of the poor quality of land. They hope that concerted action will be taken in implementing the Outline Programme of Agriculture for the Working Season 1964-65.   |
| 98 | 146 | On the analogy of the subsidy which is given on the transport cost of fertilizers in hilly and  |

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		inaaccessible areas by the Union Department of Agriculture, the Committee would suggest that the question of extending the benefit of the concession to the settlers in the entire Dandakaranya area may be examined.
99	164	The Committee feel that, considering the limited resources of the settlers, the cost of fertilisers should be reduced so as to encourage farmers to use fertilisers to make up the deficiency in soil to the largest extent possible.
100	147	The Committee are in agreement with the views of the Agricultural Expert Team that the quantum of loan now admissible to settlers does not leave sufficient margin for meeting the cost of seeds and fertilisers. The Committee would, therefore, recommend that the requirements of the settlers should be re-assessed and the quantum of loan fixed on a realistic basis.
101	147	The Committee would like to point out that seeds and fertiliser loans should be considered as seasonal agricultural loans to be recovered at the end of the harvesting season while other loans may have to be carried over for some years.
10	15	The Committee note that out of a total of 4,338 mds. of Paddy, Hybrid Maize and Castor seed supplied to the settlers in Dandakaranya during the 1964 agricultural season, only 2,483 mds. or 46.5 per cent. came from the Mixed Farms set up by the Dandakaranya Development Authority and the rest were procured from settlers (1521 mds.) and open market (1334 mds.).

The Outline Programme for Agriculture drawn up for the working season 1964-65 *inter-alia* states:

“Detailed schemes for procurement, treatment and distribution of seeds will be drawn up making the maximum use possible of the potential of the Mixed Farms and selected settlers.”

The Committee hope that while making maximum use of the potentialities of the Mixed Farms for seed production, which incidentally are running at a loss, efforts would be made to make

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		good the deficiency by encouraging selected settlers to grow seeds on the lines suggested by the Agricultural Expert Team.
103	152	The Committee are glad to note that in pursuance of the recommendations of the Agricultural Expert Team, the Project authorities have drawn up a scheme for setting up Demonstration Centres for the benefit of the settlers. They would recommend expeditious implementation of the scheme so that the economics of the improved farm practices can be brought home to the cultivators without loss of time and reflected in the production of food and cash crops. The working of the scheme may be reviewed after one to two years by an expert team so as to take further measures, if any, in the light of experience to achieve the underlying objective.
104	152	The Committee would suggest that demonstration centres should be treated as an integral part of new villages to be opened in Dandakaranya for the settlement of displaced persons so that guidance in correct farm practices is available right from the beginning.
105	153	The Committee are constrained to observe that the Project authorities have paid scant attention to the question of training agricultural settlers in agricultural practices and their only achievement in this regard is the training of Malis for horticulture only, which too has been a partial success. They are convinced that if the agricultural development programme has to be accelerated, the farmers have to be trained to apply scientific and improve methods of cultivation of recommended crops. The Committee would urge that a comprehensive scheme for training in farming techniques should be introduced in the Mixed Farms and the Demonstration Centres proposed to be set up in consultation with the Ministry of Food and Agriculture.
106	153	The Committee suggest that the existing 'Mali' Scheme should be reviewed with a view to see to what extent the settlers have been benefited by it.
107	154	The Committee need hardly stress that improved implements should be supplied to the old

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		settlers without delay and that the new settlers should be invariably supplied with the improved implements from the very beginning.
108	154	The Committee hope that in undertaking the manufacture of improved implements in the industrial centres of the Project, the authorities would ensure that the cost is kept at reasonable level and that necessary measures are also taken to provide facilities for quick repair to the implements.
109	155	The Committee hope that the plant protection measures for application in the Dandakaranya Project area would be devised in consultation with the Plant Protection Organisation of the Union Ministry of Food and Agriculture so as to get the best results.
110	156	The Committee regret that though the broad outlines of the scheme for Co-operative Farming Societies were prepared as far back as 1962, the scheme has not made any headway even after a lapse of 3 years. They are also unhappy to note that the measures so far taken to follow up the scheme are slow and halting. In order to enable the settler farmers in Dandakaranya to derive the full benefits of farming on large scale, the Committee suggest that urgent steps should be taken to draw up a scheme for setting up Co-operative Farming Societies in Dandakaranya in consultation with the Ministry of Community Development and Co-operation (Department of Co-operation) and give it a practical shape without any further delay.
111	157	The Committee recommend that the possibility of extending the benefits of the various agricultural incentive schemes of the Central and State Governments to the settlers in Dandakaranya may be explored by Government.
112	161	The Committee are glad to note that steps are being taken for the induction of some settler families to work in the Mixed Farms. They would suggest that the Scheme should be finalised and expeditiously implemented. They would also stress that while preparing the scheme, care may be taken to see that a nucleus farm is maintained for ensuring supply of improved seeds to

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		the farmers in the zone and for continuing research to determine the best cropping pattern.
113	162	The Committee would suggest that early decision may be taken regarding the setting up of a mixed farm in Malkangiri. The Committee have no doubt that the Dandakaranya Development Authority, profiting from their experience of the existing farms at Umarkote and Paralkote, would so decide the location, nature and the size of the farm at Malkangiri as to render it of maximum practical use to the settlers in the zone and to obviate losses on its operations.
114	163	The Committee regret that despite the Staff Review Committee's recommendation first made in 1961 for a reconsideration of the utility of maintaining a separate farm for horticultural purposes at Dumuriput, no decision one way or the other was taken either by the Dandakaranya Development Authority or the Government. A second Staff Review Committee had to urge for a review of the recommendations a year later but the question still remains undecided. The Committee suggest that early decision may be taken on the proposal to convert the Dumuriput Horticultural Farm into a State Farm for the rehabilitation of settler families on an agriculture-cum-dairy-cum-poultry basis.
115	164	The Committee regret that although the report of the Agricultural Expert Team was in the hands of the Government as early as in April, 1963, it has not been possible for the Dandakaranya Development Authority to implement many of the recommendations made in the report and in particular the marketing Scheme. The Committee suggest that the Dandakaranya Development Authority may draw up early a scheme for developing suitable marketing facilities for agricultural produce in the area. The Project Authorities may, in particular consult the Director of Marketing and Inspection (of the Ministry of Food and Agriculture), who is responsible for developing regulated markets in the country for devising a suitable scheme and the Department of Cooperation (of the Ministry of Community Development and Cooperation) for developing cooperative marketing societies to facilitate disposal of agricultural produce.



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116	174	<p>From a study of the performances of the Industrial Centres set up by the Dandakaranya Development Authority, the Committee are led to the conclusion that the industrial centres of the Dandakaranya Development Authority, which have an important role to play in bringing about an economic rehabilitation of the settlers and tribals and ushering a composite society where agriculturists and non-agriculturists can have an equal share of prosperity, have failed to achieve the objectives for which they were set up. Established at a considerable cost, the industrial centres have neither created appreciable employment opportunities nor provided adequate facilities for vocational training to the settlers and tribals in the area.</p> <p>The Committee recommend that the industrial units set up by the Dandakaranya Development Authority may be examined by an Expert Team with a view to streamline their working. The Committee would suggest that in any future plan of reorganisation of the industrial centres emphasis should be placed on the appointment of competent persons possessing both technical and managerial ability of a high order. introduction of modern methods of production, costing and commercial accounting.</p>
117	177	<p>Considering that Dandakaranya is one of the most backward areas of the country where subsistence farming is the only economic occupation of the majority of the people, the Committee cannot too strongly emphasise the need for giving an agro-industrial character to the economy of the project area. The Committee note that except for the few small workshops like carpentry, blacksmithy, weaving and sheet metal which have been set up in the Industrial Centres managed by the Dandakaranya Development Authority, no serious effort has so far been made to establish small scale and cottage industries in the area. The Committee stress the urgent need for the setting up of small scale and cottage industries in the Project area so as to provide to the settlers and tribals a supplementary source of income, particularly in view of the generally unsatisfactory state of agriculture in the Project area. The Committee suggest that the Report</p>

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		of the Study Team sent by the Development Commissioner, Small Scale Industries, New Delhi, should be finalised without further delay so that in the light of their recommendations detailed schemes may be drawn up for establishing small scale industries in the area.
118	178	The Committee understand that sanction for the procurement of 1,000 cows and heifers from Delhi under the Stray and Wild Cattle Catching Scheme during the working season 1964-65 (October, 1964 to September, 1965) has been issued. The Committee would suggest that Government should explore the possibilities of increasing the number of cows and heifers supplied under the Stray and Wild Cattle Catching Scheme, from 1,000 to 2,000 a year, keeping in view the urgent requirements of Dandakaranya. The Committee would, however, like to stress that in selecting the stray animals, care should be taken that only productive animals are supplied to the settlers.
119	179	The Committee consider that the Dandakaranya Project authorities should have made arrangements for selection and branding of the animals from the very inception of the scheme to avoid any suspicion of malpractices. The Committee would suggest that the arrangements envisaged for the current season may be reviewed to see whether there are still any loopholes in the operation of the scheme and necessary remedial action taken to ensure that animals despatched to Dandakaranya are not substituted on the way.
120	180	The Committee recommend that as far as possible heifers which are too young should not be supplied to the settlers, so that they are not burdened for a long period with the maintenance of the cattle which may even turn out to be unproductive.
121	181	The Committee would suggest that the necessity of making departmental arrangements for the supply and transport of cattle instead of through contractors may be re-examined by Government.
122	181	The Committee feel that the price of milch cows fixed F.O.R. Mana at Rs. 70.00 per seer of milk production appears to be on the high side

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		and recommend that it may be reviewed, particularly after the review of the transport charges recommended in para 182.
123	182	In the light of the estimates, given in the paragraph, it appears to the Committee that rates for transportation approved by the Dandakaranya Development Authority are on the high side and that there is scope for their reduction. The Committee recommend that actual cost of transportation and feeding of cattle to different zones may be carefully worked out and maximum rates laid down in consultation with the Financial Adviser and Chief Accounts Officer of the Project.
124	182	The Committee suggest that Government may examine whether the cattle received at Raipur by rail could not be despatched to the project site by trucks of the Dandakaranya Development Authority so as to reduce the overall cost of transportation.
125	183	The Committee suggest that the possibility of improving the breed of cows in Dandakaranya Project area by means of artificial insemination may be examined.
126	184	The Committee suggest that the establishment of a bull-rearing farm in Dandakaranya as envisaged in the Report of the Agricultural Expert Team may be expedited in consultation with the Ministry of Food and Agriculture.
127	185	The Committee have already recommended in para 145 that the cropping pattern in Dandakaranya should be so designed as to provide for a variety of crops. They further recommend that the settlers should be supplied with a good variety of fodder seeds and roots and demonstrations of their use should be arranged in the villages.
128	186	The Committee recommend that a scheme for rearing sheep, particularly that of mutton grade in Dandakaranya may be finalised early in consultation with the Ministry of Food and Agriculture.
129	189	The Committee consider that while it may have been necessary to start the hatchery at Mana in October, 1960 because of lack of electricity and

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		other facilities in Dandakaranya area they consider that it should have been shifted to a more central place like Kondagaon. The Committee hope that the hatchery would now be shifted without further delay and that action would also be taken to increase the rate of production of eggs, minimise rate of mortality amongst birds, reduce transportation charges and in general effect economy on the Poultry Farms so as to cut down the losses.
130	189	The Committee would suggest that a poultry expert from the Ministry of Food and Agriculture may be asked to examine the possibility of reorganising the poultry scheme of the Dandakaranya Development Authority on economic lines so as to operate it at least on no-profit-no-loss basis.
31	190	The Committee suggest that the poultry expert referred to in paragraph 189, while considering the reorganisation of the poultry scheme of the Dandakaranya Development Authority, may also examine the desirability of restricting the scope of scheme mostly to raising poultry stock for supply to settlers for breeding purposes.
132	191	The Committee recommend that poultry extension work should be intensified amongst the settlers so as to educate and help them in poultry keeping on modern lines and reduce the mortality rate in the birds.
133	191	In view of the need for developing poultry as a subsidiary source of income for the settlers in Dandakaranya and also of the fact that Dandakaranya Development Authority have established poultry farms in the project area, the Committee suggest that Government may consider the desirability of appointing a poultry expert under the Director of Animal Husbandry.
134	192	The Committee recommend that the possibility of introducing Duckery in Dandakaranya may also be examined by the poultry expert suggested in para 189.
135	195	The Committee note that the scheme of pisciculture on a departmental basis in tanks taken on lease by the Dandakaranya Development Authority is hardly serving the interests of the settlers in the area. Apart from the fact that no fisherman family, settled in Dandakaranya, has been engaged on fish rearing in these tanks, it is doubtful whether in view of the tanks being situated at distant places outside the settlement zones, the

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		<p>advantage of the scheme in providing cheap source of supplementary nourishment to the settlers is really reaching them in substantial measure.</p> <p>The Committee recommend that the Government should review, in consultation with the Ministry of Food and Agriculture, the advisability of pisciculture on a departmental basis in tanks 40 to 70 miles away from the settlement zones and also wide apart from each other, which besides being costly, causes problems of supervision without any commensurate advantage to the settlers.</p>
136	196	<p>The Committee are unhappy to note that fish was being sold by the Dandakaranya Development Authority at almost half the market rate without any regard to the economy of the scheme, or the losses being incurred.</p> <p>The Committee are not aware whether the sale price of fish has since been refixed in relation to the prevailing market rates. The Committee recommend that the sale price of fish should be so fixed that the Scheme does not perpetually incur losses.</p>
137	196	<p>The Committee recommend that the Government may examine whether any portion of the fish available can be set apart for supply to the settlers at subsidised rates consistent with the economy of the Scheme.</p>
138	197	<p>The Committee feel that the performance of the Dandakaranya Development Authority in encouraging pisciculture in the tanks in villages so as to provide a source of supplementary income as well as a cheap source of nourishment to the settlers, has been disappointing. The Committee feel that special efforts are called for from the Dandakaranya Development Authority in this regard.</p>
139	198	<p>The Committee fail to understand why the value of fish in the tanks maintained by the Dandakaranya Development Authority has been taken into account while determining the income accruing out of the Pisciculture Scheme of the Dandakaranya Development Authority. Considering the fact that the fish in the tanks will be</p>

(1)	(2)	(3)
		available for sale only after sometime and until then direct and indirect charges would necessarily have to be incurred, the Committee feel that the method of accounting adopted is defective and needs to be suitably modified to indicate the correct state of accounts in regard to the Scheme.
140	198	The Committee feel that even though the Fishery Scheme of the Dandakaranya Development Authority is not treated as a commercial venture, it should not be allowed to run into heavy losses.
141	198	The Committee note that inspite of the recommendations of the Agricultural Expert Team, the Dandakaranya Development Authority have not been making full use of the advisory services in pisciculture provided by the Ministry of Food and Agriculture. In view of the fact that Dandakaranya Development Authority do not employ experts in each of the specialised branches of animal husbandry, the Committee recommend that Dandakaranya Development Authority should make full use of the advisory services provided by the Ministry of Food and Agriculture and by the State Governments in planning and execution of various schemes of animal husbandry particularly poultry and pisciculture in the Dandakaranya area.
142	201	The Committee recommend that the programme of constructing buildings for the schools in Dandakaranya may be speeded up.
143	201	The Committee recommend that suitable hostel accommodation as necessary may be provided in the Middle and High Schools as the students attending them come from faraway villages in the Zones.
144	202	In view of the fact that schools set up by the Dandakaranya Development Authority would ultimately have to be handed over to the State Governments, the Committee recommend that early steps should be taken by the Dandakaranya Development Authority to reorient the courses in the schools according to the curriculum prescribed by the State Government concerned.
145	202	The Committee note that the syllabus prescribed for the schools in Dandakaranya has been completely academic as in other schools and the

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authorities have ignored the fact that most of these boys have come from agricultural families and will have to go back to agricultural fields unless the fields are allowed to remain fallow. In order that education in the schools may be suitable for the boys coming from agricultural families, the Committee recommend that the educational pattern in the schools in Dandakaranya may be reviewed with a view to introduce agricultural and technical bias in the curriculum. They also recommend that each school should have either a small plot of land for agricultural practices or some sort of workshop to give the boys some practical training in crafts.

146	203	The Committee suggest that the proposal for imparting short-term training to the untrained teachers in schools in Dandakaranya by the Government of West Bengal may be financed early. They would further suggest that Government of Madhya Pradesh and Orissa be also approached for affording similar training facilities.
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147	204	The Committee note that there has been no consistency as to the number of boys sent up for technical training in different batches in as much as while the first and second batches consisted of 31 and 63 boys respectively, the third and fourth batches consisted of only 7 and 5 boys respectively. Further, the Project authorities failed to make satisfactory arrangements for in-plant training of their boys who successfully completed training at the Industrial Training Institutes as a result of which even those in the first batch who had completed their training as far back as 1963 were not able to get their diplomas.
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The Committee recommend that adequate arrangements should be made in consultation with the State Governments concerned for the in-plant training of the boys deputed by the Dandakaranya Development Authority after they successfully complete the courses in the Industrial Training Institutes either in workshops maintained by the Dandakaranya Development Authority or elsewhere.

48	204	The Committee regret that the Dandakaranya Development Authority have not prepared any
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		definite programme for imparting technical training to the displaced persons resettled in Dandakaranya. They recommend that programme for imparting suitable training in technical trades to the boys from displaced families resettled in Dandakaranya should be drawn up and an appreciable number of boys should be sent up for training every year.
149	204	The Committee suggest that the Government of West Bengal, Madhya Pradesh and Orissa should also be approached to examine the possibility of expanding the capacity of the existing Industrial Training Institutes in these States in order to accommodate a larger number of displaced persons from Dandakaranya in their respective institutes.
150	204	The Committee would like to suggest that, as within the next one or two generations, the land allotted to the settlers would no longer remain an adequate source of livelihood, Government may from now prepare a perspective plan for developing adequate industrial potential as an alternative source of livelihood.
151	205	The Committee recommend that a departmental committee may review the existing quantum and conditions for the grant of stipends by the Dandakaranya Development Authority to the displaced person students from the point of view of their adequacy and uniformity.
152	205	The Committee recommend that the feasibility of introducing an educational assistance programme in the form of loan scholarships repayable in easy instalments after the completion of training and subsequent employment may also be examined by the departmental committee mentioned in paragraph 205.
153	205	The Committee recommend that consideration of the proposal for giving an extra amount of Rs. 10 per month to the displaced person students whose families are not in receipt of subsidy/maintenance should be expedited.
154	205	The Committee would like to mention that certain shortcomings in the working of the Education Department of the Dandakaranya Development Authority were brought to the notice of the Study Group during their visit to the Dandakaranya Project. The Committee feel that the wor-



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155	211	<p>king of the Education Department of the Dandakaranya Development Authority calls for a review to make changes in its administrative machinery and to reorientate its outlook.</p> <p>The Committee suggest that Government may consider whether it would not be desirable in the interest of better coordination and administrative convenience to transfer the educational and medical organisations of Dandakaranya Deelopment Authority to the State Government concerned in consultation with them.</p>

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## APPENDIX VII

### *Analysis of recommendations in the Report*

#### I. CLASSIFICATION OF RECOMMENDATIONS:

A. Recommendations for improving the organisation and working:

Serial Nos. 1, 5, 11, 13, 14, 15, 18, 19, 20, 21, 22, 23, 24, 25, 31, 44, 45, 46, 51, 54, 59, 61, 62, 69, 70, 71, 90, 139, 154 and 155.

B. Recommendations for effecting economy:

Serial Nos. 8, 9, 10, 12, 16, 27, 29, 30, 37, 39, 64, 65, 66, 68, 85, 87, 116, 122, 123, 129, 130 and 136.

C. Miscellaneous recommendations:

Serial Nos. 2, 3, 4, 6, 7, 17, 25, 26, 28, 32, 33, 34, 35, 36, 38, 40, 41, 42, 43, 47, 48, 49, 50, 52, 53, 55, 56, 57, 58, 60, 63, 67, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 86, 88, 89, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100, 101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 111, 112, 113, 114, 115, 117, 118, 119, 120, 121, 124, 125, 126, 127, 128, 131, 132, 133, 134, 135, 137, 138, 141, 142, 143, 144, 146, 147, 148, 149, 150, 151, 152, and 153.

#### II. ANALYSIS OF MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY:

S. No. as per

summary of  
recommendations  
Appendix VI

*Particulars*

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| 10 | Detailed study of the staff position of the Dandakaranya Development Authority may be carried out with a view to rationalise it and effect economy. |
| 12 | After a detailed study is made of the staff position, all the posts found surplus should be abolished.  |
| 16 | Measures should be taken to eliminate infructuous travelling.   |
| 27 | The question of retaining the Supply Base at Mana should be examined.   |

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| 37  | Considerable infructuous expenditure has been incurred in constructing the work centres far in excess of the requirements. A survey should be made of these centres with a view to their proper utilisation.   |
| 39  | Existing work centres should not be dismantled unless they are surplus and cannot be utilised.   |
| 63  | Reasons for steep rise in the cost of reclamation of land through Komatsu tractors and the increase in the cost of operation of these tractors may be enquired into and appropriate measures taken to bring down the costs.                                  |
| 64  | The question of scrapping the remaining old C.T.O. tractors may be examined.   |
| 68  | The need to purchase additional number of tractors may be reviewed.  |
| 85  | The reasons for the steep rise in the cost per acre of C.C.A. in respect of Bhaskal Dam Project should be investigated and steps taken to reduce costs.  |
| 87  | Further expenditure on the construction of buildings etc. on the Malkangiri Dam site should be incurred only after final decision in regard to this Dam is taken.  |
| 116 | The working of the industrial centres set up by the D.D.A. may be examined and while reorganising them emphasis should be placed on appointment of competent persons of managerial ability, modern methods of production, costing and commercial accounting. |
| 122 | The price at which milch cows are purchased may be reviewed.   |
| 123 | There is a scope for reduction in the transport charges of cattle to Dandakaranya.   |
| 129 | Transportation charges in connection with the poultry scheme should be reduced and steps taken to effect economy in poultry farms so as to cut down losses.  |
| 130 | Poultry scheme should be reorganised on economic lines so as to operate it at least on no-profit-no loss basis.  |
| 136 | The sale price of fish produced under the Pisciculture scheme of the Dandakaranya Development Authority should be so fixed that the scheme does not perpetually incur losses.  |
| 140 | Fishing scheme of the Dandakaranya Development Authority should not be allowed to run into heavy losses.   |
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