

**ESTIMATES COMMITTEE
1959-60**

NINETY-SEVENTH REPORT

(SECOND LOK SABHA)

MINISTRY OF REHABILITATION

Dandakaranya Project



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1960.

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C O R R I G E N D A

Ninety-Seventh Report of the Estimates Committee on the Ministry of Rehabilitation--Dandakaranya Project.

.....

- Page 4, line 4, for 'salutory' read 'salutary'
- Page 4, para 10, line 8, for 'anamolous' read 'anomalous'
- Page 4, para 11, line 5, for 'has room' read 'had left room'.
- Page 6, line 9, for 'has' read 'have'.
- Page 9, para 31, line 2, for '109' read '115'.
- Page 9, para 31, line 4, delete ', ' after the words 'They feel that'
- Page 16, para 50, line 5, for 'pari pasu' read 'pari passu'
- Page 18, para 54, marginal heading, for 'Rehabilitation' read 'Reclamation'.
- Page 18, para 55, marginal heading, for 'programm' read 'programme'
- Page 19, para 56, marginal heading, for 'Nation Highway' read 'National Highway'
- Page 21, para 68, marginal heading, for 'Mechanised Purcha- of Tractors' read 'Mechanised-Purchase of Tractors'.
- Page 23, para 77, marginal heading, for 'Programme fo' read 'Programme for'
- Page 23, para 79, line 7, for 'Rayaguda' read 'Rayagadda'
- Page 25, line 5, for 'Paralkota', read 'Paralkote'
- Page 28, line 7, for 'chose' read 'choose'
- Page 29, para 101, line 7, delete ', ' after the words 'new homes'
- Page 34, footnote, line 5, for 'furnishedt' read 'furnished'
- Page 43, para 143, line 5, delete ', ' after the word 'however'
- Page 55, line 11 from bottom, for '109' read '115'.
- Page 54, Col.1, line 3, insert '8'
- Page 56, Col.3, line 11, for 'on' read 'to'
- Page 56, Col.3, line 8 from bottom, for 'pari pasu' read 'pari passu'
- Page 60, Col.3, line 2, for 'news' read 'new'
- Page 61, Col.3, line 14, before 'such' omit 'that'
- Page 65, S. No.50, Col.3, line 7, after 'tribulations' insert 'The indigenous tribal people see therein'.

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ESTIMATES COMMITTEE
1959-60

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Shri H. C. Dasappa

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*Elected w.e.f. 19th December, 1959, *vice* Shri Mathuradas Mathur resigned.

(iv)

| SECRETARIAT

Shri A. K. Ray, *Deputy Secretary.*

Shri R. K. A. Subrahmanya, *Under Secretary.*

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf present this Ninety-Seventh Report on the Ministry of Rehabilitation—Dandakaranya Project.

2. The Committee wish to express their thanks to the Secretary and other officers of the Ministry of Rehabilitation for placing before them the material and information that they wanted in connection with the examination of the estimates.

NEW DELHI-1,
The 26th April, 1960.
Vaisakha 6, 1882 (Saka)

H. C. DASAPPA,
Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTION

The reasons for and the background of mass migration of the minorities from East and West Pakistan are too well known to need recounting. As has been pointed out in the Committee's 89th Report, the migration from East Pakistan had some special features like the continual and growing volume of influx and non-availability of land in West Bengal. By 1955 the immigration from East Pakistan had assumed alarming proportions.

Migration from East Pakistan.

2. Most of the displaced persons who came to India at later stages were sturdy agriculturists, but there was no land in West Bengal, Assam or Tripura where they could be settled. Schemes for the rehabilitation of these displaced persons in Bihar, Madhya Pradesh, Orissa, Saurashtra, Uttar Pradesh, etc. were prepared but all of them proved to be mere palliatives. The Government of India had to look around for a large undeveloped area which could be utilised as a new home for these masses of uprooted humanity.

Necessity for finding out a large undeveloped area for settling of displaced persons.

3. In this connection, a suggestion was made that a large tract of land covering the Western portion of 'Sircars (Andhra), some portions of erstwhile Hyderabad State, Bastar State' in Madhya Pradesh and the Jeypore Zamindari in Orissa might be suitable for the purpose. This area, the old Dandakaranya of Ramayana, is a contiguous area of about 80,000 sq. miles. It is rich in forest and mineral wealth, has a scanty population, mostly adivasis, and being under-developed offers much scope for planned development.

Proposals of development of Dandakaranya.

4. The proposal to develop this area was generally approved by the Rehabilitation Committee of the Cabinet in January, 1957. A Committee was set up known as the AMPO Committee (Andhra, Madhya Pradesh and Orissa Committee) with the Principal Finance Secretary as its Chairman and the representatives of the Ministry of Finance, Rehabilitation, Agriculture, Home Affairs and the Planning Commission as members to further examine the proposal. The Committee submitted certain detailed proposals indicating the lines on which the area might be developed. These proposals were approved by the National Development Council in June, 1957 and by the Rehabilitation Committee of the Cabinet in August, 1957.

Decisions
of Govern-
ment.

5. To start with, a Chief Executive Officer (later designated as Chief Administrator) was appointed in November, 1957 to prepare a detailed note on each phase of development of the project with its financial implications. The programme prepared by the Chief Administrator for the first phase was approved by the Rehabilitation Committee of the Cabinet in April, 1958. This Committee decided:

- (a) that the scheme for the development of Dandakaranya should be an integrated one for the benefit of both displaced persons from East Pakistan and local inhabitants with special reference to the well-being and promotion of interests of the tribal inhabitants of the area;
- (b) that the execution of the scheme should be in the administrative charge of the Ministry of Rehabilitation;
- (c) that the State Governments would empower the Central Government and, through it, the Chief Administrator, to execute the Scheme in their respective areas;
- (d) that early steps should be taken to obtain agreement of the State Governments concerned and to the delegation of the necessary powers to the Central Government and, through it, to the Chief Administrator; and
- (e) that a Central Authority consisting of the representatives of the Ministry of Rehabilitation and the State Governments concerned should be constituted.

6. Thus did the Dandakaranya Development Project come to be undertaken. *The Committee are glad that the Government were able to project a plan of this nature and magnitude and are glad also that the States of Orissa, Madhya Pradesh and Andhra came forward to have the area developed for the dual purpose of rehabilitating the displaced persons of East Pakistan and of resettlement of local adivasis.*

7. Under the first phase which is coterminous with the Second Five Year Plan, only some portions of the two States of Orissa and Madhya Pradesh covering an area of 30,000 sq. miles have been taken up for development.

CHAPTER II

ORGANISATION

A. Constitution of the D.D.A.

8. In accordance with the decision of the Rehabilitation Committee of the Cabinet, the Dandakaranya Development Authority was constituted on 12-9-1958 by a resolution of the Ministry of Rehabilitation. The resolution is given in Appendix I.

Danda-
karanya
Develop-
ment
Authority.

The D.D.A. comprises of the following;

1. A Chairman
 2. A Chief Administrator
 3. Member (Finance)
 4. Member (Engineering)
 5. Member (Agriculture)
 6. The Chief Secretary, Government of Madhya Pradesh
 7. The Chief Secretary, Government of Orissa
 8. A representative of the Union Ministry of Home Affairs
- (A representative of the Ministry of Rehabilitation has also since been added.)

B. Chairman

9. The Chairman of the Authority is a non-official Member working part time. He is not in receipt of any remuneration except T.A. for his journeys connected with the working of the Authority. He is also provided with a small personal staff. The Study Group of the Committee which visited Dandakaranya were given to understand that the Chairman had no special powers. In practice, however, the other Members of the Authority generally accepted the Chairman's advice because of his experience and knowledge. During evidence the Secretary of the Ministry stated that as there was a full-time Chief Administrator it was considered that a part-time Chairman would be sufficient. He, however, agreed that it would have been better to have a full-time Chairman, and informed the Committee that in recognition of that necessity the Chief Administrator had since been appointed as Deputy Chairman. *The Committee feel that for speedier and better implementation of the*

Project it would be better if a full-time Chairman with Headquarters in Dandakaranya is appointed. The presence of the Chairman in the Project area itself is bound to exercise a salutary effect in every way.

C. Powers of Chief Administrator vis-a-vis other Members

10. Among the Members of the Authority, the Chief Administrator, the Members (Finance), (Engineering) and (Agriculture) are full-time Members. Other Members are part-time. Till recently the position of the Chief Administrator vis-a-vis other Members was uncertain. Though the Chief Administrator in his capacity as Chief Executive of the Authority was in overall administrative charge of the project, his position was somewhat anomalous because the top engineering and agriculture officers of the project had also been made Members of the Authority. This gave rise to a mistaken belief that the other Members were in no way subordinate to the Chief Administrator and they were not answerable to him for their actions, with the result that trouble arose between the three senior officers of the Authority, namely, the Chief Administrator, Member (Engineering) and Member (Agriculture) as soon as the latter two joined the Authority. The Chief Administrator held the view that in any matter, whether it related to engineering or agriculture, his decision should be final. The two technical officers on the other hand held that as Members of the Authority they should have complete freedom in their spheres. This led to considerable administrative difficulties which resulted in a crisis in the affairs of the Authority.

Reasons for adoption for the original set-up.

11. During evidence the Secretary to the Ministry stated that there had lately been a sort of feeling in certain quarters that technical officers should not be subordinate to the administrative sections. He admitted that this arrangement in Dandakaranya has room for considerable friction and misunderstanding. He informed the Committee that it had since been modified. Under the revised arrangement the Chief Administrator had been appointed as the Deputy-Chairman of the Authority and it had been made clear that his position in the Authority was higher than that of the other Members.

Crisis in the administrative pattern.

12. *The Committee understand that the crisis which developed in the Dandakaranya Development Authority was of a serious nature. The resulting deadlock brought the work in the administration practically to a standstill. The crisis was inherent in the pattern of organisation prescribed for the D.D.A. which did not provide for either a full-time Chairman with overriding powers, or invest the Chief Administrator with such powers. The Committee regret that in setting up an organisation like the D.D.A. sufficient care was not taken to eliminate an inherent defect of this nature.*

13. *Even as things are, the utility of having departmental heads—as of Engineering and Agriculture—as Members of the Authority is open to doubt. The Committee would desire that the matter may be examined.*

D. Representation of States and Non-officials

14. Since only portions of the two States of Orissa and Madhya Pradesh are under development, the Governments of the two States are represented on the D.D.A. through the respective Chief Secretaries. It was stated that Andhra Pradesh was not represented as no portion of the State had yet been taken up for development.

Association of Orissa and Madhya Pradesh.

15. *The Committee feel that as the project is an integrated one, it would be desirable to associate all the three States from the beginning in order to work out an integrated plan. For otherwise there is just a possibility of some of the schemes now taken up not fitting into what might have to be taken up later in the Andhra part of the Dandakaranya.*

Necessity for associating Andhra.

16. West Bengal is also vitally interested in the Project as one of the main objects of the Project itself is to rehabilitate displaced persons from East Pakistan and a large number of them are at present in West Bengal. *The Committee consider it desirable to associate 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.*

Need to associate West Bengal.

17. Other than the Chairman, there is no non-official representation in the Authority. The Secretary of the Ministry stated that if non-official Members were to be added to the Authority, it would become an unwieldy body. He was also of the view that it was not necessary to have non-officials in the Authority. They might be consulted by the Chief Administrator as and when necessary. *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 Authority. They do not think that addition of a few such non-officials would make the body too unwieldy. As already indicated, they do not think it necessary for the Members of Agriculture and Engineering to be Members of the Authority. They may be departmental heads. The Committee therefore suggest that the feasibility of appointing a few non-officials as part-time Members may be considered.*

Association of non-officials.

E. Powers delegated to the Dandakaranya Development Authority by the Ministry

18. The Committee were informed that the Dandakaranya Development Authority was to act for all purposes

Curtailment of powers.

as an autonomous body. It was given vast powers in regard to sanctioning of works and appointments. It could sanction projects costing upto Rs. 40 lakhs and could make all the appointments carrying salaries up to Rs. 1,500 and create posts the maximum salary of which did not exceed Rs. 2,000 per month. It was also given special powers with regard to the purchasing of stores, but after the recent crisis in the organisation of the D.D.A. the powers of the Authority to sanction schemes has been curtailed to Rs. 10 lakhs. Schemes costing more than Rs. 10 lakhs have now to be referred to the Ministry of Rehabilitation for approval before implementation.

Expla-
nation for
the cur-
tailment.

19. During evidence the Secretary of the Ministry explained that to start with the Ministry did not have enough authority over the D.D.A. It was expected that it would work as an autonomous body and work smoothly. Both these expectations went awry. The Authority did not work free of friction nor did it make headway as was expected of an autonomous body. If it was a statutory body, it would have been a different matter but being not a statutory body, it was expected to work in an autonomous manner and as such the Ministry was directly answerable for its performance. So, the control of the Ministry over the administration was tightened.

Internal
Autonomy.

20. Dandakaranya is a new experiment in so far as the Centre is developing areas belonging to two or three units of the Union with powers delegated by the units to the Authority created for the purpose. There is also the question of moving the displaced persons of East Pakistan from West Bengal and possibly of other areas to Dandakaranya. These various factors naturally necessitate a closer relationship between the Ministry and the authority. *While in the matter of external relations of the D.D.A. with the State Governments concerned the Central Ministry would play a more direct part, the Committee feel that so far as its internal working is concerned it must be left with sufficient autonomy to proceed expeditiously with its various schemes.*

F. Delegation of Powers by State Governments

Back-
ground.

21. The decision of the Rehabilitation Committee of the Cabinet envisaged as noted in para. 5, that the State Governments concerned would empower the Central Government and through it the Chief Administrator to execute the scheme in their respective areas. It directed that early steps should be taken to obtain the agreements with the State Governments concerned and to the delegation of necessary powers to the Central Government and through it to the Chief Administrator.

22. A Study Group of the Committee which visited Dandakaranya were informed that no powers in general terms had been delegated to the Dandakaranya Development Authority by the State Governments. Specific powers were, however, delegated as and when occasion arose, e.g., the State Governments had permitted the building of roads in the areas released. The Committee were informed that if the Dandakaranya Development Authority wanted even an inch of land, it had to go to the State Government. The procedure of obtaining the approval of the State Government to the proposals was also complicated. The Dandakaranya Development Authority had no title to the land in the areas. It would not, therefore, give ownership rights to the displaced persons who would be settled there. They could only get occupancy rights, the extent of which was still under examination.

Lack of powers, an impediment.

23. The Study Group gathered that the delay in the delegation of powers by the State Governments was due to the apprehension of the State Governments that Dandakaranya might eventually become a Centrally-administered area. The Secretary of the Ministry stated that it had been made very clear to the State Governments that the Government had no intention of making it a Centrally-administered area. The intention was only to develop the land, rehabilitate the displaced persons and leave it to the State Government for administration. Though the Government of India was spending considerable amounts of money on the project, the only return it expected out of it was rehabilitation of displaced persons.

Apprehension of the States.

24. The work of the Dandakaranya Development Authority impinges on the powers of the local Governments at several points. It is needless to say that unless the powers of the Dandakaranya Development Authority in relation to those of the State Governments are properly defined and the Dandakaranya Development Authority is vested with powers adequate for its performance, the progress of the project is bound to be slow and halting. The Committee feel, that in view of the clear statement that there was no intention to create a Centrally-administered area in Dandakaranya, the Ministry of Rehabilitation would now be able to persuade the State Governments to delegate to the Dandakaranya Development Authority whatever powers are necessary for the successful implementation of the Project. Such a delegation of powers should have been obtained much earlier. *They suggest that the powers of Governments, delegation of which to the Dandakaranya Development Authority is necessary for prompt execution of the Project*

Need for early delegation of powers by State Governments.

may be worked out in fair detail and early steps taken for their delegation to the Dandakaranya Development Authority through the Central Government.

G. A Permanent Ministry to deal with Dandakaranya

25. As noted in para. 5, the Rehabilitation Committee of the Cabinet decided that the Dandakaranya Development Project should be placed in charge of the Ministry of Rehabilitation. That Ministry is a temporary Ministry and is likely to be wound up soon, while the Dandakaranya Project is likely to last for some time to come.

26. The Committee were informed that when the Ministry of Rehabilitation would be wound up, the Ministry of Home Affairs was likely to take over the Dandakaranya Project. That Ministry had been associated with the activities of the project. A Deputy Secretary of the Ministry was attending the meetings of the Dandakaranya Development Authority practically every time. No final decision had, however, been taken as to the Ministry that would actually take over the various functions of the Ministry of Rehabilitation. *The Committee consider that it would be desirable to associate the permanent Ministry which would ultimately take over the Project intimately with the Dandakaranya Development Authority from now on. They recommend that a final decision may be taken without delay with regard to the Ministry to which the work relating to Dandakaranya would be transferred.*

H. Staff Position

Vacancies.

27. The staff position of the project in October, 1959^a was as follows:—

	Posts created (1)	Posts filled (2)	Posts vacant (3)	% age of (3) to (1) (4)
Class I .	62	51	11	
Class II . .	97	64	33	
Class III .	1674	1129	545	
Class IV .	832	574	258	
TOTAL .	2665	1818	847	32

The position of technical staff was as follows :

	Posts created	Posts filled	Posts vacant	Percentage of (3) to (1) (4)
	(1)	(2)	(3)	(4)
Class I . . .	32	20	12	37.5
Class II . . .	103	68	35	34
Class III . . .	1436	572	864	60.2
TOTAL . . .	1571	660	911	58

28. It would be seen that a large percentage of the posts were lying vacant. The Committee were given to understand that the shortage of staff had retarded the progress of the project to a considerable extent. It was also stated that due to lack of amenities and difficult conditions of living in the area, people were not coming forward to fill the posts.

29. Explaining the steps taken to fill up the posts, it was stated that the vacancies were referred to State Governments, Central Departments, the U.P.S.C., and the D.G.R.E. The surplus staff of Hirakud project had also been taken. In some cases advertisement had also been made. The terms offered for appointment in the project were about 45 to 50 per cent. higher than those offered by Central Government normally. Yet the response to the efforts made by the project authorities was not satisfactory.

Steps taken to fill up vacancies.

30. No suggestions for liberalisation of terms were, however, made to the Committee by the representative of the Ministry. But there appears to be room for improvement in giving publicity to the vacancies adequately in the open market through newspapers. *The Committee suggest that the vacancies may be advertised more extensively in local and other leading outside newspapers.*

Committee's views.

31. From the figures supplied to the Committee they notice that out of 109 Class I and Class II posts filled so far, only 32 persons have been taken from the State Governments. *They feel that, adequate efforts may not have been made to secure the services of experienced and qualified staff from the State Governments. They consider that it may be more advantageous to obtain on deputation some of the officers of the State Governments concerned with the project. They suggest this possibility may be urgently explored in consultation with the Governments concerned*

Recruitment of officials of States.

Recruitment of displaced persons, local people and tribals.

32. The Committee were given to understand that so far as Class I and II posts are concerned, there was no question of any special preference being shown to local persons and tribals. They could be recruited only through the U.P.S.C. or borrowed from State Governments.

33. As regards Class III and IV posts, the following statement was furnished to show the number of displaced persons, local people and tribals appointed in the project:

	Sanctioned Strength	Number of posts filled	No. of d.ps. included in Column 2	No. of tribal & local included in Column 2
	I	2	3	4
Class III	1674	1024	308 (29.8%)	210 (20.3%)
Class IV	832	493	159 (34%)	247 (50%)

34. It would be observed that the percentage of local people and tribals employed in the Project is about 20 per cent for Class III and 50 per cent for Class IV and among these the tribals form a microscopic minority. This was explained to be due to the fact that the posts, though they were classified as Class III and IV were technical posts, such as drivers, mechanics etc. and very few people among the displaced persons, local people and tribals were qualified for them. The Secretary to the Ministry informed the Committee that the Chief Administrator had been asked to look into the complaint about the appointment of outsiders to such posts and that it should not happen.

35. *The Committee feel that as the project is intended as an integrated scheme for development of the area for the particular benefit of displaced persons from East Pakistan and the local people, and in particular the tribals, preference should be given as far as possible to such people for filling the posts in the project. They further suggest that after giving due consideration to their interests, preference should also be given to retrenched employees of the Ministry of Rehabilitation.*

CHAPTER III

PLAN AND PROGRESS

A. Essential Features of the Project

36. The Dandakaranya Project is a multi-purpose project. It is a project for the rehabilitation of displaced persons. It also aims to develop an area of 80,000 sq. miles, exploit its mineral and other resources and help in the uplift of the local and tribal inhabitants. The preliminary project report noted that the essential features of an integrated development of the area would be as follows:

- (i) eradication of malaria;
- (ii) improvement of communications by construction of all-weather roads and railways;
- (iii) (a) balanced utilisation of land, including afforestation, soil conservation, reclamation and the development of colonies with a balanced economy;
(b) evolution of the most beneficial crop pattern appropriate to the quality of the soil, climate and irrigation facilities;
(c) Horticulture;
- (iv) the provision of irrigation facilities;
- (v) extensive pisciculture, improvement of livestock and the introduction of new species;
- (vi) the establishment of industries based on the mineral and forest resources of the area;
- (vii) the provision of adequate transport and marketing facilities;
- (viii) the provision of adequate medical, educational and technical and vocational training facilities; and
- (ix) the development of power.

37. The Project Report also noted:

“Considering the backwardness of the area, its vast mineral and forest resources and the tribal character of about 45 per cent of the indigenous population, the ideal approach would have been to undertake these tasks in accordance

A Master
Plan.

with a master plan for development on a regional basis. The pressing need to resettle an uprooted population, however, makes it necessary to undertake most of this work before the master plan is ready, as its preparation would require about 3 years of hard and planned work, involving several surveys, investigations and studies."

38. The Ministry in their note dated the 28th March, 1958, to the Rehabilitation Committee of the Cabinet which was approved by the latter on 14th April, 1958, also indicated as follows:

"The nature of the area, its wealth and the diversity of problems call for scientific planning on a regional basis. For this purpose it is proposed to produce a Master Plan with a well-chosen planning staff. . . . The Master Plan is expected to be ready at the end of Phase I."

Delay in
Prepara-
tion of
the Master
Plan.

39. During the course of Study Group's visit to the area and examination of official witnesses, the Committee were informed that the preparation of the Master Plan had not yet started. The Committee were further informed that the delay was due to the non-availability of a suitable person who could do this job. Even if a suitable person was obtained now it would take 2 to 3 years to draw up a Master Plan. It is, therefore, not likely to be available by the end of Phase I programme which extends upto the last year of the Second Five Year Plan. When it will be ready cannot also be predicted in the present circumstances.

Necessity
for early
prepara-
tion of
Master
Plan.

40. 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.* ♣

B. Want of Proper Assessment of Estimates of the Project

41. The Rehabilitation Committee directed the Chief Administrator in November, 1957, to prepare and submit a detailed note regarding each phase of development with full financial implications. The Chief Administrator, however,

prepared a note on the first phase of the project only. It was stated in the note submitted to the Rehabilitation Committee:

“It is not possible, at this juncture, to go beyond 1961 or give the full financial implications of this phase not only because of the peculiar nature of the project but also because the staff needed to prepare plans and estimates is not in position; in fact, the full implications can be gauged only when the Master Plan for integrated development is ready.”

It will thus be seen that a complete or proper assessment of estimates of the whole project is not available.

C. Estimates of Phase I

42. In the Project Report (preliminary) prepared by the Chief Administrator it was estimated that the first phase of Dandakaranya Development Scheme would cost upto 31st March, 1961 about Rs. 37.89 crores. The estimates were considered by the Dandakaranya Development Authority and it recommended a provision of Rs. 29.46 crores. The project report was later considered by the Government and the estimates accepted for Rs. 17.70 crores. A break up of these estimates is given in Appendix II.

D. The Salient Points of the Project Report

43. The salient points of the project report as modified by the Ministry of Rehabilitation are as follows:—

	Rs.
(i) Gross expenditure on the Project from its start upto 31-3-1961	17.70 (lakhs)
(ii) The broad break-up of this expenditure is :	(In lakhs)
(a) General Development	574.80
(b) On displaced persons	712.00
(c) Residual value of assets	482.90
(iii) The number of 'displaced' families to be resettled :	
(a) Agriculturists	7,000
(b) Non-agriculturists	5,000
TOTAL	12,000

(iv) Area of land to be reclaimed for purposes of cultivation (7,000 families at the rate of 7 acres — 49,000 plus 21,600 acres for general development)	70,600 (acres)
(v) Number of rural houses to be constructed (at an estimated cost of Rs. 2,500/- each including development)	8,000
(vi) <i>Per capita</i> expenditure on a 'displaced' agriculturist family (on the basis of the total expenditure allocable to the displaced persons, viz. Rs. 712.30 lakhs)	Rs. 6.090

44. The physical targets which were to be achieved during the period covered by the Project Report are broadly indicated below:

- (a) Reclamation of about 70,600 acres of land;
- (b) Construction of about 8,000 village houses;
- (c) Settlement of about 12,000 families of displaced persons;
- (d) Construction and improvement of roads;
- (e) Completion of surveys and construction of minor and medium irrigation works;
- (f) Establishment of a technical and vocational Training Centre;
- (g) Establishment of transport, consumer goods and dairy co-operative societies and multi-purpose farms; and
- (h) Establishment of 2 mixed farms of 1,000 acres each at Umarkote and Paralkote.

45. *It would be evident from the above statement that while the Ministry of Rehabilitation planned to close the camps in West Bengal by July, 1959, by transferring 20,000 families to Dandakaranya, the project did not visualise the intake of more than 12,000 families upto end of 1960-61. Such unrealistic assumptions are perhaps responsible for a considerable portion of the unfavourable criticism recently levelled against the project.*

E. Progress Achieved

46. Statement showing (1) the original targets set in the Project Report (Preliminary); the revised targets fixed by Government; and the progress of the achievement; and

(2) the revised financial targets and the expenditure incurred there against are given below:

Statement I

	As per preliminary report	As per revised first phase programme upto 1960-61	Performance
1. Reclamation	1.5 lakh acres.	70,000 acres	Expected to reclaim 16,000 acres by June 1960. 7132 acres fully reclaimed upto 31-3-1960.
2. Construction of village houses.	190 villages	8,000 houses	22 village sites selected. Construction started at 7 sites.
3. Settlement families.	of 35,000	12,000	1,785 moved into the area upto 31-3-1960.
4. Construction & improvement of roads.	Improvement of 290 miles N.H. 43 New road Pandagaon to Paralkote.	Rs. 100 lakhs.	Not available.
5. Surveys and construction of minor and medium irrigation works.	Completion of survey and execution of some schemes.	Would be completed.	Only preliminary survey completed & no construction completed.
6. Establishment of technical and vocational centres.	1	1	None started so far.
7. Establishment of Transport, Consumer goods and dairy co-operatives etc.	8, 5, 1	No target.	Not available.
8. Establishment of mixed farms.	5	2	Not available.

Statement II

(Rupees in lakhs).

Year	Budget Estimates	Actual/ Revised Estimates
1957-58	25	4.95
1958-59	300	99.98
1959-60	600	380
1960-61	712	..

It is evident that the revised targets are very much lower than the original ones. It would also be observed that the progress* so far achieved falls very much short of the revised targets.

47. Statement No. II shows that the expenditure incurred by the project authorities also falls short of the financial targets.

**Explana-
tion for
short-fall**

48. During evidence the Secretary of the Ministry explaining the reasons for the short-fall stated that the work in Dandakaranya really commenced only in November, 1959. He, however, stated that every endeavour was being made to speed up the work and to get near the schedule. He informed the Committee that it was planned to reclaim about 16,000 acres of land upto June, 1960 and about 80,000 to 90,000 acres by May, 1961 and that it would be possible to take about 12,000 families of displaced persons in Dandakaranya by 1960-61.

49. As regards financial targets, the Secretary stated that Government hoped to spend about Rs. 11.5 crores by the end of 1960-61 against the estimated targets of Rs. 17.5 crores.

50. *The Committee apprehend that while the target of reclamation of land may be completed by 1960-61, many of the ancillary schemes such as irrigation works and roads, vocational centres, schools, drinking water etc. may not make sufficient progress pari passu with that of reclamation. The Committee would emphasise that there must be proper synchronisation of the various schemes, without which mere reclamation of land will not go far in rehabilitating the displaced persons.*

F. Integration with State Schemes

51. The Committee were informed that the functions of the Dandakaranya Development Authority might overlap with those of the State Governments concerned in the following fields:

- Irrigation
- Health Services
- Tribal Welfare
- Improvement of roads and other means of Communication
- Soil Conservation

*The particulars of progress achieved have been worked out from a note furnished by the Ministry.

Industries
 Horticulture
 Forests
 Veterinary Services and Animal Husbandry
 Agriculture
 Education
 Malaria Eradication and Control.

It was stated that co-ordination was ensured through the representatives of the States associated with the Dandakaranya Development Authority. During evidence the Chief Administrator stated that he was having discussions with the Deputy Commissioners and the Chief Secretaries of the State Governments as to the activities which the Dandakaranya Development Authority could take over from the State Governments and relieve them of the responsibility therefor or where it could supplement their efforts.

52. *The Committee wish to emphasise the importance of co-ordination between the development project of the Dandakaranya Development Authority and the regional development plans of the State Governments, both for economic and efficient implementation and with a view to avoid duplication. In the areas where the Dandakaranya Development Authority is to co-operate, its plans should be drawn up in full co-ordination with original plans of the State Governments, particularly those relating to communications, education and medical facilities and irrigation. On the other hand, where the State Governments have got their own Schemes, it may be useful to develop them by providing additional facilities for the benefit of displaced persons.*

Importance of co-ordination with State Governments in development schemes.

CHAPTER IV

PROJECT SCHEMES

A. Selection of Areas for Reclamation

Original
idea.

53. In the first report dated 13th November, 1956 envisaging the Project, Shri S. V. Ramamurthy visualised Dandakaranya as a contiguous area of about 80,000 sq. miles in Andhra, Madhya Pradesh and Orissa. It was proposed by the Ministry of Rehabilitation in their note dated 29th December, 1957 that half of the area should be left as forest and the population of the rest raised by 4 million, of which half may be the local Adivasis and the other half displaced persons.

Rehabili-
tation
under first
phase.

54. The first phase of the project will be confined to the districts of Bastar (Madhya Pradesh), Koraput and Kalahandi (Orissa). The combined area of these districts is 30,052 sq. miles. About 45 lakh of acres of land are under cultivation and the area under forest is about 16,000 sq. miles.

Area to be
reclaimed
under the
first phase
programm

55. In his phased programme for the years 1958 to 1961 the Chief Administrator suggested on 25th April, 1958 the following zones and targets for reclamation of land.

Zone	Acres to be reclaimed			Total
	1958-59	1959-60	1960-61	
Pharasaon	5,820	5,280	Nil	11,100
Narainpur	4,320	8,280	15,120	27,720
Amraoti	Nil	5,280	10,840	16,120
Umarkote	5,280	8,920	15,120	29,320
Malkangiri	7,320	11,920	19,400	38,640
Sinapalli	Nil	5,280	15,120	20,400
GRAND TOTAL				143,300

The Committee were informed that for the present reclamation operations had been limited to the following areas:—

- (a) Paralkote area in Bastar district, where about 50,000 acres are likely to be available for reclamation. Of this 10,000 to 15,000 acres are expected to be released for the coming season's operations.
- (b) Mingachal area in Bastar district where State Government have agreed to release about 6,000 acres; and

- (c) Umarkote area in Koraput district (Orissa) where 50,000 acres to 80,000 acres are expected to be available for reclamation; of this 8,000 acres are being demarcated by the State Authorities for the coming season's operations.

56. These areas are in the interior of Dandakaranya. The Committee were given to understand that originally it was planned to have the displaced persons' settlements along the National Highway No. 43 which traverses the districts of Bastar and Koraput. It was with that intention that the Pharasgaon area was selected. But it was later found that the tribals had settled along the National Highway in large numbers. Most of the land nearby the Highway was in their occupation and was not available for settlement of displaced persons. Besides Government wanted lands in fairly large chunks to be able to settle people in a community or group. The State Government of Madhya Pradesh advised that it was impossible to get any sizeable areas of land along the National Highway. So the present sites were selected.

Original plan for reclamation along the National Highway.

57. The sites are far flung and disconnected. It requires a large field organisation for the development of all the sites at one time. *The Committee doubt whether it was necessary to have taken up work on all the sites at the same time. They feel that from the point of view of organisation and systematic progress it might have been better to have progressed from site to site preferably by expansion of the same sites. They suggest that even now this procedure may be kept in view while taking up new sites for development.*

Actual areas selected widely dispersed.

B. Delay in Reclamation of Land

58. The progress of reclamation is as follows:

	Umarkote Acres	Paralkote Acres	Total Acres
Tree felling	7736	7205	14941
Windrowing	6972	1496	8468
Stumping	6678	602	7280
Root Cutting	6013	437	6460
Raking	6438	694	7132
Harrowing	5813		5813

Out of the deforested area of about 23 sq. miles some 7,132 acres, covering an area of 11 sq. miles have been fully reclaimed. Of this, 1,790 acres have been placed at the disposal of the State Government of Orissa for allotment to tribals.

The slow progress was attributed to the following reasons:

(i) As no survey had been conducted and no survey maps of the area were available, the entire area, which was found likely to be useful from the point of view of the displaced persons and their settlement therein had to be surveyed by the survey teams of the State Governments first and then of the Dandakaranya Development Authority before finally selecting the sites. The State Governments had thereafter to release the land. It was a long procedure. It had to go through the District Magistrate, District Forest Officer, the Board of Revenue etc. before Government orders releasing the sites could be issued.

(ii) Originally sites were selected along the national highway. The State Governments declined to make the land at those sites available because there were either tribal interests or valuable forests in the areas. In some cases the sites having been released were withdrawn by the State Governments on the same plea. The sites had, therefore, to be changed.

59. Thus though the decision of the Government regarding the Dandakaranya Project was communicated in October, 1958, the reclamation work did not start till November, 1959.

60. Time is no doubt required for settlement of the essential preliminaries prior to release of land. *But it appears that in preparing the time schedule for the reclamation operations due account was not taken of this fact or that time lag had been more than what was anticipated.*

Unsatisfactory survey in Pharasgaon area.

61. The Committee were informed that every site was surveyed before it was selected for reclamation. In Pharasgaon area it was originally proposed to reclaim about 8,000 acres of land. The land to the extent of 3,042 acres was released by the State Government and reclamation was also started. After reclamation of about 1200 acres the State Government pointed out that the area contained valuable Sal forests and stopped further reclamation. The stoppage of the work at that stage naturally hampered progress and put the reclamation unit out of gear.

62. *The Committee are surprised that when the survey was done before selecting the site the fact that the area contained valuable Sal forests was not noticed. It indicates that the survey was not done properly and due care was not exercised in selecting the site.*

Availability of land in Paralkote area.

63. During the visit of the Study Group of the Committee to Dandakaranya they were given to understand that even in Paralkote area where about 16,000 acres were expected to be reclaimed not more than 7,000 acres would be available for agricultural purposes.

64. The Secretary of the Ministry stated during evidence that that information was not correct. He informed the Committee that the Paralkote area was surveyed by the Ministry of Agriculture some time back for setting up a mechanised farm. It was considered suitable for the farm which was subsequently set up in Suratgarh for certain other reasons. There was also an irrigation survey for the area.

Survey of the Paralkote area.

65. *The Committee hope that in view of the doubts expressed to the Study Group of the Committee, the Government will carefully examine the usefulness of the area before proceeding with reclamation work in the area.*

Suggestion for careful examination.

66. *The Committee also suggest that the survey organisation of the Dandakaranya Development Authority may suitably be strengthened so that the mistakes of the kind that happened in Pharasgaon may be avoided.*

Strengthening Survey Organisation.

C. Reclamation Operation

67. The Project Report envisaged three methods to be employed for the reclamation operations.

Method (a)—by fully mechanised units.

Method (b)—by the combination of man-power and machinery.

In this method groups of 500 men to work with the support of subsidiary units comprising of 4 tractors.

Method (c)—by man-power with the assistance of hand-tools, a unit to consist of 500 men.

Reclamation Primarily Mechanised Purchase of Tractor

68. At present reclamation is being carried out primarily by mechanised means. The D.D.A. purchased 5 old fully mechanised tractor units (consisting of 15 tractors each) from the C.T.O. on 1-11-58. Two fully mechanised units (consisting of 15 tractors each) and seven subsidiary units (consisting of 4 tractors each) have also been purchased through the Ministry of Defence.

No. of Tractors in service.

69. The Committee were informed that out of the 74 old tractors received from the C.T.O. 9 were scrapped after working for one season. Equipment is awaited for 14 and the two are awaiting certain spare parts. Out of 58 tractors purchased from the Ministry of Defence 52 have been delivered of which 24 are still awaiting equipment from D.G.O.F., 16 have been grounded on the advice of Japanese Engineers for rectification of certain manufacturing defects, the rest are in operation.

70. During evidence, the Secretary of the Ministry informed the Committee that the new tractors which had

*At the stage of factual verification the Ministry of Rehabilitation stated that the words 'reported to have been' be added before the word 'rectified'.

been grounded, had been rectified* and they were going back for operation.

Tractors supplied by Ordnance Factories.

71. The Committee understand that the new tractors purchased through the Ministry of Defence were produced in India by the Ordnance Factories in collaboration with a Japanese firm. By purchasing these tractors, the Government were stated to have saved about 30 per cent of foreign exchange besides helping the establishment of a manufacturing line so that the dependence on foreign sources for the supply of the equipment might be reduced.

Performance of Tractors supplied by Ordnance Factories.

72. The Secretary stated that the performance of the bigger type of tractors was generally satisfactory but for some minor defects which had been brought to the notice of the manufacturers. He did not express any opinion about the smaller type of tractors but, in view of the fact that they had all been grounded, it would appear that their performance was not satisfactory. The Committee were given to understand that the question regarding the responsibility for the performance of the new tractors had not yet been decided.

73. *The Committee are concerned to note the failure of some of the tractors. They suggest that the reasons for their failure may be investigated and steps taken to ensure that similar tractors to be produced in future may be free from such defects.*

D. Construction of Roads

74. Roads are vital for the success of the Project.

The first phase programme includes construction of a new road from Pondagaon to Paralkote area via Partabpur and improvement of four other roads of the length of 163 miles and the National Highway No. 43 from Raipur to Koraput**.

75. The estimates for improvement of the National Highway No. 43 have been sanctioned by the Ministry of Transport. As regards the others, the project report provided for an expenditure of Rs. 2 crores which was subsequently cut down to Rs. 1 crore. Expenditure has, however, been sanctioned for Rs. 1.5 crores.

76. The Committee were informed that the formalities regarding the transfer of these roads to D.D.A. took some time and the final decision was taken on 5th May, 1959. The D.D.A. took over operations of the National Highway within

**At the stage of factual verification the Ministry of Rehabilitation intimated that the word 'Koraput' be substituted by 'Vishakapatnam'.

In the Preliminary Project report furnished to the Committee earlier, improvement of the National Highway No. 43 from Raipur to Koraput was indicated as one of the roads to be improved under the revised programme.

the boundaries of Madhya Pradesh w.e.f. 1-11-59. It has also taken over the road from Kota to Malkangiri and the road from Malkangiri to Balimela. The other roads are yet to be taken over. Some surveys have been carried out on those roads; otherwise, practically no progress has been made in this respect. It was stated that the lack of staff had been a serious handicap in making progress in this field.

77. In view of the imperative necessity of proper communications to connect the far flung settlements with the rest of the world, *the Committee recommend that a programme of development of communications, co-ordinated with the work of reclamation, may be drawn up and speedily implemented.*

Co-ordinated Programme for development of communications.

E. Construction of Railways

78. The only railway which passes through the area is the line from Raipur to Vizianagram. This serves only parts of the eastern fringes of Dandakaranya in the district of Kalahandi and Koraput. For the proper development of Dandakaranya, it was, therefore, envisaged that a railway connecting Bhilai in the north with the port of Vishakapatnam in the south passing through Koraput to Jeypore, Jagdalpur, Kondagaon, Narainpur and Bhanupartapur, with an extension from Jagdalpur to Bailadila was necessary.

79. It was decided in January, 1958 that a rail link between Dhali Rajaura and Vishakapatnam should be taken on hand without delay. It was proposed that in phase I of the project the construction of a railway from Bailadila to Kotta Vallasa or Bobbili via Jagdalpur and Koraput be completed. An alternate route from Bailadila to Rayaguda via Koraput is understood to be under consideration. It was also proposed that the Railway Board should consider the possibility of undertaking earth work simultaneously with the survey of the area where railway line had to be laid so that displaced persons might be employed.

80. The progress achieved in respect of this programme was not made known to the Committee. During his evidence the Secretary of the Ministry, however, stated that the Railway Board was doing the survey of the area.

81. *The Committee suggest that the work may be expedited so that the area is opened up by railway as early as possible.*

F. Irrigation Schemes

82. The Project Report noted the necessity for irrigation schemes in Dandakaranya as follows:—

“For the best utilisation of land for agricultural purposes, irrigation is necessary. The Dandakaranya area has sufficient rainfall but most of it occurs in the months of July-September and it is not evenly spread. For this reason it is necessary to store water during rains to be used in the dry period later, for maturing crops. Dandakaranya with several rivers and streams is ideally suited for minor and medium irrigation schemes.”

The project report envisaged completion of surveys and construction of some minor and medium irrigation works during the first phase of the programme.

83. During evidence the Secretary stated that the survey of the irrigation schemes would be completed by March 1961 but the works would not be completed.

Irrigation
Schemes
Proposed.

84. The Committee were informed that following minor and medium irrigation schemes were under consideration:

Project	Approx. cost in lakhs	Irrigation potential in acres
1. Malkangiri Dam on river Satiguda in Orissa	139·0	31,500
2. Bhaskal Dam on Bhaskal Nallah in Orissa	81·9	12,200
3. Baiel Dam on Baiel Nallah in Madhya Pradesh	11·9	1,250
4. Narainpur Dam on Bakulbai Nallah in Madhya Pradesh	30·0	4,000
5. Irrigation-cum-Community Tank at Boregaon	.397	10

85. The cost of irrigation per acre was likely to range between Rs. 1,000 to 750 in the cases of Baiel Dam and Narainpur Dam Projects and so they were not likely to be taken up because of high costs. Normally the cost of such irrigation works were not to exceed Rs. 400 to 500 per acre. The total area expected to be reclaimed as per para 46, is 1·5 lakh acres. The schemes indicated above

would command an area of 47,500 acres *i.e.* less than half of the area. In Umerkote, where 39,000 acres are expected to be reclaimed, only 12,200 acres will be served by irrigation. The possibility of an adequate irrigation scheme in the Paralkota area has yet to be fully investigated.

86. Without irrigation cultivation in the area will depend mainly on the monsoons. This can generally give a single crop of paddy. Without irrigation facilities therefore it is doubtful whether even the otherwise fairly adequate area of 7 acres of land to be given to each displaced person can provide them with economic sustenance. *The Committee therefore urge that special efforts may be made to provide adequate irrigation facilities for the reclaimed land. The Committee also feel that provision of tanks both for water supply and irrigation in each village may be very useful.*

CHAPTER V

DISPLACED PERSONS IN DANDAKARANYA

A. Movement of Displaced Persons

87. When the Dandakaranya project report was prepared it was envisaged that about 20,000 displaced families would be moved to Dandakaranya from the camps in West Bengal in order to close the camps by July, 1959. Subsequently, however, the targets of the Project upto 31st March, 1961 were revised. It is now estimated that about 12,000 families would be moved to Dandakaranya by that time. A monthly statement of the movement programme of the displaced persons is given below:

November, 1959	565 families
December 1959	424 families
January, 1960	970 families
February, 1960	1,970 families
March, 1960	1,703 families
..	<hr/>
..	5,632
..	<hr/>

Whereas the actual arrivals in the Dandakaranya have been as under:

November, 1959	320 families
December, 1959	189 families
January, 1960	363 families
February, 1960	419 families
March, 1960	173 families
..	<hr/>
..	1,464 families
..	<hr/>

Priority to camp displaced persons.

88. The Committee were informed by the representative of the Ministry that priority was given for settlement in Dandakaranya to camp dwellers. It was stated that about 3½ crores of rupees were being spent every year on the maintenance at present of displaced persons in camps in West Bengal. It was an infructuous expenditure inasmuch as it was not producing anything except keeping people alive. The first priority had, therefore, to be given to stopping this expenditure.

89. The Committee were informed that the selection of the families for movement to Dandakaranya was made by the State Government. The D.D.A. had no say in the matter. In this connection it was represented to the Committee that in making the selections due consideration was not given to their group and family affiliations.

Selection of displaced persons for movement.

90. The Secretary of the Ministry stated that the displaced persons were settled in groups as far as possible. He also stated that if they volunteered as a group it would be accepted automatically but if they did not volunteer they were not forcibly grouped together to be taken to Dandakaranya.

91. The Committee feel 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 the new environments. *They suggest that for this purpose before the selection is made of the persons to be moved to Dandakaranya their group and family affiliations may be ascertained and due regard given thereto in making the selections.*

Need to move displaced persons in composite groups.

92. The Secretary of the Ministry stated during evidence that there was no bar to the non-camp refugees going to Dandakaranya. But priority was given to camp dwellers. The necessity and the feasibility of taking the non-camp refugees would be considered after camp refugees were settled. He was of the opinion that if non-camp refugees were to be taken together with camp refugees the problem was likely to get sidetracked, because there were certain limitations of the project and it was not in a position to meet the demands of camp dwellers as well as non-campers.

Non-campers being taken to Dandakaranya.

93. The camp inmates have to be no doubt given priority for settlement in Dandakaranya. *In the Committee's opinion the Project should also have room for taking camp inmates proposed to be rehabilitated in West Bengal in case there is any difficulty in settling them there. In addition, non-camp displaced persons from East Pakistan, not yet fully rehabilitated, should have also full opportunity to go there if they so desire.* In this connection the Committee invite a reference to the recommendation made in para 123 of their Ninty-sixth Report which is quoted below:

"The problem as the Committee see is not confined to camp dwellers only. There seems to be still a fair population of non-campers among displaced persons who are only partially reha-

bilitated and are in need of further assistance. This is clear from a report on the residual problems conducted by West Bengal and Tripura. The Committee hope that those displaced persons also will be given the assistance needed for proper rehabilitation. If any among them also chose to go to Dandakaranya, the door must be kept open to them, though the measure of concessions may vary in their case."

In fact, a due admixture of non-campers who have shown some initiative and enterprise with the campers who are taken to Dandakaranya may be very helpful in the work of settlement and exercise a healthy influence.

B. Two Phases of Re-settlement of Displaced Persons

**Work
phase.**

94. The displaced persons who are taken to Dandakaranya have to pass through two phases before they are finally rehabilitated, namely the work phase and the resettlement phase. During the work phase displaced persons are put to various forms of work, such as, the construction of roads, buildings, villages, irrigation tanks, reclamation and land development, etc.

95. During this phase, displaced persons are to be housed at suitable places along roads to be constructed or upgraded, near reclamation areas and villages to be constructed and in or close to existing urban centres and will be looked after by the welfare departments of the project. Temporary schools are to be started in these work centres for the education of displaced children. The health of displaced persons is to be looked after by a number of health centres and mobile dispensaries run by the Project. Special malaria eradication staff of the Dandakaranya Project are to protect displaced persons and local population from malaria and also eradicate this disease from the areas in which displaced persons are to work or resettle. A number of publicity units, with the necessary equipment, will look after the cultural and entertainment needs of displaced persons.

96. During this phase, displaced persons are paid appropriate wages for the work done and where a family is unable, through no fault of its own, to earn an economic wage, a transitional subsidy is paid.

**Resettle-
ment
phase.**

97. The facilities to be provided during the Resettlement Phase to the displaced persons are indicated in Appendix III.

98. Except about 100 families who came in early 1959 and have been given agricultural land at Boregaon and Jugani, the work of resettlement on land has yet to start.

C. Transit Camps*

99. The displaced persons intended to be settled in Dandakaranya are brought from camps in West Bengal to transit camps, where they are housed for a fortnight and then dispersed to different worksite camps.

100. Two transit camps have been set up so far at Mana and Charma. These camps serve as distributaries of displaced persons to various worksite camps. From these camps the displaced persons move to places of their work. The Mana camp has been housed in the old Mapa Air Force Camp. At Charma a new camp with chauldaries has been set up.

101. The Study Group of the Committee during their visit to these camps found that adequate facilities had not been provided for the inmates. They had to sleep on bare and uneven floor. No provision had been made for supply of milk to babies-in-arms. *The Committee feel that as the incoming displaced persons have their first glimpse of life they are going to lead in their new homes, in these camps, it is necessary that proper arrangements should be made for their stay in the transit camps so that they may feel encouraged from the outset about their future prospects of life in Dandakaranya.*

D. Worksite Camps*

102. From the transit camps the displaced persons are brought to the worksite camps. They stay here till they enter the resettlement phase.

103. The displaced persons in these camps are housed either in chauldaries or basha type huts. Each camp consists of 50 to 60 families. The Committee were informed that so far 18 worksite camps have been constructed and 18 more are under construction. The Committee were informed that these camps would have to be maintained for about two or three years but no family was expected to live there all that period. The Secretary of the Ministry stated that 'people come, work for some time and move to the land being developed' and did not think that they should live in camps for more than five to six months.

*At the time of factual verification the Ministry of Rehabilitation suggested that the words 'Transit Camps' and 'Work-site Camps' may be substituted by the words 'Transit Centres' and 'Work-site Centres' as in Dandakaranya for psychological reasons, the term 'camps', which is associated with relief camps in West Bengal, has not been used and instead the term 'centres' is employed. Similarly, displaced persons immediately on arrival at Mana are now termed 'settlers'.

The word 'Camps' has been however used by the Ministry in the material furnished to the Committee earlier.

104. Following complaints and defects came to the notice of Study Group during their visit to a few of worksite camps:

- (1) The bricks and wood used in the construction work were of a poor quality.
- (2) The camps were at a considerable distance from the worksites, with the result the displaced persons had to stay away from their houses for a long time daily.
- (3) No clothing, except a blanket, had been provided to displaced persons.
- (4) No arrangements had been made to provide *chatais* to the inmates.
- (5) Most of the displaced persons were not aware of their final place of settlement and how long they would have to remain in the worksite camps.
- (6) There was no proper arrangement for education of the children.
- (7) There was a great scarcity of drinking water in the camps.
- (8) The work assigned to the displaced persons did not provide full employment.
- (9) Wages were not paid to the displaced persons regularly.
- (10) Prices of commodities sold at the consumer stores, attached to camps, were higher than those prevailing in the nearby markets.
- (11) Adequate medical facilities had not been provided in the camps.
- (12) No arrangements had been made for the repair and maintenance of tents|chauldaries.

105. The Secretary of the Ministry stated during evidence that charpais and blankets were being given and that the displaced persons were also given a subsistence allowance and medical facilities. *The Committee trust that the complaints would be looked into by Government and steps taken to remove them.*

E. Tents|Chauldaries

106. From the information furnished to the Committee, it is noticed that Rs. 21.48 lakhs have been spent on the

purchase of 6,933 tents|chauldaries required for transit and worksite camps. The Committee understand that these tents and chauldaries are not suited to the climatic conditions of Dandakaranya. Besides they lack even a modicum of ordinary facilities.

107. During evidence, the Secretary of the Ministry stated that in the beginning the camps had to be started with ready made things but now basha type huts were being constructed.

108. *The Committee suggest that while constructing new worksite camps or replacing the tents and chauldaries in the existing camps, the desirability of constructing basha type huts for accommodating the displaced persons may be kept in view.*

109. Under the present arrangements the displaced persons who are brought to Dandakaranya have to pass through the transit camps and worksite camps before they can settle down in their permanent abodes in the villages. This arrangement has given rise to an impression among the displaced persons that they have been brought from one camp to go to another. This factor is stated to have been a deterrent to the displaced persons coming to Dandakaranya. *The Committee feel that as far as possible, where the places they would be settled finally are not far away from the work sites, the displaced persons may be taken from the transit camps to their villages directly. If necessary, a worksite camp may be set up near each village site. Only those displaced persons who are going to be settled in that village may be taken there so that they may come to feel that that would be their home. Such an arrangement is also likely to result in economy in expenditure on providing duplicate water, medical and educational facilities.*

Worksite camps to be set up near the villages.

F. Villages

110. 11 village sites in the Umarkote Zone, 9 village sites in the Paralkote Zone, 1 village site at Jugani and 1 village site at Boregaon have been selected. The work on village construction at 6 village sites in Umarkote and at the village site at Jugani has begun.

111. The Study Group during their visit to Barakumari village saw two houses. They were single room tenements each having a small verandah and a kitchen attached. The Study Group were of the opinion that the displaced persons should be given double room tenements and that if the cost was going to be higher the funds might be provided by diversion of the funds provided for general development. During evidence the Secretary of the Ministry stated that it would be better to give one room tenement to a man who had no house than to give nothing at all. When a large number of people had to be catered to within

Housing.

the limits of the funds allocated there was no other way. He, however, informed the Committee that one room tenements had not been given to anybody. *The Government had the idea of giving single room tenements but it had been decided that they would build two roomed tenements.* This would not affect the overall estimates of expenditure of the project because funds required for the purpose had been diverted from other heads. *The Committee welcome the decision.*

Boregaon.

112. During their visit to Boregaon village the Study Group found that most of the families in the village were living in tents though houses had been built for them. Out of 105 twin houses built there, only 30 had been occupied by the displaced persons. The Study Group were informed by the displaced persons that the lay out of those houses did not suit their way of living and, moreover, they were not aware of the amount they had to pay for them. The construction of the houses was also found to be defective and, in fact, they saw a new house which had collapsed. The cost of construction of these houses was stated to be Rs. 3,500 for a unit of two houses.

113. During evidence the Secretary of the Ministry stated that those houses were constructed by the Madhya Pradesh Government and that they had been extensively repaired. He informed the Committee that due allowance would be made for the defective construction in making allotment of those houses to the displaced persons on loan basis. He also informed the Committee that the displaced persons wanted to build their own houses and it had been permitted. The houses built already would be used for some other purpose.

114. The Committee consider that considerable amount of infructuous expenditure has been involved in this case. It is not only the quality of the construction involving avoidable expenditure on repairs that is wrong, the type of houses also is not suitable for the displaced persons with the result that they are now permitted to build their own houses. *The Committee feel that the case needs to be investigated with a view to find out how such defective planning and construction of houses came about so that similar mistakes may not be repeated.*

G. Drinking Water

115. During the Study Group's visit to the area it was brought to their notice that there was a great shortage of drinking water. They were also informed that out of 90

tube wells which had been proposed to be installed in the area, 20 had to be abandoned due to water strata not being reached even after going deep through hard rock. Even where water is struck the level of water falls sometimes. It is apprehended that there would be an acute shortage of drinking water in the area. During evidence, the Secretary of the Ministry stated that water was a tricky problem in those areas and Government were fully conscious of the difficulty. They had provided a number of tube wells and had also made arrangements for having cement tanks* to which water was carried by wagons to overcome the shortage of water for drinking purposes. *The Committee consider that the success of the whole scheme hinges on the availability of water for drinking as well as for irrigation. They, therefore, recommend that in planning the settlements greater attention should be given to this factor, so that having constructed the settlements they may not have to be abandoned for want of water and the displaced persons put to avoidable inconvenience.*

H. Agriculture

116. As stated in para 43 above, out of the 12,000 families expected to be received in Dandakaranya upto March, 1961, 7,000 families** would be agriculturists. The project envisages allotment of 7 acres of land to each such family. Number of
Agriculturists.

117. The Committee were given to understand that the ownership of the land would rest with the State Governments and the displaced persons would get only occupation rights on the land. The understanding was that the displaced persons who would be settled on the reclaimed lands would get the best occupancy rights available in the region. The actual rights that would be given to the tenants were, however, stated to be still under consideration. If they wanted to become owners of the land they would have to pay the price of the land, the reclamation cost, the cost of irrigation etc. Land
Rights.

118. The question of land rights is an important factor which influences the displaced persons in their decision to

* At the stage of factual verification the Ministry of Rehabilitation stated, "The reference to cement tanks to which water was carried by wagons does not appear to be correct. The position is that in addition to tube-wells, arrangements have been made for the construction of large water tanks and also for water to be carried by water wagons, whenever necessary, to overcome the shortage of water for drinking purposes. This is, however, a temporary expedient and not a general method of supplying water."

** At the stage of factual verification the Ministry of Rehabilitation stated, "The bulk of the 12,000 families will be agriculturists."

go to Dandakaranya area. *The Committee feel that the position with regard to the rights is yet uncertain. They consider that such an uncertain position in regard to right, title and interest in the lands to be given to displaced persons would not be conducive to attract them to Dandakaranya. They, therefore, recommend that immediate steps may be taken to remove the element of uncertainty by ensuring security of occupancy for the displaced persons who are allotted land.*

119. The position of the Dandakaranya Development Authority itself in regard to the lands that are being reclaimed and developed is uncertain with the result that it is not in a position to confer rights on the occupants viz. displaced persons or tribal people. It is also seen that the Authority is not in a position to get anything in return for the vast investments it is making in Dandakaranya and the rental revenue at present goes to the State Governments* concerned. The persons who are being settled on the land cannot get ownership rights because they have got to pay the reclamation costs etc. The Committee consider that this nebulous condition should not last long. There are some alternatives which may be considered. One of them is for the Dandakaranya Development Authority to take these tracts of land on *darkhast* outright and become the owner thereof when it will have right to pass on the ownership to individual settlers on payments indicated above. The other is to take a long lease of the lands, say ninety-nine years, when they could pass on their rights to the settlers. *The Committee feel that the large investments the Government of India are making should yield some return to itself and the whole of it cannot be taken away by way of rent by the State Governments in course of time. The question as to who should get the sale price of land in case a settler chooses to own his piece of land is also not very clear. Whether it is the Authority that should get it because of having invested monies for reclamation etc. or it is the State that should get it, on the basis of mere ownership or whether the sale price should be divided between the authority and the State and if so in what proportions, these are points which are not yet determined. The Committee consider that it would be desirable to settle these matters early as to leave them vague would create complications in the future.*

*At the stage of factual verification the Ministry of Rehabilitation stated, "The statement that the rental revenue at present goes to the State Governments concerned is not quite correct. It is not known on what basis this has been stated."

This information was furnished to the Committee during evidence by the representative of the Ministry.

120. The Committee were given to understand that the land allotted would be partly irrigated and partly unirrigated and that every one would have a balanced acreage of irrigated and unirrigated land. They were further informed that nearly 4 acres of land would be fit for paddy cultivation. As, however, the irrigation schemes had not made much advance most of the land at present allotted remained unirrigated. *It was represented to the Committee that the yield from the land was also not satisfactory. In the circumstances the Committee feel that agriculture is not likely to provide economic sustenance to the displaced persons for some time to come. The Committee suggest that this factor may be kept in view in preparing schemes for rehabilitation of displaced persons in Dandakaranya.*

Irrigation.

121. It was brought to the notice of the Study Group of the Committee that in some cases no agricultural loans had been paid to the displaced persons for the purchase of bullocks and agricultural equipments, with the result that they had not been able to prepare their lands for the next crop. *The Committee suggest that this complaint may be looked into urgently.*

Agricultural Loans.

I. Educational and Medical Facilities

122. 27 Primary Schools with 2,259 children have been started in the various work centres. Three Secondary Schools have also been opened at Keskai, Boregaon and Umarkote. A general scheme for expansion of the facilities is stated to have been drawn up. There was a great demand for more educational institutions particularly for Secondary Education for which there was no arrangement in the area. The Committee were informed by the Ministry's representative that arrangements were being made for setting up a high school with hostel facilities at Kondagaon. *The Committee consider that adequate educational facilities are a primary requirement for any settlement. The settlers not being able to settle down at one place as soon as they are taken to Dandakaranya makes the problem more difficult. They suggest that as the future of the settlements would be dependent on the educational facilities provided now much care should be given to the planning of those facilities. In doing so as suggested in para 52 attention should be paid to the maximum utilisation of existing institutions by reserving seats of displaced persons. For example seats may be reserved in Jeypore College for displaced students.*

J. Medical Facilities

123. A Medical and Public Health Organisation has been set up in the project. A 16-bedded Health Centre

has been established at Boregaon and a dispensary with four emergency beds has been started at the Mana Transit Centre to render medical facilities to the incoming displaced persons as well as to the Project employees. There is also a dispensary at the headquarters of the Project at Koraput. An 18-bedded hospital with provision for expanding to 30 beds is under construction at Kondagaon and other hospitals are projected in Umarkote and Paralkote Zones.

124. Six fully equipped mobile dispensary vans are functioning on different routes to cater the needs of displaced persons and the employees. Two jeeps equipped with medicines and personnel are operating in the interior areas to render medical assistance to tribals where such facilities are non-existent.

Boregaon
Hospital.

125. When the Study Group visited the Boregaon Hospital in the Dandakaranya area it was complained that the facilities provided in the hospital were inadequate to meet the needs of the displaced settlers in the area. As the settlements are far flung, provision of adequate facilities for providing immediate medical care in each settlement acquires added importance. *As pointed out at para 52 of the report the Committee suggest that both for medical and educational facilities, instead of setting up duplicate institutions for the displaced persons alone, the existing State Governments' institutions may be expanded and utilised in consultation with the State Governments, special funds being given to the State Governments for the purpose. Care should be taken to see that these facilities are equally available to local tribals.*

K. Industries and Vocational Training Centres

126. The project report does not provide for starting any large-scale industries in Dandakaranya during the first phase programme. It, however, envisages many small industries being set up during the period, such as wood-working industries for the utilisation of timber that would be available in course of reclamation operations, handloom industries to provide employment to the large number of weaver families among the displaced persons etc. However, the Study Group of the Committee during their visit to the area noticed that no such industry had yet been started. A few schemes were stated to be under consideration of the authorities. The Committee were, however, informed by the representative of the Ministry during evidence that rice husking and oil expelling industries were now being set up in Dandakaranya. *The Committee feel that small scale and cottage industries help to rehabilitate the displaced persons quickly. They are sometimes traditional in*

nature, simple in operation and therefore easy to learn the techniques of and do not require much capital outlay. They, therefore, recommend that early steps be taken to promote the development of such industries in the area with the assistance of the concerned organisations such as the Development Commissioner, Small Scale Industries Board, Khadi and Village Industries Commission etc.

127. From the Preliminary Report on the Project it is noticed that there was a proposal to set up Production-cum-Training Centres from the year 1959-60, but the Committee were informed that so far no such Centre had been started. *The Committee understand that the present policy of the Government of India in the Ministry of Labour and Employment is not to have these combined Centres and that training Centres must be separate from production Centres. They suggest that the pattern of production and training Centres to be started in Dandakaranya may be reviewed accordingly.*

CHAPTER VI

TRIBAL WELFARE

Safeguarding Tribal interest.

128. The Dandakaranya Development Project lays special emphasis on protection and promotion of the interests of the tribals residing in the area. The representative of the Ministry of Home Affairs who are responsible for administration of the welfare programme relating to the Scheduled Castes and Scheduled Tribes has been made a member of the authority. It would be his responsibility to ensure that the tribal interests are adequately safeguarded. The Committee were given to understand that with a view to safeguard the interests of the tribals it had been decided that in carrying out the programme of reclamation of land and construction of roads etc., the rights of the tribals over the land would be protected and enough elbow-room would also be provided for their traditional methods of agriculture. No tribal would be displaced for the settlement of displaced persons or while providing improved communications or irrigation facilities. If it became necessary to displace a small number of tribals for improving communications etc. the displaced tribals would be brought to the new villages and settled there.

Promotion of Tribal Interest.

129. The object of the scheme is not only to safeguard but also to promote the interests of the tribals. The Committee were given to understand that steps were therefore being taken to create a special section under the authority to prepare scheme for the welfare of the tribals. A tribal adviser had been appointed and special development schemes intended for the benefit of the tribals drawn up in consultation with the tribal adviser.

Steps taken.

130. In the meantime it has been decided that improvements which would be provided in the area such as development of communications, irrigation facilities, health and education services, etc. would be equally made available to the local tribal population. When new roads and irrigation facilities are provided, full consideration would be given, in the alignments to be made, to the requirements of the existing tribal areas. Out of the 150 villages expected to be built up to 1961, by the D.D.A., 30 villages would be constructed for the tribal population. These would be model villages different from villages intended for the displaced

persons. In constructing these villages, the social organisation and mode of living of the tribals would be taken into account. 25 per cent of all land reclaimed would be earmarked for the tribals. An effort would be made to wean the tribals from the practice of shifting cultivation.

131. In his speech in the Lok Sabha the Minister for Rehabilitation and Minority Affairs stated that the following directive had been issued to the D.D.A. for protection and advancement of the interest of the tribal people:

- “(i) The Tribal Organisation in the D.D.A. should be strengthened with people who know the local language and the local conditions.
- (ii) Liaison should be established with the local tribal leaders so as to get to know their feelings in regard to tribal welfare.
- (iii) Medical out-posts should be established in the tribal areas and the visits by medical units to the tribal villages should not be on an *ad hoc* basis but should be the normal routine.
- (iv) The question of water supply in tribal villages should be given greater attention and the activities in this regard should be intensified.
- (v) Immediate steps should be taken to create Tribal Group Leaders who can take over work in the Engineering Section on lines similar to those obtaining for the D.P. Group Leaders.
- (vi) 25 per cent of the total area reclaimed should be made available for allotment to the tribals.”

132. The Committee welcome all these steps. In particular they emphasise the need for creating tribal group leaders, as also for settling the tribals who are weaned away from shifting cultivation in the newly reclaimed lands earmarked for them. They, however, feel that in dealing with the tribals the psychological approach is as important as provision of material benefits. They understand that not much publicity has been given about the operations of the D.D.A. among the tribal people to secure their co-operation in the endeavour. *They consider it essential for the success of the scheme that satisfactory relations should be maintained with the tribal people and suggest that every effort should be made to secure their confidence and goodwill.*

Need for
Psy-
chological
Approach.

CHAPTER VII

MISCELLANEOUS

A. Transport

Caravans.

133. From the information furnished to the Committee it is noticed that the D.D.A. has taken over three caravans, from the Ministry of Food and Agriculture which were given to the latter free by the T.C.M. The D.D.A. has, however, had to pay about Rs. 20,000 for each caravan by way of customs duty and in addition, a sum of Rs. 32,075|36 has been spent in connection with repairs and purchase of equipment for these caravans, as per details given below:

1. Repair Charges:	Rs. 20,170|45
2. Pump etc:	Rs. 1,137|40
3. Generating set (one):	Rs. 2,788|00
4. Air Conditioning (3 units)	Rs. 7,979|50

Total: Rs. 32,075|36

134. These caravans, before they were taken to Dandakaranya were kept in New Delhi and were utilised by the Chief Administrator for some time on payment of rent. The Study Group during their discussion with the officials of the D.D.A. at Koraput were informed that the caravans had been aquired to provide accommodation for Members and senior officers of the D.D.A. at remote places of the Project area, where no other accommodation was available. During evidence, the Secretary of the Ministry stated that these caravans were being used but he could not say that they were being put to good use.

Expenditure on caravans avoidable.

135. The Study Group formed the impression that the caravans were luxury items which did not fit in well with the environments where they were used. *The Committee feel that Government officials while working on social welfare programmes should identify themselves with the people for whose welfare they are working and give no room for a feeling that they are of a different station in life. The Committee feel that the expenditure incurred on the caravans by the Ministry of Rehabilitation was avoidable.*

136. It was noticed by the Study Group that a large number of trucks, jeeps etc. had been purchased by the Authority (as per details given in Appendix IV). No proper rules had been framed for their allocation and use in the area. Excessive Vehicles.

137. The representative of the Ministry, while tendering evidence before the Committee, stated that the number of vehicles was not even enough to meet the increasing work-load. It was also stated that the vehicles had been allocated by the Chief Administrator himself but in the initial stages when the work-load was not much they might have been misused. A transport officer had since been appointed and he was looking into the allocation and proper use of the vehicles.

138. The Study Group, however, formed the impression that the Project had too many vehicles and that they were not being put to proper use. *The Committee, therefore, suggest that the vehicle requirements of the project may be reviewed and proper check exercised over their utilisation.*

139. The Study Group of the Estimates Committee, Drivers. learnt during their tour of the area that the truck drivers were not being paid their allowances regularly. The drivers also complained that no accommodation was provided to them at halting stations and no warm clothings had been supplied to them. The Committee were informed by the Ministry's representatives that allowances and uniforms were given to the drivers according to rules. The delay in payments was due to the non-availability of an accountant. As an accountant had since been employed there were no more delays in payments also. *The Committee suggest that in view of the special circumstances in which the people have to work the procedure with regard to the payment of allowances etc. may be suitably simplified to ensure timely and regular payments.* The possibility of providing the drivers with halting accommodation and clothing may also be examined.

B. Publicity

140. *The Committee feel that there is good deal of misunderstanding among the displaced persons about life in DandaKaranya. They, therefore, suggest that to attract the displaced persons to the area correct information with regard to the programme of their settlement, where they would be settled, how long they would remain in the transit camps and what resettlement benefits they would get etc. should be made available to them. For this purpose they suggest that a publicity organisation be set up in West* Publicity Organisation.

Bengal to carry the message of Dandakaranya to the displaced persons.

Publicity
Vans.

141. The Study Group were given to understand that seven publicity vans had been purchased by D.D.A. at the cost of Rs. 1,60,362 for the organisation, but the vans are idle for want of operators. During the evidence, however, the Secretary of the Ministry informed the Committee that the vans were now in use. *The Committee hope that the vans would be properly utilised and would help in popularising the new venture among the people.*

CHAPTER VIII

CONCLUSION

142. The birth of Dandakaranya has been hailed on all sides and has given rise to great hopes. The displaced persons look forward to it as a land which will give them a new home and make them forget the poignancy of the loss of their original homes and hearths and their subsequent tribulations. The indigenous tribal people see therein the abandonment of their nomadic existence and the ushering in of a new life of peace and plenty. The States of Orissa and Madhya Pradesh see a vision of the conversion of this wild, inaccessible and undeveloped region into a flourishing one, humming with agricultural and industrial activities. It is indeed a great experiment where all the elements should combine in one mighty co-operative effort.

143. The question of settlement of displaced persons in Dandakaranya which is the prime motive for the conception of the project is essentially a human problem which transcends party or other considerations. Now that the teething troubles, however, regrettable, are over the Committee hope that the whole movement of displaced persons to their new home will no longer be a matter of doubt or hesitation but one of happy though arduous adventure, with the sure prospect of a hospitable reception at the other end. The Committee have held that the Dandakaranya Development Authority may not stand on too much of technicalities and when the inmates of camps move to Dandakaranya even non-campers who have kinship with the moving campers may be permitted to join them if they are so inclined without claiming the same concessions as campers. It would be advantageous from every point of view to add a sprinkling of the non-campers who have exhibited some enterprise and capacity for self-rehabilitation to the families that move out of the camps where life has been so depressed and demoralizing.

144. Dandakaranya can bring out the best in every section of people, official and non-official. The settlement of tribal people needs, as stated already, a psychological approach which can win their confidence and goodwill. Hence the need for not merely the routine administrative approach but for missionary zeal and passion. That is the reason for the suggestion made for the association of some tried constructive workers in the organisation.

145. The Committee have expressed their appreciation of the attitude of the States that have hastened to offer parts of their States for this great beneficent work. *The Committee are desirous that the States should not rest in leaving things to be done by the Authority, but feel that they are joint participants in the great endeavour and lend their full and whole-hearted co-operation.*

146. The Government of India have taken upon themselves the Dandakaranya Project with a noble objective and a great hope and are not stinting expenditure. It is of utmost importance that there must be careful planning and speedy and judicious implementation of the Schemes, for which it is essential to draw up a Master Plan without delay. The Committee are not sure as to who will take over the work of the Rehabilitation Ministry so far as Dandakaranya is concerned after the Rehabilitation Ministry ceases to exist. It would be most desirable that that question is settled early enough. *The Committee feel that as the development work progresses fresh problems will arise and it is well to anticipate as many of them as possible and provide for them from now onwards. Some of such problems have already been indicated.*

147. *The Committee fervently hope that Dandakaranya will soon turn into a most happy and prosperous region exploiting in full the rich natural resources to the benefit not only of the displaced persons and the people of that area but also of the country as a whole.*

NEW DELHI;
The 26th April, 1960.
Vaisakha 6, 1882(S).

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX I

(Vide para 8)

Resolution dated 12-9-1958 under which D.D.A. was set up

“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 Chairman.
- (2) The Chief Administrator, Dandakaranya Project.
- (3) The Chief Secretary, Government of Madhya Pradesh.
- (4) The Chief Secretary, Government of Orissa.
- (5) A representative of the Union Ministry of Home Affairs.
- (6) Member (Finance).
- (7) Member (Engineering).
- (8) Member (Agriculture).

The Chief Administrator, Dandakaranya Project, shall be the chief executive officer of the Authority and shall also act as its Secretary.

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 and he shall be *ex-officio* Member (Finance) of the Authority.

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 maximum 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. 40 Lakhs. Provided that schemes involving expenditure in excess of this amount shall be referred to the Central Government for approval. The Chairman, may in his discretion, refer to the Ministry of Rehabilitation for approval schemes the capital expenditure on which exceeds Rs. 10 lakhs.
- (iii) to make direct purchases of all machinery, tools, and plants, equipment and vehicles. Provided that where the Directorate General of Supplies and 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 purposes of those contracts.

5. The Authority may delegate to the Chief Administrator, Dandakaranya Project, such of its powers as it may deem necessary for the speedy execution of the scheme.

6. The Authority will function in accordance with such directions as it may, from 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 Korapat (Orissa)."

APPENDIX II

(Vide para 42)

Statement showing the distribution of proposed expenditure under the Dandakaranya Scheme up to 31st March, 1961

(Rs. in lakhs.)

Sl. No.	Nature of Expenditure	Total	Expenditure on general development	Expenditure on D.Ps.	Residual value of assets & recoveries	Remarks
			4	5	6	7
I	Malaria	12.00	12.00	..	..	The entire expenditure should be deemed to have been spent on general development.
2	Roads	100.00	100.00	..	..	Do.
3	Railways (Survey & earthwork)	..	..	..	..	..
4	Reclamation	450.00	55.00	230.00	165.00	1/5th of expenditure will be on tribals.

5	Irrigation	150.00	127.50	..	*22.50	*Represents residual value of tools and plants.
6	Work site camps	85.00	42.50	42.50	..	
7	New Villages	200.00	40.00	160.00	**..	
8	Project Buildings	100.00	7.50	7.50	**85.00	**Represents residual value of project buildings.
9	Health Services	8.00	4.00	4.00	..	
10	Education	10.00	5.00	5.00	..	
11	Technical & Vocational Training	14.00	12.50	1.50	..	10 % of the expenditure has been allocated for displaced persons.
12	Mixed Farms	35.00	35.00	..	..
13	Truck Operations	75.00	5.00	5.00	65.00	Out of this, 25.00 represents residual value of trucks and 40.00 on account of recoveries which are likely to be effected for work done.
14	Consumer Goods Societies	25.00	..	..	25.00	This amount will be recovered.
15	Dairy Units ;	2.00	0.30	0.30	1.40	Do,

16	Bricks and Tiles Production	7.00	1.50	1.50	4.00	Do.
17	Project Vehicles	30.00	7.50	7.50	@15.00	@Represents residual value of vehicles.
18	Motor Maintenance and Repair Workshop.	5.00	2.50	2.50	..	
19	Industries					
20	Training-cum-Production Centres	40.00	27.00	13.00	..	
21	Subsidiary Employment Scheme					
22	Temporary Power Houses	15.00	15.00	..	..
23	Tools and Plants	50.00	25.00	25.00	25.00	
24	Suspense	100.00	100.00	..	***100.00	***This represents the value of stores in stock.
25	Publicity and Recruiting	7.00	7.00	7.00	..	
26	Establishment of Headquarter Staff	100.00	50.00	50.00	..	
27	Landing grounds and Light Planes		..	..	..
	TOTAL	1620.00	574.80	562.30	482.90	
	Loans	Rs. 150.00	Loans Rs. 150.00			
	TOTAL	1770.00		712.30		

APPENDIX III

(Vide para 97)

Facilities provided to D.Ps during resettlement Phase

(1) **Agriculturists**

(i) *Pattern of cultivation.*—The original idea was to have co-operative agriculture. That seems to have been given up. Individual agriculturists are now to be given 7 acres of land—about 4 acres irrigated and the rest unirrigated.

(ii) *Cost of land, reclamation and soil conservation.*—Under the proposed scheme of co-operative farming, expenditure on these items does not form part of loan to individual families. The rates at which lease money is to be recovered from the societies bear close relationship to the paying capacity of these societies.

(iii) *Housing.*—Construction of houses for agriculturists is to be undertaken by the Dandakaranya Development Authority. The cost of a house which should not exceed Rs. 1,500/- is to be treated as a loan.

(iv) *Homestead plot.*—The area of the homestead plot is to be limited to 800 sq. yds.

(v) *Development charges in connection with the construction of villages.*—The total expenditure on development and provision of common amenities is not to exceed on an average Rs. 1,000/- per family, but expenditure on items, such as, schools, hospitals, community centres, etc. is to be treated as a grant and the balance as a loan to be distributed *pro rata* on the number of families, both agriculturists and non-agriculturists, settling in a village.

(vi) *Purchase of Bullocks, seeds manure, implements etc.*—Suitable loans for these items are to be advanced to the societies.

(vii) *Maintenance allowance.*—This allowance is to be treated as a grant and not as a loan.

(viii) *Cost of Irrigation.*—Expenditure on the provision of irrigation schemes, wherever possible is not to be treated as a loan but suitable water rate is to be levied. These facilities are also to be extended to tribal areas and where

large areas of cultivated land are commanded by the Projects's schemes, the question of the State Governments bearing a part of the expenditure is to be taken up with those Governments.

(2) Non-agriculturists to be settled in rural areas

(i) *House building loans*.—A loan up to Rs. 1,500/- is to be advanced for the purpose to all categories of non-agriculturists settling in rural areas.

(ii) *Homestead Plot*: A plot is to be limited to 800 sq. yards.

(iii) *Homestead Plot*.—Plots of one acre each may be given only to those who decide to adopt horticulture as a profession. A detailed scheme for the purpose is being drawn up and suitable assistance in the form of loans etc. would be given on approved lines.

(iv) *Maintenance allowance*.—This allowance is to be given for a period of three months and is to be treated as a grant.

(v) *Business loans*.—Ceilings for various trades and the period of recovery laid down for the advance of business loans to displaced persons from East Pakistan in Orissa and Assam are to be followed generally. The number of families who are to be given loans for each trade is to be decided with due regard to the economy of the village in which these families are to be settled.

As regards cottage and small scale industries, the existing pattern, under which State Governments grant such loans, is to be followed. The Dandakaranya Development Authority will sanction those schemes which State Governments are normally competent to sanction, while cases outside its competence are to be referred to the Central Government.

(3) Displaced persons settling in urban areas

(i) *House building loans*: A loan up to Rs. 2,500/- is to be given per family.

(ii) *Small business loans*: As in the case of business loans for non-agriculturists settling in rural areas.

(iii) *Bigger business loans*: Such loans are not to be advanced by the Dandakaranya Development Authority. Displaced persons, who need them, are to be asked to approach the Rehabilitation Industries Corporation and Rehabilitation Finance Administration.

(iv) *Professional loans*: The existing pattern for the grant of such loans to displaced persons in Assam and Orissa is to be followed.

APPENDIX IV

(Vide para 136)

*Statement showing No. of vehicles at the Truck Centre
Boregaon.*

Sl. No.	Type of Vehicle	Total Strength	Road Worthy	Accident	Mechanical Break-down
1.	Truck (D)	42	32	3	7
2.	Truck (P)	58	49	8	1
3.	Jeeps	78	69	2	7
4.	Station Wagon	7	7	..	..
5.	Power Wagon	5	4	..	1
6.	Publicity Vans	7	7	..	..
7.	Land Rover	1	1	..	..
8.	Kitchen Van	1	1	..	..
9.	Passenger Coach Van	1	1	..	..
10.	Dodge Suburban Car	3	3	..	..
11.	Ambulance	2	2	..	..
12.	Dispensary Van	7	7	..	..
TOTAL		212	183	13	16

APPENDIX V

*Statement showing the summary of Conclusions/Recommendations of the
Estimates Committee in the Report*

S. No.	Reference to para No.	Summary of Conclusions/Recommendations.
1	2	3
1	6	The Committee are glad that the Government were able to project a plan of this nature and magnitude and are glad also that the States of Orissa, Madhya Pradesh and Andhra came forward to have the area developed for the dual purpose of rehabilitating the displaced persons of East Pakistan and of resettlement of local adivasis.
2	9	The Committee feel that for speedier and better implementation of the Project it would be better if a full time Chairman with Headquarters in Dandakaranya is appointed. The presence of the Chairman in the Project area itself is bound to exercise a salutary effect in every way.
3	12	The Committee understand that the crisis which developed in the Dandakaranya Development Authority was of a serious nature. The resulting deadlock brought the work in the administration practically to a standstill. The crisis was inherent in the pattern of organisation prescribed for the D.D.A. which did not provide for either a full time Chairman with over-riding powers, or invest the Chief Administrator with such powers. The Committee regret that in setting up an organisation like the Dandakaranya Development Authority sufficient care was not taken to eliminate an inherent defect of this nature.
4	13	Even as things are, the utility of having departmental heads—as of Engineering and Agriculture—as members of the Authority is open to doubt. The Committee would desire that the matter may be examined.
5	15	The Committee feel that as the Dandakaranya Project is an integrated one it would be desirable to associate all the three States <i>vis.</i> Madhya Pradesh, Orissa and Andhra, from the beginning in order to work out an integrated plan. For otherwise there is just a possibility of some

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		of the schemes now taken up not fitting into what might have to be taken up later in the Andhra part of the Dandakaranya.
6	16	The Committee consider it desirable to associate 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.
7	17	Other than the Chairman, there is no non-official representation in the Authority. The Committee feel that it would be in the interests of the Project if some well-known social workers were to be included in the Dandakaranya Authority. They do not think that addition of a few such non-officials would make the body too unwieldy. As already indicated they do not think it necessary for the members of Agriculture and Engineering to be members of the Authority. They may be departmental heads. The Committee, therefore, suggest that the feasibility of appointing a few non-officials as part-time members may be considered.
	20	Dandakaranya is a new experiment in so far as the Centre is developing areas belonging to two or three Units of the Union with powers delegated by the Units to the Authority created for the purpose. There is also the question of moving the displaced persons of East Pakistan from West Bengal and possibly of other areas to Dandakaranya. These various factors naturally necessitate a closer relationship between the Ministry and the authority. While in the matter of external relations of the D.D.A. with the State Governments concerned the Central Ministry would play a more direct part, the Committee feel that so far as its internal working is concerned it must be left with sufficient autonomy to proceed expeditiously with its various schemes.
9	24	The work of the Dandakaranya Development Authority impinges on the powers of the local Governments at several points. It is needless to say that unless the powers of the Dandakaranya Development Authority in relation to those of the State Governments are properly defined and the Dandakaranya Development Authority

is vested with powers adequate for its performance, the progress of the project is bound to be slow and halting. The Committee feel that in view of the clear statement that there was no intention to create a Centrally administered area in Dandakaranya, the Ministry of Rehabilitation would now be able to persuade the State Governments to delegate to the Dandakaranya Development Authority whatever powers are necessary for the successful implementation of the Project. Such a delegation of powers should have been obtained much earlier. They suggest, that the powers of State Governments, delegation of which to the Dandakaranya Development Authority is necessary for prompt execution of the Project may be worked out in fair detail and early steps taken for their delegation to the Dandakaranya Development Authority through the Central Government.

- 10 26 The Committee consider that it would be desirable to associate the permanent Ministry which would ultimately take over the Project intimately with the Dandakaranya Development Authority from now on. They recommend that a final decision may be taken without delay with regard to the Ministry to which the work relating to Dandakaranya would be transferred.
- 11 30 There appears to be room for improvement in giving publicity to the vacancies adequately in the open market through newspapers. The Committee suggest that the vacancies may be advertised more extensively in local and other leading outside newspapers.
- 12 31 From the figures supplied to the Committee they notice that out of 109 Class I and class II posts filled so far, only 32 persons have been taken from the State Governments. They feel that adequate efforts may not have been made to secure the services of experienced and qualified staff from the State Governments. They consider that it may be more advantageous to obtain on deputation some of the officers of the State Governments concerned with the Project. They suggest this possibility may be urgently explored in consultation with the Governments concerned.

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13	35	The percentage of displaced persons, local people and tribals employed in this Project is about 20 % for Class III and 50 % of Class IV. The Committee feel that as the project is intended as an integrated scheme for development of the area for the particular benefit of displaced persons from East Pakistan and the local people and in particular the tribals, preference should be given as far as possible to such people for filling the posts in the Project. They further suggest that after giving due consideration on these interests preference should also be given to retrenched employees of the Ministry of Rehabilitation.
14	40	It is needless to emphasise the usefulness and necessity of 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.
15	45	From the Statement given at Para 44 it would be evident that while the Ministry of Rehabilitation planned to close the camps in West Bengal by July, 1959, by transferring 20,000 families to Dandakaranya, the project did not visualise the intake of more than 12,000 families upto end of 1960-61. Such unrealistic assumptions are perhaps responsible for a considerable portion of the unfavourable criticism recently levelled against the project.
16	50	The Committee apprehend that while the target of reclamation of land may be completed by 1960-61, many of the ancillary schemes such as irrigation works and roads, vocational centres, schools, drinking water etc. may not make sufficient progress <i>pari pasu</i> with that of reclamation. The Committee would emphasise that there must be proper synchronisation of the various schemes without which mere reclamation of land will not go far in rehabilitating the displaced persons.
17	52	The Committee wish to emphasise the importance of co-ordination between the development project of the Dandakaranya Development Authority

and the regional development plans of the State Governments, both for economic and efficient implementation and with a view to avoid duplication. In the areas where the Dandakaranya Development Authority is to operate, its plans should be drawn up in full coordination with original plans of the State Governments, particularly those relating to communications, education and medical facilities and irrigation. On the other hand, where the State Governments have got their own Schemes, it may be useful to develop them by providing additional facilities for the benefit of displaced persons.

- 18 57 The Committee understand that sites selected for development in Dandakaranya are far flung and disconnected. It requires large field organisation for the development of all sites at one time. They doubt whether it was necessary to have taken up work on all sites at the same time. They feel that from the point of view of organisation and systematic progress it might have been better to have progressed from site to site preferably by expansion of the same sites. They suggest that even now this procedure may be kept in view while taking up new sites for development.
- 19 59—60 Though the decision of the Government regarding the Dandakaranya project was communicated in October, 1958, the reclamation work did not start till November, 1959. Time is no doubt required for settlement of the essential preliminaries prior to release of land. But it appears that in preparing the time schedule for the reclamation operations due account was not taken of this fact or that time lag had been more than what was anticipated.
- 20 61—62 After reclamation of about 1200 acres the State Government pointed out that the area contained valuable Sal forests and stopped further reclamation. The stoppage of the work at that stage naturally hampered progress and put the reclamation unit out of gear. The Committee are surprised that when the survey was done before selecting the site the fact that the area contained valuable sal forests was not noticed. It indicates that the survey was not done properly and due care was not exercised in selecting the site.

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21	65	Doubts were expressed to the Study Group of the Committee regarding the availability of the area for cultivation in Paralkote area. The Committee hope that in view of the doubts expressed to the Study Group, the Government will carefully examine the usefulness of the area before proceeding with reclamation work in the area.
22	66	The Committee also suggest that the survey organisation of the Dandakaranya Development Authority may suitably be strengthened so that the mistakes of the kind that happened in Pharasgaon may be avoided.
23	73	The Committee are concerned to note the failure of some of the tractors purchased from the Ministry of Defence by the D.D.A. They suggest that the reasons for their failure may be investigated and steps taken to ensure that similar tractors to be produced in future may be free from such defects.
24	77	In view of the imperative necessity of proper communications to connect the far flung settlement with the rest of the world, the Committee recommend that a programme of development of communications, co-ordinated with the work of reclamation, may be drawn up and speedily implemented.
25	78—81	The progress achieved in respect of rail construction programme in Dandakaranya area was not made known to the Committee. Secretary Rehabilitation however stated that the Railway Board was doing the survey of the area. The Committee suggest that the work may be expedited so that the area is opened up by railway as early as possible.
26	86	Without irrigation cultivation in the area will depend mainly on the monsoons. This can generally give a single crop of paddy. Without irrigation facilities therefore it is doubtful whether even the otherwise fairly adequate area of 7 acres of land to be given to each displaced person can provide them with economic sustenance. The Committee, therefore, urge that special efforts may be made to provide adequate irrigation facilities for the reclaimed land. The Committee also feel that provision of tanks both for

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water supply and irrigation in each village may be very useful.

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| 27 | 91 | <p>The Committee feel 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 the new environments. They suggest that for this purpose before the selection is made of the persons to be moved to Dandakaranya their group and family affiliations may be ascertained and due regard given thereto in making the selections.</p> |
| 28 | 93 | <p>The camp inmates have to be no doubt given priority for settlement in Dandakaranya. But in the Committee's opinion the project should also have room for taking camp inmates proposed to be rehabilitated in West Bengal in case there is any difficulty in settling them there. In addition, non-camp displaced persons from East Pakistan, not yet fully rehabilitated, should have also full opportunity to go there if they so desire. In fact a due admixture of non-campers who have shown some initiative and enterprise with campers who are taken to Dandakaranya may be very helpful in the work of settlement and exercise a healthy influence.</p> |
| 29 | 101 | <p>The Study Group of the Committee during their visit to two transit camps found that adequate facilities had not been provided for the inmates. The Committee feel that as the incoming displaced persons have their first glimpse of life they are going to lead in their new homes, in these camps, it is necessary that proper arrangements should be made for their stay in the transit camps so that they may feel encouraged from the outset about their future prospects of life in Dandakaranya.</p> |
| 30 | 104—105 | <p>The Committee trust that the complaints and defects regarding the worksite camps (referred to in para 104) would be looked into by Government and steps taken to remove them.</p> |

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31	108	The Committee suggest that while constructing news worksite camps or replacing the tents and chauldaries in the existing camps, the desirability of constructing basha type huts for accommodating the displaced persons may be kept in view.
32	109	Displaced persons brought to Dandakaranya have to pass through the transit camps and worksite camps before final settlement. This has given rise to an impression among the displaced persons that they are brought from one camp (in West Bengal) to go to another. The Committee feel that as far as possible, where the places they would be settled finally are not far away from the worksites, the displaced persons may be taken from the transit camps to their villages directly. If necessary, a worksite camp may be set up near each village site. Only those displaced persons who are going to be settled in that village may be taken there so that they may come to feel that that would be their home. Such an arrangement is also likely to result in economy in expenditure on providing duplicate water, medical and educational facilities.
33	111	The Committee welcome the decision of constructing two room tenements in villages instead of one room tenements which was the original idea.
34	114	The Committee consider that considerable amount of infructuous expenditure has been involved in the construction of houses at Boregaon village. It is not only the quality of construction involving avoidable expenditure on repairs that is wrong, the type of houses also is not suitable for the displaced persons with the result that they are now permitted to build their own houses. The Committee feel that the case needs to be investigated with a view to find out how such defective planning and construction of houses came about so that similar mistakes may not be repeated.
35	115	During the visit of the Study Group of Estimates Committee to the area it was brought to their notice that there was a great shortage of drinking water. The Committee consider that the success of the whole scheme hinges on the availability of water for drinking as well as for irrigation. They,

therefore, recommend that in planning the settlements greater attention should be given to this factor, so that having constructed the settlements they may not have to be abandoned for want of water and the displaced persons put to avoidable inconvenience.

- 36 118 Land rights that would be given to the displaced persons were still under consideration. The question of land rights is an important factor which influences the displaced persons in their decisions to go to Dandakaranya area. The Committee feel that the position with regard to the rights is yet uncertain. They consider that such an uncertain position in regard to right, title and interest in the lands to be given to displaced persons would not be conducive to attract them to Dandakaranya. They, therefore, recommend that immediate steps may be taken to remove the element of uncertainty by ensuring security of occupancy for the displaced persons who are allotted land.
- 37 119 The position of the Dandakaranya Development Authority itself in regard to the lands that are being reclaimed and developed is uncertain with the result that it is not in a position to confer rights on the occupants *viz.* displaced persons or tribal people. It is also seen that the Authority is not in a position to get anything in return for the vast investments it is making in Dandakaranya and the rental revenue at present goes to the State Governments concerned. The persons who are being settled on the land cannot get ownership rights because they have got to pay the reclamation costs, etc. The Committee consider that this nebulous condition should not last long. There are some alternatives which may be considered. One of them is for the Dandakaranya Development Authority to take these tracts of land on *darkhast* outright and become the owner thereof when it will have right to pass on the ownership to individual settlers on payments indicated above. The other is to take a long lease of the lands, say ninety-nine years, when they could pass on their rights to the settlers. The Committee feel that the large investments the Government of India are making should
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yield some return to itself and the whole of it cannot be taken away by way of rent by the State Governments in course of time. The question as to who should get the sale price of land in case a settler chooses to own his piece of land is also not very clear. Whether it is the Authority that should get it because of having invested monies for reclamation, etc., or it is the State that should get it, on the basis of mere ownership or whether the sale price should be divided between the authority and the State and if so in what proportions, these are points which are not yet determined. The Committee consider that it would be desirable to settle these matters early as to leave them vague would create complications in the future.

- 38 120 As the irrigation schemes had not made much advance most of the land at present allotted remained unirrigated. It was represented to the Committee that the yield from the land was also not satisfactory. In the circumstances the Committee feel that agriculture is not likely to provide economic sustenance to the displaced persons for some time to come. The Committee suggest that this factor may be kept in view in preparing schemes for rehabilitation of displaced persons in Dandakaranya.
- 39 121 It was brought to the notice of the Study Group of the Committee, that in some cases no agricultural loans had been paid to the displaced persons for the purchase of bullocks and agricultural equipments, with the result that they had not been able to prepare their lands for the next crop. The Committee suggest that this complaint may be looked into urgently.
- 40 122 The Committee consider that adequate educational facilities are a primary requirement for any settlement. The settlers not being able to settle down at one place as soon as they are taken to Dandakaranya makes the problems more difficult. They suggest that as the future of the settlements would be dependent on the educational facilities provided now much care should be given to the planning of those facilities. In doing so as suggested at para 52 attention should be paid to the maximum utilisation of existing institutions

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by reserving seats for displaced persons. For example seats may be reserved in Jeypore College for displaced students.

- 41 125 When the Study Group visited the Boregaon Hospital they were informed that facilities provided in the Hospital were inadequate to meet the needs of the displaced settlers in the area. As pointed out at para 52 of the Report the Committee suggest that both for medical and educational facilities, instead of setting up duplicate institutions for the displaced persons alone, the existing State Governments' institutions may be expanded and utilised in consultation with the State Governments, special funds being given to the State Governments for the purpose. Care should be taken to see that these facilities are equally available to local tribals.
- 42 126 The Committee feel that small scale and cottage industries help to rehabilitate the displaced persons quickly. They are sometimes traditional in nature, simple in operation and therefore easy to learn the techniques of and do not require much capital outlay. They, therefore, recommend that early steps be taken to promote development of small scale industries in the area with the assistance of the concerned organisations such as the Development Commissioner, Small Scale Industries Board, Khadi and Village Industries Commission, etc.
- 43 127 The Committee understand that the present policy of the Government of India in the Ministry of Labour and Employment is not to have Combined Centres and that training Centres must be separate from production Centres. They suggest that the pattern of production and training Centres to be started in Dandakaranya may be reviewed accordingly.
- 44 132 The Committee welcome the steps taken for the welfare of tribals in Dandakaranya area. In particular they emphasise the need for creating tribal group leaders, as also for settling the tribals who are weaned away from shifting cultivation in the newly reclaimed lands earmarked for them. They, however, feel that in dealing with the tribals the psychological approach is as

- important as provision of material benefits. They understand that not much publicity has been given about the operations of the D.D.A. among the tribal people to secure their co-operation in the endeavour. They consider it essential for the success of the scheme that satisfactory relations should be maintained with the tribal people and suggest that every effort should be made to secure their confidence and goodwill.
- 45 135 The Study Group of the Estimates Committee which visited Dandakaranya formed the impression that the caravans acquired to provide accommodation for members and senior officers of the D.D.A. were luxury items which did not fit in well with the environments. The Committee feel that Government officials while working on social welfare programmes should identify themselves with the people for whose welfare they are working and give no room for a feeling that they are of a different station in life. The Committee feel that the expenditure incurred on the caravans by the Ministry of Rehabilitation was avoidable.
- 46 138 The Study Group formed the impression that the project had too many vehicles and that they were not being put to proper use. The Committee, therefore, suggest that the vehicle requirements of the project may be reviewed and proper check exercised over their utilisation.
- 47 139 The Committee were informed that truck drivers employed by the D.D.A. were not being paid their allowances regularly. They suggest that in view of the special circumstances in which the people have to work the procedure with regard to the payment of allowances etc. may be suitably simplified to ensure timely and regular payments. The possibility of providing the drivers with halting accommodation and clothing may also be examined.
- 48 140 The Committee feel that there is good deal of misunderstanding among the displaced persons about life in Dandakaranya. They, therefore, suggest that to attract the displaced persons to the area correct information with regard to the programme of their settlement, where they

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- would be settled, how long they would remain in the transit camps and what resettlement benefits they would get etc. should be made available to them. For this purpose they suggest that a publicity organisation be set up in West Bengal to carry the message of Dandakaranya to the displaced persons.
- 49 141 The Committee hope that the publicity vans now in use should be properly utilised and would help in popularising the new venture among the people.
- 50 142 The birth of Dandakaranya has been hailed on all sides and has given rise to great hopes. The displaced persons look forward to it as a land which will give them a new home and make them forget the poignancy of the loss of their original homes and hearths and their subsequent tribulations. The abandonment of their nomadic existence and the ushering in of a new life of peace and plenty. The States of Orissa and Madhya Pradesh see a vision of the conversion of this wild, inaccessible and undeveloped region into a flourishing one humming with agricultural and industrial activities. It is indeed a great experiment where all the elements should combine in one mighty co-operative effort.
- 51 143 The question of settlement of displaced persons in Dandakaranya which is the prime motive for the conception of the project is essentially a human problem which transcends party or other considerations. Now that the teething troubles, however regrettable, are over the Committee hope that the whole movement of displaced persons to their new home will no longer be a matter of doubt or hesitation but one of happy, though arduous adventure, with the sure prospect of a hospitable reception at the other end.
- 52 144 Dandakaranya can bring out the best in every section of people, official and non-official. The settlement of tribal people needs, as stated already, a psychological approach which can win their confidence and goodwill. Hence the need for not merely the routine administrative approach but for missionary zeal and passion.

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- That is the reason for the suggestion made for the association of some tried constructive workers in the organisation.
- 53 145 The Committee have expressed their appreciation of the attitude of the States that have hastened to offer parts of their States for this great beneficent work. The Committee are desirous that the States should not rest in leaving things to be done by the Authority, but feel that they are joint participants in the great endeavour and lend their full and wholehearted co-operation.
- 54 146 The Government of India have taken upon themselves the Dandakaranya Project with a noble objective and a great hope and are not stinting expenditure. It is of utmost importance that there must be careful planning and speedy and judicious implementation of the Schemes for which it is essential to draw up a Master Plan without delay. The Committee are not sure as to who will take over the work of the Rehabilitation Ministry so far as Dandakaranya is concerned after the Rehabilitation Ministry ceases to exist. It would be most desirable that that question is settled early enough. The Committee feel that as the development work progresses fresh problems will arise and it is well to anticipate as many of them as possible and provide for them from now onwards.
- 55 147 The Committee fervently hope that Dandakaranya will soon turn into a most happy and prosperous region exploiting in full the rich natural resources to the benefit not only of the displaced persons and the people of that area but also of the country as a whole.
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APPENDIX VI

Analysis of recommendations in the Report

I. CLASSIFICATION OF RECOMMENDATIONS:

A. Recommendations for improving the organisation and working:

S. Nos. 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 14, 16, 23, 24, 25, 26, 31, 35, 38, 41, 44, 46, 48, 50, 52, 53 and 54.

B. Recommendations effecting economy.

S. Nos. 17, 18, 32, 34 & 45. .

C. Miscellaneous recommendations:

S. Nos. 1, 13, 15, 19, 20, 21, 22, 27, 28, 29, 30, 33, 36, 37, 39, 40, 42, 43, 47, 49, 51 & 55.

II. ANALYSIS OF MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY:

S.No. as per
summary of
recommenda-
tions
Appendix V

Particulars

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| 17 | Both for economic and efficient implementation and with a view to avoid duplication the development Project of the D.D.A. and the regional plans of the State Governments be co-ordinated. |
| 18 | For systematic progress and to avoid a large field organisation it would have been better to have progressed from site to site preferably by expansion of the same sites. |
| 32 | Displaced persons from transit camps may be taken to worksite camps which may be set up in villages. This is likely to result in economy in expenditure on providing duplicate water, medical and educational facilities. |
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