

ESTIMATES COMMITTEE
1959-60

NINETY-SIXTH REPORT

(SECOND LOK SABHA)

MINISTRY OF REHABILITATION
[EASTERN ZONE]



सत्यमेव जयते

LOK SABHA SECRETARIAT
NEW DELHI

April, 1960/Vaisakha 1882 (Saka)

Price : Rs. 1.10 nP.

C O R R I G E N D A

Ninety-Sixth Report on Ministry of Rehabilitation
-- Eastern Zone

<u>Page</u>	<u>Para</u>	<u>Line</u>	
8	20	13	add '@' after 'persons'.
12	33	12	substitute 'cases' for 'case'.
13	34	4	from below, substitute 'sites' for 'aids'.
17	40	marginal heading line 2,	add 'of' after 'need'.
19	44	2	from below substitute 'housing' for 'Housing'.
20	44	1	substitute 'training' for 'Training'.
25	61	5	from below, substitute 'pattas' for 'Pattas'.
26	63	7	add 'occupied' between the words 'lands' and 'by then'.
73	Serial No.15,	line 3,	substitute 'Arapanch' and 'Bagjola' for 'Arpanch' and 'Pegjola' respectively.
80	Serial No.50,	Para 121,	line 10, read 'They' for 'the'.

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ESTIMATES COMMITTEE

1959-60

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(iv)

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

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

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Ninety-Sixth Report (Second Lok Sabha) on the Ministry of Rehabilitation—Eastern Zone.

2. The Committee wish to express their thanks to the Secretary and other officers of the Ministry and to the Secretary, Relief and Rehabilitation Department, Government of West Bengal, for placing before them the material and information that they wanted in connection with the examination of the estimates as well as to Sarvashri Tridib Kumar Choudhuri, M.P. and Aurobindo Goshal, M.P. and Shrimati Renuka Ray, M.P. and the representatives of the All Assam Refugee Association, Gauhati, the United Central Refugee Council, Calcutta, for giving their evidence and making valuable suggestions to the Committee.

H. C. DASAPPA,
Chairman,
Estimates Committee.

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

CHAPTER I

INTRODUCTION

The migration of Hindus from East Bengal began even earlier than from West Pakistan as a result of Noakhali disturbances in October, 1946. The partition only added momentum to it and it continued unabated for some months. Thereafter, it kept on though its tempo varied from time to time, till about October, 1956 when the scheme of issue of migration certificates on the basis of priorities was introduced. According to official figures 41·17 lakh displaced persons migrated from East Pakistan into India upto the end of December, 1958. The bulk of the number, 31·42 lakhs went into West Bengal. The rest went mainly to Assam and Tripura.

2. The present State-wise distribution of displaced persons from East Pakistan as given in Annual Report of the Ministry of Rehabilitation, 1959-60, is given below:—

State-wise
distribution
of displaced
persons.

State	Number of displaced persons		
	<i>Rural</i>	<i>Urban</i>	<i>Total</i>
Andamans and Nicobar Islands	8,700	..	8,700
Assam	3,33,000	1,54,000	4,87,000
Bihar	16,000	50,000	66,000
Madhya Pradesh	11,700	..	11,700
Manipur	1,000	1,000	2,000
Orissa	10,000	2,000	12,000
Uttar Pradesh	11,000	1,000	12,000
West Bengal	15,72,600	15,70,000	31,42,600
Tripura	2,36,000	1,38,000	3,74,000
Rajasthan	1,000	..	1,000
TOTAL—(EASTERN ZONE)	22,01,000	19,16,000	41,17,000

Rate of Influx.

3. The periodical figures of influx into India of displaced persons from East Pakistan are given below:—

(In lakh persons)

Period	Influx	Progressive Total
Up to Dec., 1949 .	13·78	..
During 1950 .	15·82	29·60
During 1951 & 52 .	3·92	33·52
During 1953 . .	·76	34·28
During 1954 . .	1·18	35·46
During 1955 . .	2·39	37·85
During 1956 . .	3·20	41·05
During 1957	·11	41·16
During 1958 (upto 31-3-58) .	·01	41·17
	41·17	

It will be seen from this that by far the largest influx was in 1950. By 1953 the bulk of 34 lakhs out of 41 lakhs had come over. Subsequently, the rate somewhat slowed down but again mounted up during the years 1954 to 1956 when a fresh influx of about 7 lakhs was added.

Difference between the problem of relief and rehabilitation of displaced persons from East and West Pakistan.

4. The problem of relief and rehabilitation of displaced persons from East Pakistan differed materially in certain respects from that of the displaced persons from West Pakistan. Migration from the West Pakistan was *en masse* and took place over a small period of time. There was also a somewhat similar corresponding movement from India to West Pakistan. Thus, in the Western Zone the Government of India were fully seized of the size of the problem from the very outset. Secondly, nearly 25 lakh people from the West Pakistan could get lands in rural areas left by the migrants from India. Quite a large number of refugees from the West could also avail of vacant property including houses left by Evacuee Muslims in rural and urban areas.

5. The pace of migration from East Pakistan, as is well known, varied according to the changing political, economic and communal conditions in East Pakistan. An element of fluidity was also introduced in the situation following the attempts made to persuade the minorities to return to their

respective countries. By and large, the Muslims from the Eastern Region did not migrate from India. Most of those who did migrate also returned soon. The significant feature of the Eastern Zone was that there was no corresponding outward movement as in the Western Zone and no evacuee land or property available for displaced persons from East Pakistan; nor does the compensation scheme apply to the Eastern Zone displaced persons.

6. Another aspect of the matter which made rehabilitation difficult to some extent was the desire of the displaced persons who went to West Bengal, to settle in the State itself| West Bengal was already over-populated with a population density of about 800 persons per sq. mile. Besides, the majority of the displaced persons were agriculturists. West Bengal had very little of land for agricultural settlement. All these factors gave the problem of rehabilitation of displaced persons from East Pakistan a special character demanding special measures.

7. The pattern generally followed in regard to the administration of relief and rehabilitation was that the State concerned prepared the schemes and the Ministry of Rehabilitation at the Centre accorded its approval to them. The finance had to be found by the Centre. The agency for implementation vested with the respective States concerned. There were, in addition, some special schemes directly formulated and executed by the Centre.

Pattern of administration of relief and rehabilitation.

8. The following table shows the expenditure* on relief and rehabilitation in the Eastern Zone, as given in the Annual Report of the Ministry of Rehabilitation for the year 1959-60:

	<i>Rs. in lakhs</i>
1. Establishment	67·00
2. Grants	7758·78
3. Loans except Housing and R.F.A.	3941·87
4. Housing	3482·50
** 5. Dandakaranya Scheme	504·93
6. R.I.C.	25·00
TOTAL	15780·08

*This does not include 'Miscellaneous Expenditure'.

CHAPTER II

MIGRATION

(a) Migration Policy

9. Till about the end of 1956, migration from East Pakistan continued on an unrestricted scale. It has been stated that this unending trail, fluctuating in volume and uncertain in pace, had rendered planning extremely difficult. To end the element of uncertainty, the Government of India decided to regulate the influx from 1956 by the issue of migration certificate on the basis of priorities. The idea of migration certificate was to restrict the inflow to only persons in certain special circumstances such as split families and girls coming into India for marriage etc. Whereas the influx in 1956 was 3·20 lakhs, in 1957 it came down to 11,000. It was further decided in December, 1957 to stop rehabilitation assistance to those who migrated after March, 1958. Such persons were required to give an undertaking before they were issued with migration permits, that they would not claim any relief and rehabilitation benefits in India.

(b) Census of Displaced Persons

Normal method of keeping record of number of displaced persons.

10. Normally, displaced persons coming from East Pakistan into India were expected to pass through border check posts where they were given border slips. These border slips served the purpose of registration of displaced persons and enabled a proper count to be kept. Owing to the nature of the border, particularly in Assam, displaced persons did not always come through the check posts. They crossed over the border at any point it was possible for them to enter into Indian territory. There was, therefore, no adequate record of the displaced persons who crossed the border in this manner.

Number of displaced persons from East Pakistan in Assam.

11. The Annual Report of the Ministry of Rehabilitation for 1959-60 shows the number of displaced persons from East Pakistan in Assam as 4.87 lakhs. It was represented to the Committee that this figure was not correct. Even the official figures according to the representation varied. Thus the Finance Minister of Assam Government in his budget speech while presenting budget estimates for 1951-52 put the number of displaced persons in Assam at the end of 1950 as 5,14,500. The same Minister while presenting

the budget estimates for 1954-55, referring to the great influx of displaced persons on the eve of introduction of passport system, put the number of displaced persons as 3,40,000 that is, less than in 1951-52. The "Resolution on Settlement of Displaced Persons on Agricultural Land in Assam" put the number of landless agricultural displaced persons at 5 lakhs. In the same Resolution the number of agricultural displaced persons already rehabilitated had been put at 95,000. On the other hand, the number of non-agricultural displaced persons in Assam as assessed by Assam Government was 3,15,000. It was, therefore, submitted to the Committee that the correct number of displaced persons from East Pakistan in Assam was about 9 lakhs.

12. The Secretary to the Ministry of Rehabilitation, who was apprised of the information given to the Committee, stated that he could not vouchsafe the correctness of the figures provided by the State Government. He could only accept their statement. At the same time he admitted that there was certain unregistered traffic in the border of Assam between Sylhet and Cachar area.

13. Any scheme of rehabilitation has to be necessarily based on the correct number of people to be rehabilitated. *On the information given to the Committee, it appears that there is a prima facie discrepancy between the figures shown by the Ministry and other sources. The Committee also note that the "Statistical Survey of Displaced Persons from East Pakistan in Assam carried out in 1955-56" put the number of displaced persons at 4,66,139 in the First Phase Report and 5,80,000 in the Second Report. There does not seem to have been any attempt to reconcile these varying figures. It is, therefore, necessary that this discrepancy should be resolved and the correct number of displaced persons in Assam assessed to see whether any large number of displaced persons have not been taken count of under the rehabilitation measures adopted in Assam. The ensuing Census may, in the Committee's opinion, be a suitable opportunity for carrying out such an enumeration.*

Discrepancy between the figures shown by the Ministry and other sources.

CHAPTER III

RELIEF MEASURES

(a) General

14. A large number of the displaced persons came in very distressed circumstances. They had no places to go to and lacked means to rehabilitate themselves by their own efforts. They had to be looked after by Government and given considerable relief pending rehabilitation. They were accordingly taken into Camps opened for the purpose.

Periodical figures of admission into and dispersal from Camps.

15. In the earlier stages different types of Camps were being run—Relief and Transit Camps, Worksite Camps and Colony Camps. Ultimately, all these camps became practically Relief Camps. The number of Camps rose to 212 by May, 1957. In spite of special efforts, the Committee have not been able to obtain from the Ministry of Rehabilitation detailed year-wise data about admission into Camps and dispersal. The following table indicates the available information about comparative position of influx of displaced persons, their admission into Camps, dispersal and Camp population from time to time.

(In lakh persons)

Period	Influx	No. of persons admitted to Camps	No. dispersed	Balance
Up to 1950	29.60	4.68	4.66	.02
1951 to 1954	5.87	2.54	1.74	.80
1955 to 1958 (March)	5.70	3.03	1.33	1.70

It would be seen that only about 25 per cent of the displaced persons migrating to India from East Pakistan passed through Camps.

16. A statement showing the State-wise admission of displaced persons in Camps/Homes and dispersals therefrom is given below:

(Persons in lakhs)

State-wise figures of admission into and dispersal from Camps/Homes.

State	Admitted	Dispersed	Balance 31-12-59	
1. West Bengal	7.930	6.169	1.761	} 1.337 Camp 0.424 Home
2. Bihar	0.550	0.495	0.055	} 0.043 Camp 0.012 Home
3. Tripura	1.180	1.146	0.34	Home only.
4. Orissa	0.340	0.340	Nil	
5. Assam	0.250	0.235	0.015	Home only.
6. Other States	..	(—)0.005	0.005	Homes only.
TOTAL	10.250	8.380	1.870	1.378 Camps 0.492 Homes.

17. By 31-12-1959 all the Camps outside West Bengal except one in Bihar were closed down. The number of Camps in West Bengal on that date was 90 and the number of inmates 1,33,739. There were 4,283 persons in the Bihar Camp. The Camps are administered by the State Governments on behalf of the Ministry of Rehabilitation, Government of India.

(b) Conditions in Camps

18. *The Committee understand that the conditions in some of the Camps were very unsatisfactory.* The Committee had no time to visit all the existing Camps in West Bengal but the impressions they formed at two Camps which a Study Group of the Committee visited viz. Reliance Camp, Daspara and Bagjola Camp, Krishnapur, were far from happy.

"In the Reliance Camp they found that in a huge godown a large number of families were living in cramped space without any walls or screens. There were 15 T.B. patients among the inmates. Out of 9 tubewells in the camp, 5 were in an unserviceable condition. It is worth mentioning that the Committee of Ministers had recommended, as early as

1954, the closing of the Camp. *The Committee were informed during evidence by the representative of the Ministry that there were 123 ineligible and less than 100 eligible families in Reliance Camp now and as soon as those families are removed the Camp would be closed. The Committee hope that this decision will be implemented soon. But so long as the Camp remains, it is the duty of Camp authorities to see that proper sanitary conveniences are provided in the Camp. If the Camp cannot be closed immediately and it is also not possible to improve the conditions in Reliance Camp, the buildings being rented, the Government should at least see that the eligible inmates are removed to some other nearby Camp where conditions are better.*

(c) Period of Stay in Camps

19. The Committee wanted to know the average period of stay in Camps of the inmates before dispersal. The Ministry have stated that it is not possible to estimate the period of stay of all the displaced persons in Camps in a precise manner without considerable labour as the number of persons involved is very large, being over 10 lakhs and it relates to a period of nearly 12 years since partition.

Analysis of
the period
of stay in
Camps in
1958-59.

20. An analysis of the population in the Camps, in 1958-59 made in the course of screening of these institutions, however, revealed that out of about 48,000 camp families screened, nearly 1/3rd had been in these camps for periods ranging from 6 to 10 years, as indicated below:

<i>Year of admission</i>	<i>No. of families</i>
1950 (and earlier)	360
1951	1505
1952	4637
1953	1079
1954	8896
	16417

(or about 74,000 persons 4.5
persons per family). ..

Reasons for
long stay
in Camps.

21. The Secretary to the Ministry explained that such long stay was due to the policy of rehabilitation, under which insistence was placed on the displaced person himself to choose the place where he would go to on the one

hand and on the other the displaced persons managing somehow to create difficulties and not moving from the Camps. There was no insistence that when the displaced persons would be sent out for rehabilitation those who were the oldest in the Camps should go out first.

22. A Committee of Ministers consisting of Shri C. D. Deshmukh, Minister of Finance, Government of India; Dr. B. C. Roy, Chief Minister, West Bengal; and Shri Ajit Prasad Jain, Minister for Rehabilitation, Government of India, was appointed towards the end of 1952 to go into the question of rehabilitation of displaced persons in West Bengal. The Committee, which submitted its report in 1954, made a number of important observations which are of general applicability regarding rehabilitation of displaced persons from East Pakistan. These have been referred to at a number of places in this report.

23. The Committee of Ministers criticised the stay of 37,000 persons in Camps in West Bengal and observed:

“We consider it harmful to allow persons to continue in relief and transit camps for such a long period with consequent demoralisation and creation of vested interests. It has to be borne in mind that the longer the persons stay in camps, the greater their resistance to dispersal.”

Views of the Committee of Ministers in regard to long stay in Camps.

They recommended that the inhabitants of the Camps should first be dispersed expeditiously and that new migrants should not stay in these Camps for more than a fortnight and should be sent directly to worksite camps or camp colonies.

24. *The Committee feel that the stay of 16,417 families in Camps for periods ranging from 6 to 10 years and involving an expenditure of about Rs. 2.22 crores at the rate of Rs. 25 per month per capita on doles etc. is the result of inability to follow the salutary recommendation made by the Committee of Ministers.* Asked as to why the recommendation of the Committee of Ministers was not implemented, the representative of the Ministry stated that some of the lands reclaimed for the displaced persons could not be utilised for the purpose because of certain obstacles put up by some vested interests and local people. *If the figures furnished regarding long stay in Camps are taken as representative of the overall position of the time taken in the dispersal of Camp families, the total number of families who stayed in Camps for very long periods and on whom relief expenditure was incurred would proportionately be larger.*

Committee's views.

(d) Programme of Closure of the Camps

Suggestion
for a
co-ordina-
ted
programme
of closure
of Camps.

25. It was decided at the Conference of State and Central Ministers held in July, 1958 that all the Camps should be closed down by 31st July, 1959 and the system of doles be discontinued because of the demoralising effect which the Camps and the doles had on the inmates. This decision, however, could not be adhered to. While it is desirable to close the Camps as early as possible, the dispersal of the Camp inmates has to be coordinated with proper schemes of rehabilitation. Obviously, *the decision to close the Camps by July, 1959 was unrealistic and not coordinated with matured schemes of rehabilitation. The Committee urge that a coordinated programme of closure of Camps and dispersal of inmates under proper rehabilitation scheme be urgently drawn up with a view to close the Camps as early as possible.*

(e) Dispersal of Camp Inmates**(i) Tardy dispersal**

Rate of
dispersal.

26. Between 1952 and 1953 only 19,000 displaced persons were dispersed from the Camps. The pace did not improve in the next few years. As will be seen from the table in para 15, though the number of persons admitted into Camps during the period 1955—58 was 3.03 lakhs, the number dispersed was 1.3 lakhs.

Reasons for
tardy
dispersal.

27. It has been stated by the Ministry that repeated efforts to close the Camps could not succeed on account of continuing influx. In other words, not much could be done in the way of rehabilitation.

28. The Committee of Ministers have noted that the tardy progress of dispersal from the relief and transit Camps was due largely to the paucity of land in West Bengal. But in view of the various reclamation schemes and other measures for securing more land, a definite programme for the dispersal of Camp inmates could be laid down and they could be dispersed to worksite Camps or colony Camps. As it turned out, the progress even thereafter was slow. Of the pre-1954 Camp inmates numbering 18,400 families, there were in 1959 as many as 16,417 families still in Camps. The reasons for inability to carry out the programme are discussed later with reference to the specific schemes.

Committee's
views.

29. In making their recommendations, the Committee of Ministers assumed a continued influx at a rate of 5,000 persons a month into West Bengal. They also specifically pointed out that future emergency could by no means be

ruled out. The actual volume of influx in 1954 was itself a pointer to the existence of such an emergency. The total influx from 1954 to 1956 into West Bengal has been of the order of about 5 lakhs. The average annual influx so far as West Bengal is concerned comes to about 1.66 lakhs. The influx, however, practically stopped from the second half of 1956. *The Committee, therefore, feel that the increase in the size of the problem could have become evident with the first stage of influx in 1954 itself and steps could have been taken as suggested by the Committee of Ministers to send the new migrants after a fortnight's stay in the transit Camps to worksite Camps or Camp colonies.* It was stated that the transit Camps became permanent Camps as the worksite Camps did not function because the people would not go there. Even the worksite Camps started, became permanent Camps.

(ii) *Provision of subsidiary occupation*

30. In view of the fact that the worksite Camps and colony Camps did not cater to non-agriculturists who were not used to hard manual work, *the Committee of Ministers recommended the setting up of some small industries such as pencil-making and paddy-husking etc. and the possibility of opening khadi centres in colony Camps for non-agriculturists.* It was stated that owing to various difficulties including objections by certain groups and the disinclination of the displaced persons to move out of the transit Camps, the worksite Camps and the rehabilitation Camps had to be closed and they were made transit Camps which became in fact relief camps. *The idea of the Committee of Ministers to the setting up of the small industries as above could have been tried in the relief Camps themselves but apparently no attempt was made in that direction.*

Views of the
Committee
of Ministers.

31. A representative of the Ministry explained that certain number of Camp inmates had secured gainful employment outside the Camps, even though they continued to live in the Camps. Those persons were ineligible for further stay in the Camps and doles to them had been stopped which, by the way, was creating trouble. *The Committee feel that when it was found that the stay of quite a number of inmates was not likely to be very short in these Camps, it would not have been very useful if they were provided with some regular work by way of healthy occupation. If need be, a percentage of the dole could have been paid as remuneration for such work. An additional incentive could have been provided by a graded rise in wages depending upon the hours of work.*

Committee's
views.

(iii) Current Schemes

32. The following schemes have been adopted for rehabilitation of displaced persons in West Bengal Camps.

- (1) Agricultural families would be required to move either to Dandakaranya or any other place of rehabilitation. They will not be eligible for help under the Bainanama Scheme in West Bengal. Notices would be issued to agricultural families either to avail of the rehabilitation offer or to quit the camps within the period of 60 days, which could be extended by the State Government by another 60 days. In case they do not accept the offer, they will be dispersed with payment of six months' maintenance doles.
- (2) Non-agricultural families would not be issued any notices. Specific families among them would be asked to move to specific plots and tenements etc. failing which they will also be given six months' doles in addition to the normal trade loans. The Bainanama Scheme would also be considered to a limited extent in their case.

The Committee hope that these schemes would be successful.

(iv) Group affiliations in dispersal

Committee's views.

33. It was represented to the Committee that when camp families were selected for being sent to outside West Bengal they were not selected on the basis of group affiliations. In some cases, even the family unit was not kept intact. The representative of the Ministry who appeared before the Committee pointed out that he had no objection to families moving in groups but in some cases complications might arise because a certain family might have already settled in West Bengal and if such a settled family was also to go to other areas along with the non-settled they might also claim the rehabilitation assistance. *The Committee feel that while such case should undoubtedly be screened, in the case of others, particularly those living in camps who have not rehabilitated themselves so far, Government may take steps to see that they move in groups based on family or village affiliations. If any member of such a family, who has already settled himself, wants to join the family in moving to Dandakaranya or any place of rehabilitation outside West Bengal, he must be permitted to go with them, though with no special rehabilitation benefit.*

CHAPTER IV

REHABILITATION—GENERAL

(a) Policy of Rehabilitation

34. When the influx of displaced persons from East Pakistan began it was felt in some quarters that it was a temporary phase and the displaced persons would go back as soon as conditions in East Pakistan improved. Emphasis was, therefore, principally laid on relief measures. Certain rehabilitation measures were also taken. An assessment of the results of the measures and of the problem was carried out in 1952-53 by the Committee of Ministers who appointed for this purpose a Fact Finding Committee. The Committee of Ministers in their report referred to the various limiting factors in the rehabilitation of displaced persons in West Bengal over which the Government had no control. They were stated to be:

Assessment
of the results
of rehabili-
tation mea-
sures by
Committee
of Ministers.

- (1) paucity of land available in the State;
- (2) the very high pressure of population in the State;
- (3) the strong disinclination of the displaced persons to be settled in areas outside West Bengal; and
- (4) the displaced persons being used to plenty of water and fertile soil in East Bengal and being habituated to comparatively easy considerations of living.

They also pointed out certain defects and lacuna in the various measures adopted which could probably have been remedied. The defects noted by them were in the main the following:

- (1) sites for colonies both agricultural and non-agricultural were not selected with due regard to relevant factors and some of the schemes had to be abandoned or modified;
- .. (2) too rapid a dispersal adopted in 1950-51 which was responsible for hurried selection of aids;
- (3) setting up of purely non-agricultural colonies in rural areas—without any supporting productive activities;

- (4) agriculturists being sent to non-agricultural colonies and *vice versa* due to wrong classification;
- (5) delays in disbursal of various kinds of loans;
- (6) non-organisation of "follow up" activities on a vigorous and systematic basis.

They also suggested certain measures for future. The measures suggested by them were the following in the main:

- (1) a definite dispersal programme to be laid down for liquidation of the relief camps;
- (2) new migrants not to be admitted into the relief camps—but to be sent from transit camps to work-site or colony camps;
- (3) more careful planning of schemes;
- (4) continuous watch on the progress of implementation of the schemes;
- (5) Government colonies to be composite in character—consisting of available properties of agriculturists and non-agriculturists; and
- (6) exploration of all possibilities for developing and reclaiming land, which were unfit for cultivation.

These measures could not, however, be substantially implemented owing to various reasons including growing volume of influx of displaced persons.

Rehabilitation Secretary's Statement of policy and Programme of rehabilitation.

35. Explaining the policies and programmes laid down by the Government of India from time to time regarding the rehabilitation of displaced persons from East Pakistan coming into India, especially into West Bengal and to what extent the programmes laid down had been successful, the Secretary to the Ministry informed the Committee to the following effect.

Absence of firm policy in the earlier stages—policy of economic rehabilitation only from 1955.

(a) The policy of the Government of India in regard to rehabilitation, in the earlier stages at least, had really been very fluid. In the first few years there was a feeling that the two Bengals were a very different proposition and that culturally, by language and by tradition the two areas were so close to each other that the people would ultimately go back to their respective homes. On account of this feeling the progress of rehabilitation in West Bengal was to a very great extent not satisfactory for a number of years. In fact, there were no firm policies. *Ad hoc* assistance was being given to the people to settle down in these places, but a

serious effort to prepare schemes on a well-thought out basis with a view to providing them economic rehabilitation had not been made. It is only some time in 1955 and thereafter that Government of India really settled down to tackle this problem of displaced persons from East Pakistan on a rational basis. This basis was that wherever rehabilitation was provided, in whatever avenues, whether in agriculture or in small trade, it should be provided on an economic basis. Prior to 1955 a number of desertions took place as the schemes had been prepared in a haphazard manner in the hope that people would ultimately go back to their homes, and therefore, it was not necessary to spend large sums of money on rehabilitation. Since 1955 the story had been very different and wherever people had been rehabilitated, either in Bengal or outside Bengal, their rehabilitation on a properly formulated programme had always been successful and there had been no desertions.

(b) In the process, a number of people did remain partially rehabilitated in the early stages. These people had to be given further assistance. For this purpose the State Government had been asked to make an assessment of the residual problem. It was rather late in the day to start making meticulous enquiries about these things and that would be delaying the whole process. It would be much better to make a very overall, general enquiry and to come to some decision. On that basis, in a couple of years at the latest or even earlier, it might be possible to liquidate the camps. With the liquidation of the camps and the solving of residual problem of partially rehabilitated people, which would go on side by side the work would be fairly over.

(c) Referring to the statement in the Administrative Report for the year 1958-59 that hitherto reliance had been placed on the efforts of individual displaced persons to rehabilitate themselves in the fields of their own choice, but available opportunities having slowly been filled up, it was no longer possible to place the entire burden on refugees alone, the Secretary clarified that the word 'hitherto' referred in the Report meant prior to 1958-59. He agreed that if the agriculturist displaced persons were left to rehabilitate themselves they must have enough land, but sufficient land was not available in West Bengal. He agreed, therefore, that at least for the agriculturist displaced persons it was not possible to expect that he would rehabilitate himself. He added that this was a lack of planning of economic rehabilitation.

36. The absence of such economic rehabilitation, is perhaps excusable and understandable for the first few years.

But when the influx persisted in growing volume till 1956 it was obvious that at least the agriculturists constituted a majority of displaced persons would not be able to rehabilitate themselves, and there was no sufficient land in West Bengal. The Secretary to the Ministry stated that unfortunately the question of rehabilitation got mixed up with various things like sentiments, emotions and even some extraneous considerations. He also referred to certain sections of people who claimed that sufficient land in West Bengal were available on the basis of some report written before partition. He agreed that considerable infructuous expenditure had been incurred as a result of such administrative policies.

Committee's
views.

37. *A review of the early years of rehabilitation leads inevitably to the conclusion that for whatever reasons, there was lack of economic planning, considerable infructuous expenditure was incurred and much valuable time lost. The Committee have no hesitation in saying that the fact that all the displaced persons could not be rehabilitated in West Bengal, which was so obvious, could have been realised during the early years of influx itself and that there was no need to wait for so many years, to be compelled by circumstances, to search for sufficient land outside West Bengal. If what was being attempted now in the matter of rehabilitation outside West Bengal on a large scale as in Dandakaranya had been thought of early enough, and what was more necessary the scheme of rehabilitation in such an area implemented even against some opposition—much of the human misery experienced by the displaced persons and the infructuous expenditure involved could have been obviated.*

(b) Current Steps

38. From 1958 there has been a reorientation in the policy of rehabilitation and planned and integrated scheme of rehabilitation have been taken up. The following decisions taken at the Rehabilitation Ministers Conference at Calcutta in July, 1958 are relevant in this connection:

- (i) The West Bengal Government would rehabilitate about 10,000 families within the State for which they would formulate schemes and submit them to the Government of India within a month.
- (ii) Government of India would make arrangements for the rehabilitation of 35,000 families in States outside West Bengal including Dandakaranya. When the families are moved to other States, they will be provided with shelter

and work during the initial period. No doles would be given to any family.

- (iii) The camp families might also formulate schemes for their rehabilitation and submit them to Government for consideration and sanction.
- (iv) The camp families which declines to move to States outside West Bengal would cease to be the responsibility of the Government.

In pursuance of these decisions the West Bengal Government has formulated the Herobhonga and other schemes. Some progress is also claimed to have been made in the resettlement of displaced persons in Dandakaranya. Sizeable blocks of land in U.P. and other States are also reported to have been found. A programme of employment of displaced persons in industries has been undertaken by setting up the Rehabilitation Industries Corporation.

39. The Committee find that nearly 9,000 persons have been rehabilitated in Andamans from all accounts successfully. This happens to be a scheme of the Home Ministry. This scheme does not appear to have been pursued further. *The Committee suggest that settling more of the displaced families in Andamans may be sympathetically examined.*

Suggestion re: settlement of displaced persons in Andamans.

(c) Non-camp Displaced Persons

40. It has been represented to the Committee that for the last 4 or 5 years emphasis has been laid on the rehabilitation of camp displaced persons, with the result that non-camp displaced persons have not been able to get adequate rehabilitation benefits. The Deputy Minister of Rehabilitation, in reply to Starred Question No. 1590, stated in the Lok Sabha on the 31st March, 1959 that the bulk of money sanctioned under loan schemes had gone for the benefit of non-camp families. The first priority now was to resolve the problem of rehabilitation of the camp families. Only after the problem had been resolved, the question of giving house building loans to the families who have not so far applied for such loans could be considered within the limits of funds available.

Policy regarding rehabilitation of non-camp displaced persons.

41. The surveys conducted by the Statistical Bureau of West Bengal Government revealed that a number of displaced families needed further assistance to complete their rehabilitation. No survey has since been made to assess the extent of assistance needed by them for that purpose. About 9 lakhs of displaced persons have also not obtained say rehabilitation assistance. The Secretary to the Ministry

Assessment of the need non-camp displaced persons.

explained that the Government of India had asked the State Governments to make a rough statement of the residuary problems in their State and submit proposals and estimates of funds required to solve the problem. He also stated that though now the emphasis was primarily on the rehabilitation of camp families, till recently the expenditure on rehabilitation of non-camp displaced persons had been more. Upto the end of 1958-59 out of Rs. 66·5 crores spent on rehabilitation, only Rs. 18 crores related to the expenditure on camp inmates and Rs. 48·5 crores on non-camp displaced persons. In the same period, out of 21 lakhs displaced persons who have received rehabilitation assistance, about 6 lakhs were in camps and 15 lakhs outside camps. He further stated that the last date for receipt of applications for rehabilitation loans has been extended to 30th April, 1959. As a result of this extension, applications for rehabilitation assistance had been received from 43,318 families comprising roughly 2 lakhs of persons. *It is quite possible that there are some non-camp displaced persons in need of assistance who have not been able to take advantage of the extension because of want of adequate publicity. The Committee hope that the cases of such non-camp displaced persons as could not apply for such loans for valid reasons within the time will be sympathetically considered.*

**Committee's
views.**

CHAPTER V

REHABILITATION SCHEMES

(a) General

42. The main schemes of Rehabilitation are given below; Main Schemes of Rehabilitation.

1. Housing Schemes
2. Rural Settlement Schemes
3. Business/Trade Schemes
4. Educational Schemes
5. Medical Schemes
6. Technical Training Schemes
7. Employment Schemes

The details of these schemes are given in Appendix I.

43. Funds are provided by the Government of India to the State Governments for implementing various schemes prepared by them and approved by the Ministry of Rehabilitation. *No watch, however, appears to be exercised by the Ministry of Rehabilitation regarding the effective utilisation of money spent on rehabilitation schemes.* It may be that if such a watch is to be maintained the Rehabilitation Ministry may have to be strengthened by adequate staff.

44. In reply to a question enquiring about the expenditure incurred on various rehabilitation schemes and the number of displaced persons who were given assistance against each scheme, the Ministry of Rehabilitation have replied as below:

“During the last twelve years since partition thousands of schemes of relief and rehabilitation have been sanctioned by this Ministry involving an expenditure of over Rs. 148 crores upto March, 1959. Schemes of rehabilitation cover a large number of items, such as Housing loans of various kinds for purposes of gainful

employment, education, Training etc. To catalogue all individual schemes with dates of sanctions with information about the expenditure incurred against each will involve not only considerable labour but will take months and also require the recruitment of substantial additional staff. All schemes are implemented by the State Governments. Information will, therefore, have to be collected from the different States and Accountants General to determine the upto date expenditure incurred against each one of them."

Watch over the progress of Rehabilitation schemes.

45. When this matter was discussed with the Secretary of the Ministry of Rehabilitation he replied that some sort of progress report on schemes was received from the State Governments but he could not say as to how far a particular scheme had fructified. Similarly, when a Study Group of the Committee during their study tour of Terai Settlement where East Pakistan displaced persons have been settled enquired whether loans sanctioned by the State and the Co-operative Societies had been disbursed to the displaced persons, the Deputy Commissioner, Rehabilitation Department, U.P. stated that he could not say whether the amounts had been disbursed by the Societies or not.

Committee's views.

46. *The Committee feel it strange that while the entire loans and grants are being provided for by the Rehabilitation Ministry they should not know how far the amounts had been sanctioned and in what way they were being utilised. They feel that responsibility of the Government cannot be considered to be over after the expenditure has been sanctioned. It is necessary that there should be a means to ensure that the expenditure has been incurred properly and the expected results have been derived. The Secretary of Rehabilitation admitted during evidence that this was a lacuna in the system. The Committee, therefore, recommend that consistent with the programme of the phased winding up of the Ministry some machinery should be evolved to evaluate the result of the schemes financed by the Government of India atleast on a sample survey basis.*

(b) Financial Aid

47. Financial assistance is rendered to displaced persons in several forms, both loans and grants. The following table

shows the total expenditure on displaced persons of Eastern Zone under the different heads:

Head	Total expenditure so far incurred including Budget provision for 1959-60.
	(Rs. in crores)
1. LOANS	
(a) Housing	36·03
(b) Rural Resettlement	28·12
(c) Business/Trade	9·69
(d) Employment (Industries)	3·38
TOTAL	77·22
2. GRANTS	
(a) Education	12·54
(b) Medical	2·77
(c) Training	3·50
TOTAL	18·81

48. The procedure regarding grants and loans is that the State Governments through whom the grants and loans are disbursed call for applications from the displaced persons and after consolidating their demand for the whole year submit it to the Central Government. The schemes are then examined by the Central Government and if found satisfactory, the amount is placed at the disposal of the State Governments. In cases like development of colonies where the State Governments themselves undertake the project, the estimates are submitted by the State Governments. After the amounts have been made available to the States they disburse them among displaced persons after satisfying that the conditions laid down for sanction of loans have been fulfilled.

Procedure regarding Grants and Loans.

49. A common complaint made to the Committee during the tour of their Study Group in Assam, Tripura, Manipur and Orissa was that loans were given in dribblets and there were delays in sanctioning the amounts, with the result that loans could not be utilised for the purpose for which they were intended. The officials of the Assam Government with

Complaints regarding delay in sanction of Loans and piecemeal disbursement.

whom this matter was informally discussed by the Study Group of the Committee at Gauhati admitted that upto 1956 loans to displaced persons were given piecemeal. The Tripura Administration have also in a written note to the Committee admitted "That before 1955, small allotments were made to the sub-divisions for distribution of loans in sanctioned cases and they sometimes had to disburse small amounts to satisfy the immediate requirements of maintenance loans due to them." The Secretary to the Ministry of Rehabilitation stated that so far as disbursement of industrial loans by Assam was concerned that State was still to give some statements of their residuary requirements; otherwise there was no grievance against the sanctioning of loans by the Government of India to the States for disbursement to displaced persons. *The Committee are glad to be informed that there has been an improvement in this respect but would suggest all the same that some vigilance may be maintained by way of periodical checks to see that disbursements are expeditious and in suitable instalments.*

Committee's views.

Repayment of Loans.

50. The following statistics show the amount of recoveries:

	(Rs. in lakhs)
(1) Loans advanced to displaced persons from East Pakistan	4201.08
(2) Amount recovered from displaced persons	61.53
(3) Amounts due for repayment but not repaid.	1971.32
(4) Percentage of (2) to (3)	3.07

51. Till August, 1959, there were different conditions of repayment for different loans. From August, 1959, it has been decided that there will be only two types of loans (i) with a repayment period of 10 years, and (ii) with a repayment period of 20 years. This benefit has been extended to all the loans outstanding so far. For this purpose the amount due from each displaced person as on 1.4.1959 is first calculated and then that amount is broken into two parts, one repayable in 10 years and the other in 20 years. The reason for this change in procedure was stated to be that the recoveries were very poor.

Committee's views.

52. *The Committee welcome these measures but feel that this may not solve the problem completely. It appears that*

already proposals have been received from some State Governments for writing off the irrecoverable loans in certain cases involving an amount of Rs. 3.66 lakhs. According to Secretary to the Ministry of Rehabilitation, larger amounts might have to be written off. The Secretary to the Ministry stated that a lacuna in the system was that an individual comprehensive record for each loanee had not been maintained. He explained that he proposed to have such a record prepared. That would enable an assessment of the dues from a person to be made as also of his capacity to repay. *While it is not proper to enforce immediate recovery from displaced persons who have yet to be rehabilitated and are not in a position to repay the loans, the Committee consider that no loans should be written off unless they actually prove irrecoverable. The amount of loans which cannot be recovered is also a test of the success of the schemes of rehabilitation under which the loans were given.*

(c) Land Schemes

53. The most important problem of rehabilitation in the Eastern Zone is the problem of finding suitable lands and settling displaced persons thereon. About 60% of the displaced persons from East Pakistan are agriculturists. It has been stated that there is acute shortage of land in the States of Assam, West Bengal, Bihar and the territories of Tripura and Manipur. In the beginning efforts were made to secure cultivable land in these States either by reclaiming sub-marginal land or by securing land from private owners by negotiation, but these schemes were unfortunately not successful. Efforts were being made also to find lands in other States for rehabilitation of displaced persons. In May, 1955 the National Development Council took a decision that these efforts should be continued and possibilities for locating suitable areas investigated in various states, especially in Orissa, Andhra, Madhya Pradesh, Vindhya Pradesh, Mysore and Assam.

Problem of finding suitable lands.

(i) West Bengal Schemes

54. The proportion of rural to urban displaced persons in West Bengal was about 60 to 40. Schemes for rural rehabilitation of land naturally presented difficulties from the very beginning. *The early schemes were not very successful.* The Committee of Ministers emphasised the need of reclamation schemes in view of the shortage of land and recommended specific schemes. *The more important of those were the low land reclamation schemes in Sonarpur, Arpanch and Bagjola. Subsequently high land reclamation scheme at*

Failures of earlier land schemes in West Bengal.

Salanpur was also taken up. Though the first two schemes were carried out with the help of displaced persons themselves, they could not be allotted any lands there owing, it is stated, to the opposition of local landless peasants and interested parties. The lands were reclaimed with the loans given by the Agriculture Ministry of the Centre and with the help of the displaced persons. After the reclamation the landless peasants occupied the area and it was not possible to evict them. The scheme for reclamation of dry lands undertaken at Salanpur had also to be abandoned on the ground that the costs were becoming too high. *It is unfortunate that the benefit of these schemes were not available for the displaced persons.*

New land schemes in West Bengal.

55. The Committee further understand that since 1958, when a new policy is said to be adopted, new land schemes in West Bengal have been taken up in Midnapur and Sundarban areas. These are also either reclamation of low lying areas or of high lands. *Not much progress has been made on these because the schemes by their very nature are long term schemes where detailed survey have to precede large scale reclamation operations before land becomes productive and available for resettlement of displaced persons.* The area of the land to be reclaimed would be about 33,000 acres at an expenditure of nearly three crores of rupees.

56. As regards the new land schemes in West Bengal, two reports—one by Dr. S. M. Sikka and another by Dr. T. J. Mirchandani of the I.C.A.R., furnished by the Ministry are reproduced at Appendices II and III respectively. It will be seen from para 4 of Dr. Sikka's report that he does not feel it necessary to go in for sisal plantation as a measure for the rehabilitation of displaced persons. According to him by taking measures to restore the lost fertility of the area and by putting up contour bunds and adding organic matter to the soil the area would be available for normal cultivation more quickly. It will also reduce the overall cost of the scheme. The Government will no doubt examine the desirability of amending the scheme in the light of the Expert Report.

57. As regards the Herobhanga Project it appears from para 13 of Dr. Mirchandani's Report that there has been no proper collaboration with Agriculture Department in carrying out the reclamation scheme. According to the report, the area can be reclaimed and developed to the average level of production in 5 or 6 years' time provided the number of measures regarding drainage, provision of irrigation and cropping patterns are adopted.

58. *The Committee hope that these expert recommendations would be suitably implemented for the success of this very long term scheme.*

(ii) *Assam Schemes*

59. The majority of displaced persons in Assam are agriculturists. A considerable portion of them are yet to be re-settled on land. The Study Group of the Estimates Committee during their tour in Assam were informed by the Assam Government officials that sufficient cultivable land was not available in the State. *It has been, however, represented to the Committee by a non-official organisation that fallow land sufficient to settle nearly a lakh of displaced families is available in the Assam valley.* Such fallow lands do not include village or grazing reserves. In this connection, the Committee's attention was invited to the 'Problem of Agricultural Division in India' a publication of the Government of Assam in which the current fallow and cultivable waste land in Assam have been put at 2.13 and 17.68 million acres. According to certain other sources pointed out in the representation the total uncultivated cultivable area in Assam is 18.89 and 11 million acres.

Availability of additional agricultural land in Assam.

60. *The Committee have not gone into the matter in detail.* The Secretary to the Ministry stated that he had no information in the matter. He had to rely on the assessment of the Assam Government. *In view of the information presented to it the Committee consider that it would be worthwhile going into the question in consultation with the Assam Government. If an offer of giving 50% of the reclaimed land to the local landless is made, the response of the State Government may be more encouraging.*

Committee's views.

(iii) *Land Rights*

61. *Another complaint received by the Study Group of the Committee during their tour in Assam, Tripura, Orissa and Manipur was that though the land has been given to the displaced persons no land rights had been yet formally accorded to them.* They had no title deed or any similar document. This resulted in uncertainty. *Another difficulty pointed out in Orissa was that because of the absence of land rights, the settlers could not take loans or other advantages from co-operative societies.* The Secretary to the Ministry said that land Pattas were being issued, though there might be some individual exceptions. *In view, however, of a general complaint made to the Study Group the Committee consider that the matter requires examination to ensure that land titles are given to all settlers without delay.*

Complaints regarding land rights.

(iv) *Evictions*

Evictions in
Mikir Hills
of Assam.

62. *Representations were made about the large scale evictions in Assam.* One complaint related to the eviction in Mikir Hills. In that area the land occupied by the displaced persons now fall within tribal areas as a result of recent demarcation. Previously, however, when some of the displaced persons went there this land was not in the tribal areas. Some of the displaced persons had also settled there by exchange of properties with Muslims who were in the area before. Certain other displaced persons, however, had been settled under Government schemes. The representatives of the Ministry explained that persons settled under Government schemes were not to be evicted. It was probably the others in unauthorised occupation who were being evicted by the Government.

Evictions in
the plain
districts of
Assam.

63. It has been further represented that in the plain districts of Assam also considerable eviction measures had been initiated. A number of displaced persons who had occupied land under the Government direction but had not yet been given land rights had been served with eviction notices. There were other displaced persons who had been cultivating the lands by them, though not under authority for a considerable period. All such persons were stated to be paying to the Government money equivalent to rent in lieu of land revenue. The Secretary to the Ministry stated that he had no information in the matter.

Committee's
views.

64. *In view of the general complaints made, the Committee consider that the matter should be immediately looked into by the Ministry. They also feel that in all such cases where displaced persons have rehabilitated themselves on lands by their own efforts, eviction should be avoided as far as possible. In case it is necessary to evict them, alternative lands should always be provided before hand. Otherwise such evictions would only create new problem for rehabilitation.*

(v) *I.T.A. Scheme*

Origin of the
I.T.A.
Scheme.

65. The Indian Tea Association Scheme was initiated in April 1950 as a result of discussion with the then Minister of Rehabilitation with the local officers and representative of the Indian Tea Association at Silchar. The Scheme provided that the I.T.A. in their tea garden land would settle 3,000 displaced families migrated to Assam. The Government of India would pay the I.T.A. for this a sum of about Rs. 21 lakhs.* No written agreement was signed between the I.T.A. and the Government of India. The Scheme was transferred to the State Government in 1953.

66. *From the very beginning the scheme did not progress satisfactorily.* A Review of I.T.A. Scheme carried out by the Government of Assam stated:— Review of the I. T. A. Scheme.

“Rehabilitation under this Scheme cannot be considered altogether satisfactory. The land allotted is obviously inadequate and, though there has not been large scale desertion, the agriculturist families have, economically speaking, a precarious existence. The I.T.A. Authorities have been approached for more land, but it is not likely to be forthcoming. The non-agriculturists settled in the tea gardens did some brisk trade in the beginning but due both to their own improvidence and the very serious slump in the tea industry they also are in distressed condition. Everyone, agriculturists or non-agriculturists, clamours for more lands which unfortunately cannot be found.”

67. The Secretary, Department of R. & R., Assam, after his tour of rehabilitation sites in August 1953 (*i.e.* after the I.T.A. Scheme was transferred to Assam Government) observed in a note submitted to the Minister of Rehabilitation, Assam, as follows:— Observations of the Secretary, Relief and Rehabilitation Department Assam.

“The I.T.A. Scheme sponsored by the Government of India will be a source of great anxiety to us for sometime. I had occasion to see the difficulty of many families taken to the tea-gardens for settlement under that scheme. Many families are in acute distress due to their inability to secure sufficient cultivable lands where they can raise their crops. Those who got lands do not appear to have got enough to enable them to earn living. The acute distress of many of the families settled in the tea-gardens all over the district has been very strongly represented to me by all sections and I am also convinced that something has got to be done to render them immediately assistance.”

68. Even in respect of the displaced persons who were eventually settled on the tea garden lands there are reported to be quarrels between the tea garden labourers and displaced persons because land rights have not been given to the displaced persons settled on Tea Gardens. It is also understood against 3,000 families proposed to be settled under this scheme a much smaller number have been settled and in an unsatisfactory manner. It is understood that another Further complaints.

sum of Rs. 11 lakhs is to be spent in acquiring the same land with a view to giving permanent occupancy rights to displaced persons.

Committee's
suggestion.

69. *The Committee recommend that an enquiry should be held by the Government of India to look into the circumstances in which Rs. 20.80 lakhs were paid without an agreement to the I.T.A. authorities to what extent the scheme had succeeded, the reasons for failure of the scheme and the responsibility therefor. An assessment may also be made of the further measures necessary for adequate rehabilitation to the displaced persons concerned.*

(vi) *Tractorisation Scheme*

Committee's
views.

70. *With a view to find cultivable waste land for displaced persons the Ministry of Rehabilitation sanctioned a scheme of reclamation of 5,000 acres of land by the C.T.O. in the district of Cachar at an expense of Rs. 32 lakhs. It is stated that the scheme was undertaken after a preliminary survey by the State Government and the C.T.O. However, after an expenditure of Rs. 3 to 4 lakhs had been incurred on the Scheme, it was observed that the land was unsuitable for cultivation owing to its being steep tilla land which made the cost of reclamation too high. The scheme was, therefore, abandoned. It is understood that an Enquiry Committee consisting of officials and non-officials had been appointed to ascertain the reasons for the failure of reclamation operations and to apportion responsibilities. The Committee regret that the scheme has resulted in infructuous expenditure. They would urge the necessity of exercising greater care in future in formulating or approving schemes for operations of a similar nature involving substantial outlays of public money.*

(d) **Housing Schemes**

General
pattern
of Housing
Schemes.

71. The general pattern of housing schemes of the Eastern Zone is that the Government gives house building loans to the displaced persons through the State Governments and the displaced persons construct the houses themselves. In the Government Colonies the land is developed and amenities such as roads, drains, water supply are provided. The cost of acquisition and development of land, including expenditure on construction of roads, drains etc. is treated as a loan to the displaced persons who are allotted homestead plots. Government have also undertaken construction of houses in some cases e.g. at Bon Hooghly and Behala colonies near Calcutta but as compared to the Western Zone the number of such Government built housing schemes in the Eastern Zone is not appreciable.

72. *So far as the Government Colonies are concerned the Study Group of the Estimates Committee in their various tours formed the impression that the approach roads and other civic amenities were far from satisfactory. Regarding Mantripukheri Housing Scheme in Manipur the Study Group observed that plots which had been allotted to the displaced persons were not fully developed and that drainage had not been laid. In Orissa, the Study Group were informed that sanitary conditions in the Bhusandpur Colony were not satisfactory. The Committee consider that when Government start a housing colony they should ensure that necessary facilities like drainage, roads, drinking water supply are provided.*

Conditions
in Govern-
ment
Colonies.

73. It was represented to the Study Group of the Committee in Orissa that single room barracks were allotted to the displaced persons irrespective of the size of the family. *While appreciating that houses cannot always be allotted according to the size of the family, the Committee feel that Government should ensure in future constructions, that for large families at least 2 room houses are allotted. They also feel that a house should normally consist of a minimum of two rooms.*

Size of
Government
constructed
houses.

74. *One common complaint in respect of both the direct construction schemes as well as schemes of development of colonies is that the progress of these scheme has been very slow. Both the Bon Hooghly and Behala Housing Schemes were approved in May, 1956 but construction started in February, 1957. It was observed in July, 1959 when a Study Group of the Estimates Committee went to these sites that only 208 tenements out of 640 in Behala and 352 tenements out of 736 in Bon Hooghly were nearing completion. In Narsingharh, Tripura, the scheme to develop an area of 218 acres of land providing 450 plots was initiated by the Government of India in 1956. But when the Study Group of the Committee visited the colony in October, 1959 only 346 plots had been developed and none of them allotted to the displaced persons. Similarly in Kahilipara near Gauhati although the scheme to develop 90 bighas of land was sanctioned in 1957 the area had not been completely developed till October, 1959 and only a few plots had been allotted to displaced persons. The Committee feel that such tardy progress of housing schemes naturally delays the process of rehabilitation. They would therefore stress the desirability of greater expedition in the execution of the programmes in the remaining colonies under construction or development.*

Progress of
the housing
schemes for
displaced
persons.

(e) Squatters' Colonies

Genesis of
squatters'
Colonies.

75. At the peak of the influx in 1950 a number of refugees were found in unauthorised occupation of other people's lands in and around Calcutta. It was subsequently found that a large proportion of them had on their own initiative got themselves absorbed in the economy of the State and built structures of their own on these lands. Considering the fact that eviction would have only meant disruption of their economic life, necessitating further assistance, it was decided that unless alternative accommodation was provided for them by Government, the displaced persons in unauthorised occupation of land on or before 31st December, 1950 would not be evicted. As the displaced persons in those places were also found to be generally gainfully employed and had organised some sort of a corporate life it was subsequently decided to acquire these lands for them.

Regulariza-
tion of
squatters'
Colonies.

76. The Committee understand that out of 147 Squatters' Colonies 103 have so far been regularised either in full or in part. The Committee were informed that out of the colonies regularised proposals for development had been received for 26 colonies from State Government of which 19 schemes had been sanctioned at an estimated cost of Rs. 17 lakhs. The Committee were also informed that for the development of 58 squatters' colonies in Tollygunj area, the Calcutta Corporation had submitted a scheme which was under examination of the Government of West Bengal. Thus out of 147 colonies, development schemes seem to have been considered (including some approved) only in 84 colonies.

Committee's
suggestions.

77. *The Committee recommend that steps should be taken to see that adequate civic amenities are provided in the squatters' colonies as early as possible. The Committee also recommend that since the entire amount spent on development expenditure is charged as a loan to the displaced persons in the colonies, which the displaced persons might not be in a position to repay, Government may consider treating some portion of this expenditure as grants to State Governments or Calcutta Corporation for development of colonies as is done in the case of scheme of slum clearance by the Ministry of Health.*

(f) Industrial Schemes

Facilities
under Indus-
trial
Schemes.

78. In order to provide employment to displaced persons in or near refugee townships/colonies and in places with heavy concentration of displaced persons a scheme for setting up industries was evolved by Ministry of Rehabilitation in September, 1956. Under this Scheme the following facilities are provided by Government wholly

or partially to the industrialists to encourage establishment of medium industries:

- (a) Factory sites made available at reserve price;
- (b) Facilities of electricity and water provided at the bulk rates of the neighbouring industrial areas;
- (c) Loans upto 50 per cent of the value of fixed assets in the shape of land, buildings, and machineries to be installed by the industrialists.

79. In addition, financial assistance is given to State Governments and Co-operative Societies to set up cottage/small scale industries in townships and colonies. A statement showing the number of cottage/small scale industries* sanctioned upto 31-3-1959 for providing employment to East Pakistan displaced persons is given in Appendix IV.

80. It will be observed from this Statement that whereas Assam has a displaced persons population of 4.86 lakhs only 10 industrial schemes have been sanctioned by Government of India and 8 taken by the Assam Government on its own under the scheme of financial assistance. The Secretary to the Ministry of Rehabilitation stated during evidence that although an industrial officer was made available to the Assam Government, unfortunately much progress had not been made by the State Government. In Orissa also the progress does not seem to be satisfactory to the Committee. For a displaced person population of 12,000, only 4 schemes have been sanctioned till 31-3-1959. A Study Group of the Estimates Committee further learnt during their informal discussions with the officials of the Relief and Rehabilitation Department of the State Government at Bhubaneswar in Decemeber, 1959, that out of 4 schemes sanctioned, 2 schemes had not been implemented. In one case the scheme had been dropped because the Industries Department of the State Government was not prepared to run it as a departmental scheme. In the other case, loan had been sanctioned to a private contractor but he had not been able to furnish necessary security etc. the scheme remaining unimplemented as a consequence. In Manipur also the officials of the Administration stated during their informal discussion with the Study Group that there was no industrial scheme under the Administration. In Tripura the representative of the Refugee Associations complained that although schemes were undertaken by the Administra-

Progress of
Small
Industries
Schemes.

*At the stage of factual verification, the Ministry of Rehabilitation stated as below:—

“In respect of cottage|small scale industries, 75% of the investment on land, building, machinery and working capital is usually advanced as loans, the balance of 25% being provided by the loanee himself.”

tion, they had not achieved the object of securing a wide employment.

Committee's
suggestion.

81. In West Bengal particularly, and to a somewhat comparable extent in Assam and Tripura, there is a dearth of land. There are also particularly no heavy industries in Assam and Tripura. Small industries, therefore, provide the best way of accomplishing the rehabilitation of larger number of displaced persons. *The Committee, therefore recommend that a survey should be made of the progress made so far in the small industries schemes as done in the case of medium industries and suitable steps taken to utilise small-industries fully for the purpose of rehabilitating as large a number of displaced persons as possible.*

Progress of
Medium
Industries
Schemes.

82. Besides the cottage/small scale industries 18 schemes of medium industries in West Bengal were sanctioned by the Ministry of Rehabilitation upto the 1st January, 1959, involving an expenditure of Rs. 219 lakhs with an employment potential of 9400 displaced persons. Out of these, 2 schemes are stated to have been since cancelled. The industries concerned include eight spinning mills, one hosiery factory, three engineering industries, four hume pipe factories, one sugar mill, one chemical factory and one ceramics factory. A statement showing the names of different industries, the amounts sanctioned, the amounts advanced, the employment potential and the number of displaced persons actually employed in the individual industrial undertakings is given in Appendix V.

Defects in
the Medium
Industries
Schemes.

83. The Committee observe that although Rs. 144.30 lakhs i.e., 76.2 per cent of the money sanctioned has been advanced to these industries only 22.4 per cent of the total number of displaced persons to be employed have been employed. Taking individual units it is observed that 4 industrial units out of these 16 to whom loan was given had not employed any displaced person at all although their employment potential was 1208, 601, 500 and 70. *The Ministry of Rehabilitation conducted a survey of those schemes in the middle of 1959. Their report has brought out many defects in the working of the schemes.* For example in para 15 of the Survey Report it is observed:

“From the study of these cases and the points that have been raised by the various managements it does appear that in the beginning, when the question of sanctioning loans was considered, there was need for making a more realistic estimate of the costs as well as of the employment potential. In the eagerness to obtain funds, industrialists seem to have agreed to reduce their estimated costs and to inflate the

displaced persons employment potential, thinking that it may satisfy Government and might provide an easy means for getting their loans applications sanctioned."

84. It is also observed that the system of giving loans did not provide adequate power to Government to enforce the condition of employment of displaced persons against which the loans are given. The Survey Report in conclusion has observed:

"Some of the difficulties pointed out by the industrialists are genuine, but there is no doubt that in those cases where the private parties have seriously tackled their problems, success has been achieved. There is need for greater co-ordination and closer examination and pursuit of each case individually with a constructive approach. The private industrialists must make a more positive attempt towards the implementation of these schemes. It is hoped that during the year 1959 most of the incomplete schemes will be implemented and the employment position would improve considerably."

Unfortunately the hope of the survey report still remains unfulfilled as only 1759 displaced persons have been provided jobs out of an expected number of 7850.

85. *The Committee understand that the Government have transferred 16 of the schemes to Rehabilitation Industries Corporation. As the Rehabilitation Industries Corporation would not have any more powers than the Government had in enforcing employment of displaced persons in return for the loans given, the Committee are doubtful how this by itself would improve the prospects of the schemes. It was explained by the Secretary to the Ministry of Rehabilitation that the slow progress was due to various factors mainly due to scarcity of raw materials and that full employment potential would be available after the units actually went into production when the position would somewhat improve. The Committee feel that the results of the schemes so far have not been satisfactory from the point of view of realising the main objective of finding employment for displaced persons.*

Transfer of
16 industria
schemes to
R. I. C.

86. The representative of the Ministry stated that it was not easy to enforce the condition relating to the employment of displaced persons on the loanee industrialists, except by way of recalling the loans. *The Committee consider that unless a way is found for enforcing the primary condition of the industrialists employing displaced persons,*

Enforcement
of the con-
ditions of
employment
of displaced
persons.

it will only mean that the Rehabilitation funds will be taken advantage of by enterprising industrialists under a false cloak not to rehabilitate the displaced persons but to rehabilitate themselves. The Committee hope that the Ministry will see to it that no room is given for such an abuse.

(g) Training Schemes

Need of
Training
Schemes.

87. In view of the limited scope for resettlement of displaced persons in agriculture and distribution trades, which were the main occupation of a majority of the rural and urban displaced persons in the East Pakistan, it was felt necessary to divert a large number of displaced persons to productive channels. This could not be done without giving them the training in suitable vocations and crafts. The Ministry of Rehabilitation, therefore, formulated several schemes of vocational and technical training.

Training
Schemes
and employ-
ment
opportunities

88. *A review conducted a few years ago of the training programmes in the Eastern Zone revealed that of the two broad sub-divisions of trades, vocational and technical, the latter offered more opportunities for absorption of trained personnel. With this end in view the standard of training imparted in these centres was being raised to the level required in the D.G.R.E. run training centres. It is not known whether the employment opportunities have improved as a result of the shift in the system of training.*

89. *In Orissa, it was represented to a Study Group of the Committee that the only training centre in Orissa had trained about 36 girls but the trainees had not been able to secure employment after training. The Committee would, therefore, recommend that Government should take special measures to see that these trained displaced persons find suitable employment.*

Expansion
of the
training
facilities
for displaced
persons
from East
Pakistan.

90. In this connection, *the Committee also observe that the number of persons provided with training facilities in the Eastern Zone are much less than the number in the Western Zone. In the Western Zone 92 thousand persons had been trained. In the Eastern Zone, the number of displaced persons trained was only 36 thousand and another 6 thousand were under training. On the other hand during the visit to the Polytechnic at Gauhati the Study Group of the Estimates Committee noticed that some seats were lying vacant and the institute was also not fully equipped. A polytechnical institute to be started at Charbatia is not being taken up as the camp has been closed. The equipment purchased is being transferred to similar institute which is being started at Cuttack by the D.G.R.E. where displaced persons can be admitted on a priority basis for some time. While it may not be necessary to have such training schemes*

exclusively for displaced persons, the Committee recommend that every facility should be provided to displaced persons needing technical or vocational training in the existing institutions which may be expanded for the purpose and where such facilities do not exist by setting up new training institutions.

(h) Homes and Infirmaries

91. The destitute displaced persons and their dependents are maintained in two types of institutions, viz., 'Infirmaries' and 'Homes'. At the 'Infirmaries' aged and infirm displaced persons are kept while at 'Homes' widows and their dependents are maintained. There were 50,223 inmates (as on 15th November, 1959) living in 32 Homes/Infirmaries set up in the Eastern Zone.

92. *The Committee understand that the Ministry of Rehabilitation contemplate transferring these homes and infirmaries eventually to some other permanent Ministry of the Government of India as has been done in the case of the Homes and Infirmaries in the Western Zone. The Committee, however, feel that it would be desirable if some permanent Ministry is associated with the work of these Homes and Infirmaries right from now so that there is no difficulty in transferring it at the last stage of the winding up of Ministry of Rehabilitation. Further, they would suggest that the Government should examine the feasibility of transferring the homes to State Governments with Central aid as recommended by the Committee in para 127 of their Eighty-ninth Report on Ministry of Rehabilitation.*

93. *A Study Group of the Estimates Committee visited the Meharpur Central Home at Silchar in October, 1959. This Home had a population of 916 displaced persons of which 350 were adults and the remaining children. Out of 350 adults 150 were of permanent liability category. It was observed that about 50 persons were accommodated in each barrack which lacked sufficient privacy. A dispensary had started functioning in the Home from 18th April, 1959 but there was no ward for indoor treatment of the patients. The Committee recommend that such defects should be remedied after proper enquiry.*

94. *It has been represented to the Committee that adequate training and employment facilities are not at present being provided in the Homes. In the Meharpur Central Home referred to above the Study Group of the Committee came to know that 43 inmates had been given training in*

tailoring and weaving and another 21 were receiving training, but the trainees having completed their training were without employment. At the Assam Hindu Mission at Shillong also, which the Study Group visited they were told that 50 destitute women were trained in tailoring at the expenses of Rs. 35 thousand in 1956-57, but it was not known whether the women thus trained were suitably employed or not.

Observations
of the Com-
mittee of
Ministers.

95. The Committee of Ministers in their Report in 1954 had observed thus:

“All able-bodied young women who are capable of becoming fully employable should be given training in Homes run by Government in local institutions under ‘Residential’ training schemes for training in courses such as nursing, child care, cooking and certain work book binding, typing, weaving, tailoring etc. Middle aged women who are not capable of being fully employable may be given work or training according to their physical and mental capacity, and attitude.”

Decisions of
the Min-
isters’ Con-
ference at
Calcutta in
July 1958.

96. *The Ministers’ Conference at Calcutta held in July, 1958 decided that efforts should be made to provide old and infirm with light work to keep them occupied. Children should be imparted proper education/training so that when they grew up they could earn their own living and support their mothers. About lone mothers also it was decided that they should be provided training and work. It is understood that the State Governments have been asked by the Central Government to take steps on the above lines. The Committee welcome these decisions and suggest that vigorous steps should be taken to implement them.*

(i) Education

97. A number of facilities are provided for the education of displaced persons by the Government e.g. opening of schools in camps, Homes and Infirmaries, grant of financial assistance to displaced persons students in the form of cash grants, stipends, grants for meeting expenditure on Government primary schools in colonies, grants for training of displaced untrained teachers, construction of schools in colonies, etc.

Integration
of educa-
tional facili-
ties.

98. *With the progressive settling down of displaced persons, it became necessary to examine the integration of educational facilities to displaced persons with the general plans*

of the State Governments concerned. It was, therefore, decided at the Conference of Rehabilitation Ministers, held at Darjeeling in October, 1957 that instead of the Centre scrutinising the requirements of each State for the grant of financial assistance to displaced persons, lump sum grants should be placed at disposal of the States for the grant of freeships, book grants and stipends. It was for the State Governments to utilise these funds for the grant of assistance in deserving cases in accordance with the rules framed by them under the overall pattern approved by the Ministry of Rehabilitation. The Committee hope that these steps would ensure educational aid to the displaced persons till they are absorbed in the prevailing pattern of the region.

99. *It was represented to the Committee that the Government of Assam insisted upon a certificate being produced by the displaced persons applying for a stipend that the person was a student in Pakistan. If this is correct, the Committee are at a loss to understand the reasons for such a requirement. The Committee would recommend that the matter may be looked into.*

Certificate
for stipend.

100. *It was also represented to the Committee that in one of the States in the Eastern Zone, the State Government was insisting upon education in the medium of the State language in the primary schools. In October, 1959, a Study Group of the Committee were informed in the villages of Saitan and Serrow in Manipur territory that although most of the children attending the schools were Bengalees there was no teacher who could teach them in the medium of that language. It is an universally accepted policy that linguistic minority groups should be provided facilities for instruction through the medium of their mother tongue at the primary stage. The Constitution itself provides certain provisions for instruction in the mother tongue at the primary stage. While the displaced persons have necessarily to learn the language of the region where they are settled and conform to the pattern of education prevailing there, the Committee consider that it is equally necessary to provide them with adequate facilities for instruction in their mother tongue.*

Medium of
instruction
in Primary
stage for
displaced
persons.

CHAPTER VI

BRANCH SECRETARIAT, MINISTRY OF REHABILITATION

Winding up
of the work
in the
Western
Zone.

101. In respect of the Ministry proper which mainly dealt with the work of the rehabilitation of displaced persons from West Pakistan, the Annual Report 1958-59 of the Ministry of Rehabilitation has observed:

“The task of rehabilitation of displaced persons from West Pakistan has nearly been completed, the only outstanding items being payment of compensation and negotiations with Pakistan. The work relating to payment of compensation is expected to be finished by the end of 1959-60; but that relating to negotiations with Pakistan is likely to linger on due to uncooperative attitude of the Pakistan Government. It will thus be possible to wind up the Western Wing of the Ministry, with the exception of skeleton staff to tie up loose ends by the end of 1959-60.”

The Committee in their 89th Report have recommended that a phased programme should be drawn up for completion of the work remaining with the Ministry or transferred to other Ministries by the end of 1960-61.

Winding up
of the work
in the
Eastern
Zone.

102. *In the case of Eastern Zone there is no proposal to wind up the work of the Ministry immediately.* The representative of the Ministry stated that he could see no justification whatsoever for a separate Rehabilitation Ministry so far as the Western region was concerned after the year 1960-61 and so far as the Eastern region was concerned after 1961-62. *The Ministry proposed to gradually integrate the schemes of rehabilitation with the general plans of development of the country as a whole and particularly with the development plans of the States concerned so that the Ministry can eventually be wound up.* It is claimed that a start towards the process of integration has already been made.

Redistri-
bution of
remaining
work.

103. *In the Eastern Zone the progress of rehabilitation has not been rapid for various reasons. Nevertheless, a separate organisation to provide relief and rehabilitation to displaced persons cannot continue for an indefinite time. The Committee are, therefore, in agreement with the policy*

of the Ministry in this regard. After assessing the residuary work the Ministry of Rehabilitation should draw up a phased programme for winding itself up. Some of the residual work may be entrusted to State Governments. The rest of the work may be vested either in one Ministry at the Centre—preferably the Home Ministry—or in more than one Ministry depending upon the nature of the activities. The important thing is that the objects for which assistance is being rendered to the displaced persons should be realised and not the continuance of a separate Ministry. If those same objects could be fulfilled by a redistribution of the work between the respective State Governments and one or more of the Central Ministries, then the justification of a separate Ministry disappears.

CHAPTER VII

REHABILITATION INDUSTRIES CORPORATION

(a) Origin

104. The Rehabilitation Industries Corporation was set up as a Joint Stock Company in April, 1959. The object was to create an effective machinery for setting up industries in the public as well as in the private sectors for providing employment to displaced persons from East Pakistan. The functions of the company are to set up industries on its own or in partnership with private enterprise and to advance loans to private entrepreneurs starting industries with the specific objective of securing employment for displaced persons therein. The company has an authorized capital of Rs. 5 crores, out of which shares worth Rs. 25 lakhs only have been issued so far. It is proposed to issue shares worth another Rs 75 lakhs during the year 1960-61. The company is managed by a Board of Directors consisting of Shri G. D. Birla as Chairman, five industrialists of West Bengal and the representatives of the Ministries of Commerce and Industry, Finance and Rehabilitation of the Government of India and a representative of the West Bengal Government.

Programme-
of the Com
Pany

105. The present programme of the company includes the following activities:

- (a) granting of loans and advances for setting up all types of industries, particularly small and medium industries and expansion of the existing ones.
- (b) setting up of 2 industrial estates one at Behala and another at Bon Hooghly in Calcutta.
- (c) participating in the setting up of a rubber company along with the private enterprise.
- (d) supervision of the 16 schemes of medium industries transferred by the Rehabilitation Ministry.

106. With regard to the activity at (a) above namely, granting of loans and advances, it is understood that the Rehabilitation Industries Corporation has so far sanctioned loans worth Rs. 27 lakhs to 10 applicants. But this amount had not yet been disbursed. As regards (b) namely, the setting up of industrial estates the lay out plans have been drawn up and the buildings required for the industrial estates have been designed.

(b) Need for Rehabilitation Industries Corporation

107. In their Eightieth Report, the Committee have referred to the multiplicity of Public Undertakings and recommended that as far as possible the possibility of utilising an existing Undertaking should be examined before a new Undertaking is set up. It is pertinent to see whether the functions entrusted to the Rehabilitation Industries Corporation could not have been carried out by an existing organisation by suitable adjustments.

Multiplicity of public Undertakings.

108. It is observed that the functions of the National Industrial Development Corporation Limited include:

Functions of N. I. D.C. *vis-a-vis* R.I.C.

- (i) setting up of new industries or new lists of products.
- (ii) granting of loans to industries for modernization and rehabilitation.

Although, those functions are not exclusively designed to provide employment to displaced persons they are analogous to functions (a) and (c) of the Rehabilitation Industries Corporation stated above.

109. *The Committee consider that a corporation like National Industries Development Corporation could have been competent to take up such a responsibility with technical men at its command with less of administrative expenditure. When this matter was discussed with the Secretary, Ministry of Rehabilitation, he stated that after the work of creating employment opportunities for displaced persons has been completed, the company might be wound up. The Committee consider this as an added reason why a new organisation need not have been created for a limited purpose and for a limited period. Now that the Rehabilitation Industries Corporation has been set up as a Company, the Committee hope it will make good the expectations.*

Committee's Views.

(c) Employment of displaced persons

110. The primary function of the Rehabilitation Industries Corporation is creation of employment opportunities for displaced persons. The Rehabilitation Industries Corporation has, however, no powers to ensure that the loanees employ the necessary number of displaced persons. It is true that when the loan applications are scrutinized the Rehabilitation Industries Corporation invites the opinion of the State Government to ascertain whether there is scope of employment of displaced persons in the industry to be set up in a particular locality, but should the industrialists fail to employ the displaced persons, the Rehabilitation Industries, Corporation cannot take any action except that it can recall the amount advanced as loan.

Enforcing the conditions of employment of displaced persons.

Committees' apprehensions.

111. One of the defects of the 16 schemes that had been transferred to the R.I.C. is that they failed to employ even a fourth of the number of displaced persons originally undertaken. *The Committee have their own apprehensions that whatever guarantees or assurances the loanee-industrialists may hold out at the beginning, they will not be too eager to fulfil them in practice. They consider this to be the weakest part of the scheme and recommend that effective steps are taken to see that necessary number of displaced persons are employed in the industries set up either in partnership or with the assistance of Rehabilitation Industries Corporation. In this connection a reference is invited to para 86.*

Availability of trained displaced persons.

112. One of the reasons stated for the unsatisfactory unemployment of displaced persons in these industries was that the number of trained displaced persons was not adequate. On the other hand, there are trained persons amongst displaced persons who are idle for want of jobs. *Since the Rehabilitation Industries Corporation is exclusively meant for the opening of vistas of employment for displaced persons, the Committee would suggest that Government may prepare a list of all those persons who have been trained in the Vocational and Technical Training Centres and Polytechnics set up by the Government and forward the same to the Rehabilitation Industries Corporation so that in the industries started with its help, displaced persons can be employed.*

Committee's suggestion for employment of displaced persons in administrative and supervisory posts.

113. *It is gathered that most of the displaced persons employed in the specially aided industries are daily wage earners and they have little scope for higher jobs. The Committee suggest that even in administrative and supervisory posts, the employment of displaced persons under this scheme should be ensured.*

Industrial Estates in concentration areas.

114. *The Committee further suggest that the Government should undertake a survey of the areas having large concentration of displaced persons so that the Rehabilitation Industries Corporation can set up industrial estates in these areas and grant loans to displaced persons applicants for setting up industries there.*

(d) Aid to Industries

Controlling powers in the aided industries.

115. Apart from sanctioning loans, the Rehabilitation Industries Corporation is also understood to have participated in the setting up of industries along with the private enterprise. One such instance is the participation in the equity capital of a rubber company, where the Rehabilita-

tion Industries Corporation has purchased shares of the company. *The Survey Report on 18 medium industries schemes in West Bengal stated that in the interest of better control over the industries to which aid is given by the Government, it would be desirable if Government bought shares of the company to which financial aid is given. It would be further desirable if the Government bought controlling shares of these companies. The Committee do not know whether in the rubber company the Rehabilitation Industries Corporation has bought controlling shares.*

116. *The Committee consider that in such a case where the Rehabilitation Industries Corporation participate in the equity capital of a private agency, power should be reserved by the Corporation to nominate the Chairman or the Managing Director of the concern so that adequate control is assured.* Committee's suggestion.

117. The Rehabilitation Industries Corporation has so far sanctioned loans to 10 industries to the tune of Rs. 27 lakhs. It is observed from the list *vide* Appendix VI that these are mostly medium industries. At the informal discussion of the Study Group during their visit to the Rehabilitation Industries Corporation in December, 1959, the Managing Director informed that it was the policy of the Rehabilitation Industries Corporation to give encouragement to small scale industries. *The Committee hope that the future operation of the Corporation would be mainly aimed at the encouragement of small industries set up by displaced persons or which employ a large number of displaced persons.* Nature of industries given aid.

(c) Expenditure

118. The Budget Estimates of the Rehabilitation Industries Corporation for the year 1959-60, so far as the administrative expenditure is concerned, is given below: Details of administrative expenditure on R. I. C.

A—1 Pay of Officers	Rs. 88,950
A—2 Pay of Establishment	Rs. 19,690
A—3 Allowance and honorarium	Rs. 53,377
A—4 Other Charges	Rs. 1,52,250
	<hr/>
TOTAL	Rs. 3,14,267
	<hr/>

119. The details of items included under A-4 above are given in Appendix VI. *The Committee cannot say whether there is any attempt on the part of the Corporation to maintain certain austerity standards in keeping with the acute problem of the displaced persons.*

Employment
to displaced
persons in
the R. I. C.

120. In this connection, *the Committee were anxious to know whether and if so, how many displaced persons were employed by the Corporation itself in the various categories, but no reply has been received from the Ministry. The Committee have their doubts that the number of displaced persons in the Corporation may be negligible.*

CHAPTER VIII

CONCLUSION

121. *The Committee are fully conscious of the magnitude of the problem of displaced persons in the Eastern Zone—where almost as large a number of them as in the Western Zone had to leave their hearths and homes and seek refuge, but without the corresponding advantage of evacuee properties, rural or urban. There was the added handicap in the Eastern Zone is so far as the influx was not at one time but in periodical waves. The Committee have attempted to evaluate the measures of relief and rehabilitation undertaken from time to time with varying degrees of success. They have come to the conclusion that virtue consists not so much in dwelling on the past schemes—successful or otherwise, as in bending all energies in a united and co-operative way to solve the residuary problems—whether of the campers or others.*

122. *The Committee have brought out a separate report on Dandakaranya Project. Here they would only like to say that that Project should be utilized to the fullest advantage of the displaced persons of East Pakistan. They are in no doubt that the question of dispersal of the inmates of the camps should claim the top most priority. The programme seems to be to shift about 20,000 families of campers to Dandakaranya and rehabilitate the remaining 15,000 families in West Bengal itself. The Committee hope that this programme will go through as per schedule without any hitch. If in the course of implementing the programme, it becomes difficult to rehabilitate the 15,000 families within West Bengal, the Committee suggest that there should be no hesitation in welcoming them into Dandakaranya.*

Dispersal of
camp in-
mates.

123. *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 rehabilitated 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 choose to go to Dandakaranya, the door must be open to them, though the measure of the concessions may vary in their case.*

Problem of
non-camp
displaced
person .

124. *When the Dandakaranya project was conceived, it seems to have been given out that it could take in 2 million displaced persons. It is quite likely as the campers settle down in Dandakaranya and there is greater intercourse between the Bengalis there and those in West Bengal, Assam etc.—more of the displaced persons would think of settling in Dandakaranya. It would be desirable to plan for such a contingency from now.*

Winding up
of the work
in the
Eastern
Zone.

125. *The Committee have been told that the Ministry of Rehabilitation have placed before themselves the end of 1961 as the target for winding up the Ministry. They feel that if the programme, the Ministry has drawn up, is pursued vigorously it will not be difficult for it to succeed in the attempt. Such residuary work as will remain—for there is sure to be some of it remaining over—may be distributed as suggested already between the State Governments concerned and one or more of the Central Ministries.*

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

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX I

(Vide Para 42)

Details of Main Schemes of Rehabilitation

A. Housing

- (i) House building loans.
- (ii) Allotment of Government-built houses and tenements.
- (iii) Construction of markets.
- (iv) Financial assistance to Municipalities for civic amenities for displaced persons settled in those areas.
- (v) Regularisation and development of squatters' colonies.
- (vi) Development of Government-sponsored colonies.

B. Rural Settlement

- (i) Acquisition, reclamation and development of agricultural lands.
- (ii) Loan for purchase of agricultural land.
- (iii) Financial assistance for purchase of implements, bullocks, seeds etc.
- (iv) Maintenance assistance in the initial stages.
- (v) Housing.

C. Business/Trade

- (i) Grant of business/trade/professional loans.
- (ii) Loans for business/industry by the Rehabilitation Finance Administration.

D. Education

- (i) Facilities of freeships, stipends and cash grants to displaced students.
- (ii) Financial assistance to non-official institutions for expansion of their educational facilities for catering to the needs of displaced students.
- (iii) Financial assistance to the State Governments for construction and maintenance of schools and colleges.

E. Medical

- (i) Reservation of T.B. Beds for displaced T.B. patients.
- (ii) Assistance to T.B. patients for maintenance and purchase of medicines.

F. Training

- (i) Facilities for vocational and technical training by setting up training centres and grant of stipends to the trainees.

G Employment

- (i) Setting up medium, small scale and cottage industries and production centres.
- (ii) Employment through Employment Exchanges.

APPENDIX II

(Vide Para 56)

Report on the scheme for the rehabilitation of displaced persons from East Pakistan on Sisal Cultivation by Dr. S. M. Sikka, Assistant Agricultural Commissioner, Indian Council of Agricultural Research.

In the meeting convened by the Union Ministry for Rehabilitation on 23rd November, 1958, in which Dr. M. S. Randhawa, Vice-President, I.C.A.R., and representatives of the Rehabilitation Department and Agriculture Department of West Bengal, as also officers of the Central Ministry of Rehabilitation, were present, it was decided that I should examine the rehabilitation schemes which have been drawn up by the Department of Agriculture, West Bengal, for the rehabilitation of refugees who have migrated from East Bengal. As I had gone to Calcutta mainly for attending the meetings of the Indian Central Jute Committee, I could examine only the sisal scheme during my short stay at Calcutta. My observations regarding this scheme are given in this report.

2. On 26th November I paid a visit to the Sisal Experimental Farm which has been set up at Rajnagar with a view to familiarising myself with the success which had been attained in cultivation of sisal. At this Farm two species of sisal, viz., *Agave sislana* and *Agave cantala* have been sown in big blocks of land. The plantation is now in its third year. *Agave cantala* possesses narrow leaves which are spin at the edges, whereas *Agave sislana* has spineless leaves of much greater width. Due to spiny nature of *Agave cantala* the handling of this particular species for fibre extraction is likely to be somewhat irksome. The growth of both the species was almost similar, although *Agave sislana* appeared to be a little more robust. No picking of leaves for fibre extraction had yet been done in any of the species, but I was informed that some leaves will be picked in the current year for trial purposes. Of the two species under trial, *Agave sislana* showed some attack of a fungal disease, for the control of which two-three sprayings had been done. The disease was not serious in the beginning but it was reported to be spreading now. However, the spread could be effectively checked by spraying. About 700 plants of each of the two species had been planted per acre, which is lower than the normal number.

I had also the occasion to see some of the experiments which are being carried out at the farm for finding out intercrops to be sown between the rows of sisal before the whole area is covered by the

growth of sisal plants. The cultivation of groundnut particularly appeared to be promising. In the initial stages, a spreading variety of groundnut was tried but since digging of pods of this variety was found to be very expensive, experiments with a 'bunch' variety were taken up subsequently. Trials with the 'bunch' variety during the last kharif season have shown that its pods can be pulled out very easily, because all the pods are concentrated in a very narrow circle round the main root. It was interesting to see that yields of about 15 mds. of pods had been obtained from this variety. The cultivation of sweet potato was also giving promising results. Sesamum was another crop which could be grown with success as an inter-crop in sisal plantation. The manager of the farm showed me some figures of the gross income obtained from these inter-crops. If one goes by these figures the conclusion seems irresistible that cultivation of these crops in the pure state should give sufficient income to the farmer without going in for sisal cultivation. The question was of building up the fertility of the soil which has been depleted due to continuous erosion that has been going on in these lands for considerable time.

I was also shown a machine which has been fabricated locally in the State of Orissa for the extraction of fibre from sisal leaves. After seeing the working of this machine, I have been led to the conclusion that this machine will need considerable improvement before it could be used for fibre extraction without causing undue hardship to the operator. The machine in its present form is not only very crude, but also very strenuous to work.

3. On 27th November, I paid a visit to the site near Kharagpur where sisal cultivation has been taken up for rehabilitating about 600 families of refugees. The topography of land which has been selected is somewhat undulating. Due to deforestation and over-grazing by cattle, the land has been subjected to erosion over a long period, with the result that it has lost the top fertile layer of soil. Bunding operation has been taken up and I must say that very magnificent piece of work has been done in putting up contour bunds to check erosion. Sisal plants have been planted on an area of about 600 acres and these seem to have well established. The staff located at the site is carrying out experiments for growing *aus* paddy and other crops like groundnut, arhar, sesamum, jowar, kulthi, mash, etc. I was informed that an average yield of 10 mds. per acre had been obtained from *aus* paddy grown in the fields round which contour bunds had been put up. The condition of other crops grown at the farm was also satisfactory on the whole. Particularly impressive was the crop of kulthi grown as a second crop after harvesting *aus* paddy. In another field the standing crop of arhar which had been grown as a mixture with *aus* paddy looked to be quite promising. I was given the information that paddy at the rate of 7 mds. per acre had been harvested from this field and that 7 to 8 mds. of arhar would be obtained from the standing crop. In another field I saw a crop of jowar which had grown

to the height of about ten feet. The crop was full of ears and is sure to give quite high yield. Sweet potatoes had also been sown on some of the area. Even though the crop had been sown somewhat late, its condition was quite satisfactory.

It was particularly of interest to see the experiment which has been designated at this site to grow pasture grasses for grazing of cattle. It was observed that, by simple fencing a good natural growth of grasses had taken place within a period of two years. The grasses which had come up were of high nutritive value. This experiment clearly shows that there is nothing wrong with the soil. The question is only of checking further erosion of soil by contour bunding and improving its fertility by the addition of organic matter.

4. On the basis of the observations made by me at Rajnagar as also at the refugees settlement site near Kharagpur, I am led to the conclusion that it is not necessary to go in for plantation of sisal as a measure for the settlement of refugees. As far as I could see, the soil, though depleted in fertility on account of soil erosion, has not become so useless as to be considered suitable only for sisal cultivation. I have been convinced through various observations which I could make during my visit to these places that the problem of the area was of putting up contour bunds and of adding organic matter to the soil to build up its lost fertility. If this is done the reclaimed lands could be straightaway allotted to the refugees who would begin growing normal crops from the very first year of allotment and will have not to wait for earning some income till the sisal plantation begins giving them some produce. The reasons why I do not support sisal plantation as a measure for the rehabilitation of refugees are as follows:—

- (a) There is very little information available so far regarding correct methods of sisal plantation in the State of West Bengal. As mentioned by me above there are two cultivated species of sisal *viz.*, *Agave sisalana* and *Agave cantala*. There is no record available to show which of them will suit Bengal conditions better. The exact planting distance for this crop has also not been found out by experimentation. In view of these snags in our knowledge it would not be advisable to take up any large scale development scheme straightaway.
- (b) If sisal plantation is taken up as a measure for the rehabilitation of refugees, they will have to wait for a period of four years before they get any income from the crop (except the small income which they may get during the first two years from inter-crops). As opposed to this if they start growing ordinary field crops from the very beginning possibilities of which

appear to be quite distinct as has been mentioned by me above they will get rehabilitated much quick.

- (c) In the scheme sisal plantation which has been worked out by the Deptt. of Agriculture of West Bengal, the economics has been worked out on the basis of current prices for sisal fibre in the market. These prices are high at present because of shortage of sisal fibre. When the country's demand is met by internal production, it is doubtful if the gross income, as given in the scheme will be realised from sisal cultivation.
- (d) The plantation of sisal has been taken up on a big scale in Bombay State in areas where contour bunding is in progress. It has to be considered whether development of sisal in West Bengal on the proposed big scale will not in the long run lead to over-production which will depress the price of the produce to an uneconomic level.
- (e) Sisal, though a plantation crop, has a short life of 8 to 12 years, depending on the fertility of land on which it is grown, since the crop begins giving produce only from the fourth year, it is evident that the planter of sisal will get effective produce for 4 to 8 years only. After this period, replanting would be necessary, which will impose fresh heavy expenditure on the grower.
- (f) In the proposed scheme, each refugee has to grow sisal on an area of three acres out of the total area of six acres to be allotted to him. It is doubtful if plantations over such small areas will prove remunerative to the planter unless the whole thing is organised on a cooperative basis and factories for the extraction of fibre and its processing are put up in the area itself. There is no provision for the installation of these factories in the scheme which has been drawn up. If provision for such a factory is made, it will add to the cost of the scheme.

5. On the basis of what has been stated above, I would suggest that the scheme may be revised by dropping sisal cultivation and in its place making provision for the supply of green manure seed and compost to the allottees for the first 2-3 years. As far as I could find out, a certain quantity of compost is already being transported from Calcutta for application to the soil. This quantity could be further increased, so as to build up the fertility of the soil more quickly. In addition, the seeds of green manure crops like dhaincha, sannhemp, guar, may be supplied to the allottees so that they can raise a green manure crop for incorporation in the soil. I am convinced that adoption of these measures will lead to more expeditious rehabilitation of the refugees than by taking recourse to sisal cultivation. It will also reduce the over-all cost of the scheme.

6. I may also refer to the price of land which the West Bengal Government wishes to charge to the Rehabilitation Ministry. In my view, the cost of Rs. 200 per acre, which is being demanded, is very much on the high side. As has been stated by me above, the lands under consideration have been subjected to erosion over a long period and as such have become very infertile. For lands of low fertility like these, a price of Rs. 50 per acre would be the absolute maximum that would be justified.

APPENDIX III

(Vide Para 56)

Report on the Herobhanga Project for the rehabilitation of displaced persons from East Pakistan by Dr. T. J. Mirchandani, Director, Agronomic Survey and Experimentation, Indian Council of Agricultural Research.

I arrived in Calcutta on the first June, 1959 and discussed the matter with Shri G. P. Bagchi, Deputy Secretary, Ministry of Rehabilitation and later with the officers of the Rehabilitation Department, West Bengal, Shri S. N. Banerjee, Secretary to the Government, Shri K. P. A. Menon, Deputy Secretary, Shri A. N. Roy, Planning Officer and others. I also met Dr. H. K. Nandi, Director of Agriculture, West Bengal. At these meetings both Herobhanga and Teesta Char schemes were generally discussed and arrangement for my visit to Herobhanga made. It was decided to postpone the Teesta Char visit to a later date.

2. On the 2nd, I met the Central Minister for Rehabilitation when I was given the full instructions regarding the objectives of these projects. Later, I met Shri K. P. A. Menon and other officers of the Rehabilitation Department, West Bengal, when the technical aspects of Herobhanga scheme were discussed.

3. On the 3rd morning, I left for Herobhanga accompanied by Shri A. N. Roy, Planning Officer, and Shri Sen, Agronomist, Rehabilitation Department. At my request Dr. S. K. Mukherjee, Agricultural Chemist, West Bengal also accompanied us. We returned from Herobhanga on the 4th afternoon.

4. Out of about eighteen thousand acres of protected forest of Sunderbans in 24 Parganas district about thousand acres have been handed over by the Forest Department of West Bengal to the Rehabilitation Department of the State. Out of these six thousand acres, about 2700 acres have been taken up for development in order to rehabilitate 700 agriculturist and 70 non-agriculturist families from East Pakistan. This report relates to this scheme (known as the Herobhanga project) of the West Bengal Government, sanctioned by the Central Ministry of Rehabilitation at the estimated cost of Rs. 31,89,500.

5. The area gets flooded by the tidal waves from the Sea and is highly saline. The process of reclamation and development as envisaged in the scheme consists of deforesting the area putting big dykes or bunds round it to prevent the sea water entering, reducing

the salinity by flushing it with rain water and draining it through the gates provided in the dykes and allotting a prescribed acreage to each cultivator for further development and cropping.

6. The area has been divided into five blocks with an approximate acreage of Block I, 250 acres, Block Laskarpur, 200 acres, Block IIA, 250 acres, Block IIB, 1100 acres, Block IIIA, 1100 acres. Block I was deforested and banded in 1957 and displaced persons have been temporarily housed on a portion of it. The deforesting and banding of Block IIA, IIB, and IIIA were carried out during 1958-59. Regarding Laskarpur block, it was understood that it was reclaimed and cropped many years ago but was abandoned about 10 years back.

7. *Deforesting*.—The whole area has been deforested. No survey report is available showing the intensity of vegetation and its distribution. The nature of vegetation could be judged by the examination of the areas just outside the project and consider of Hital, Garan, Geon, and Pashu. The intensity was not particularly dense. The deforestation consisted of removal of all vegetation upto the ground level, leaving the roots intact in the soil. Block I, which was deforested in 1957, has partially reverted to vegetation due to the sprouting from the roots since there has been no development and cropping of this area. However, this fresh growth is not very substantial or extensive. It will be necessary to clear this before cropping the area.

8. *Banding*.—Except for a very small portion the whole area has been banded and the work on the remaining portion was in progress. This was expected to be completed before the advent of the monsoon. The size of the band is about 41 feet at the base, 8 feet high and 8 feet at the top. The bands appear quite strong though at some points cracks have appeared. This is due to the fact that the soil of the area is clayed and this had to be used for making the bands. It will be necessary to arrange for proper maintenance of these bands for at least two years.

9. One flood gate in Block I was in position and I was informed that the gates in the other blocks will be installed very shortly; the number of gates was approximately one per block. It is presumed that the number of flood gates has been calculated on the estimation of drainage water from each block. It may perhaps be re-examined whether only one gate for each of the bigger blocks IIB and IIIA, each of 1100 acres will be adequate for purpose of drainage.

10. Block I, which was banded in 1957 has received two monsoons so far. It was understood that the gates were opened only about six times because the displaced persons would not allow all the rain water to be drained out and further more they also unauthorisedly opened the gates sometime to allow the sea water with fish to come in. It is necessary to ensure that the draining of area to reduce salinity is fully organised and efficiently carried out in collaboration with the cultivators.

11. No survey of land has been done. It is essential that some spot levels be taken and contour survey carried out immediately. I mentioned this to Shri A. N. Roy, Planning Officer during our visit to Herobhanga. The drainage water, with saline salts dissolved in it, should be removed the gate as quickly as possible. Depending upon the topography and levels, it may be necessary to provide drains, with gentle gradient, leading to the exit points. The need for survey is therefore obvious.

12. *Reclamation, development and cropping.*—As stated earlier Block I has received two monsoons and I suggested in my preliminary note dated 5th June, 1959, that the cropping in this area should not be delayed. The other blocks have just been bunded and will be ready for cropping only after the salt content has been reduced to a permissible limit for crop growth.

13. I was surprised to note that there had been no discussion at any stage between the Agriculture and the Rehabilitation departments of West Bengal, regarding the methods of reclamation and cropping patterns for the area. I noticed that no field or laboratory examination of the soils of Herobhanga had been carried out. The amelioration of saline lands and their successful cropping depend largely on the concentration of toxic saline salts, their composition and whether they occur in the surface layers or are also present in the subsoil. The texture and structure of the soil profile, content of other elements like calcium etc., also play an important role in determining the reclamation and drainage processes. In the absence of this vital data, no firm opinion could be expressed on the development of such lands for successful agriculture. I, therefore, requested the Agricultural Chemist, West Bengal, to have the sample soil survey and analysis carried out as quickly as possible. As the report was urgently required, no detailed survey could be planned. The Agricultural Chemist, West Bengal, has now sent me some data; he has not yet been able to complete all the analytical work. These are shown in the Table. I am thankful to the Agricultural Chemist, West Bengal, for his assistance. The data from this partial analysis of soils have been taken as indicative of the general soil conditions in the area for the purpose of this report.

14. *Soil characteristics.*—Soil analysis data show that PH is generally between 7.0 to 8.0 *i.e.*, it tends slightly towards alkalinity. It is however suitable for all types of crops.

15. The percentage of total soluble salts in all the blocks is generally very high except in Block I where it is somewhat low. Although the salinity limits for different soils and different crops vary, generally the salt content should not exceed 0.14 per cent. for successful growth of crops. When it is between 0.14 per cent. and 0.28 per cent., a few salt tolerant crops like paddy and barley may be grown successfully. At higher salt content between 0.28 to 0.42 per cent.,

only very high salt tolerant crops may be grown. Above 0.42 per cent. salt, almost all crops suffer from harmful effects and only paddy may be grown in standing water conditions with some success, the standing water having the effect of diluting the salts. Judged from these standards only in Block I, some high salt tolerant crops can be grown with some success at present. It may however be pointed out that the lower layers of Block I contain high percentage of saline salts and suitable drainage system needs to be provided otherwise the salts will come up to the surface. Percentage of salts in all the other Blocks is very high, three times the toxic limits or even more and nothing can be grown unless the salt content is decreased by drainage.

16. The analysis also shows that the salts are mainly chloride of sodium and some potassium, and being soluble can be removed by drainage under suitable conditions. The fact that PH is generally between 7 and 8 indicates that the clay has not been sodiumised; therefore, chemical amendment may not be necessary and the reclamation can be done mainly by drainage.

17. The figures of available nitrogen and phosphate generally indicate that the soils are low in nitrogen and would require nitrogenous manures and fertilizers. It may be mentioned that when the available nitrogen is about 500 lbs. per acre it is considered to be low. The available nitrogen content of these soils is below 250 lbs. per acre.

18. With regard to the content of available phosphate in the soils, broadly speaking, if the available P 205 content is above 50 lbs. per acre it is considered to be high, if it is between 20—30 lbs. per acre, it is considered to be medium and if it is below 20 lbs. per acre, it is considered to be low. Judged from this point of view the available phosphate content in the soils is between medium and low, and may require some phosphatic fertilizers for crops.

19. Regarding the texture of the surface and subsoil layers, field examination indicated that the soil is clay to clay loam and will, therefore, be quite suitable for paddy and also for most of the other crops. It was understood that the water table comes up very close to the surface during the rainy season and on account of the heavy texture of the soil, the internal leaching will be impeded. The only way of reducing the salt content would be through surface drains.

20. *Measures to reduce salinity.*—It has been mentioned earlier that the different blocks have been bunded and also been provided with gates for drainage of rain water, for washing away the salts. It will be necessary to carry out a broad topographical survey of the different blocks to lay down contour lines. As far as possible, internal or subsidiary bunds should be made by digging trenches along-side which will act as drainage channels. The area enclosed by such bunds may vary from 50—100 acres, depending upon the levels.

All such drainage channels should lead to the gates and if outfall conditions are not favourable to permit drainage water to flow out easily, pumps may have to be provided. With the efficient drainage system as proposed above, two years' monsoon will be necessary to reduce the salt content to the tolerant limit for paddy and other salt tolerant crops. Parts of the area may even grow a crop after one monsoon though the yields will be very low. Evidently it will not be possible to lay down the above proposed drainage system during the current monsoon. However, as periphery bunds have already been made, there will be some surface drainage and the salt content is expected to be reduced to a certain extent during this monsoon. It is desirable to keep a close observation on the rate of decrease of salt in the surface and sub-soil layers after the monsoon.

21. *Development of the area.*—It is suggested that after the survey referred to in the preceding paragraph has been completed and the lines along which the internal bunds are to be made, have been fixed, the area between the two proposed bunds may be assigned tentatively to a group of cultivators; their number will depend upon the area enclosed and the acreage to be finally allotted to each family. They should be encouraged to take up the reclamation of the sub-block as a whole by putting the bunds themselves by manual labour, taking out the roots and bushes within the sub-block and also carry out other preliminary operations like the levelling etc., in order to make the land suitable for cropping. This would need to be done under the technical supervision of a Government Department. The internal bunds and drains must be completed before the next monsoon, if full advantage has to be taken of the rain water to get rid of the saline salts to the maximum extent possible. The final allotment of the land may then be made for individual cropping.

22. *Cropping.*—It is hoped that Block I will have been cropped this year. Regarding the other block IIA, IIB, IIIA and Laskarpur, the major cropping can start only in 1961. Immediately after the monsoon, a soil map of the area on the scale of 16" to a mile should be prepared. The Chief Soil Survey Officer, Indian Agricultural Research Institute (Ministry of Food and Agriculture) may be requested to do this. If the soil map shows that in parts of the area, the salt content has been reduced to less than 0.42 per cent, the salt tolerant varieties of paddy may be grown. The Department of Agriculture, West Bengal, have suitable varieties of paddy to suit such conditions. Similarly crops like Khesari (pulse) may be attempted in the rabi season in areas where suitable moisture conditions prevail.

23. When the regular cropping starts in 1961, it is most desirable to lay down demonstration trials on cultivators' fields on the varieties of crops suitable for area, application of manures and fertilizers, green manuring, etc. The loans and subsidies would need to be properly

channelised for the purchase of seeds, implements, manures and fertilizers. The development Department, West Bengal, may include this area in the neighbouring N.E.S. block and thus provide technical guidance and other facilities to these cultivators.

24. The Sunderbans are a predominantly paddy area and excellent crops are grown there. Herobhanga will also adopt a similar cropping pattern. Judged from the soil conditions and other related factors so far studied, it is expected that the yield of paddy crop in Herobhanga will be of the order of five maunds per acre in 1961. With each subsequent cropping, normal manuring and agronomic practices, the yield will rise and is expected to reach the average of the region in the fifth year *i.e.*, 1965-66 crop. It may be mentioned that the increase in the yield in such areas is usually substantial in the second year and gradual from 3rd to 5th year. It may be possible to advance the date by one year by efficient handling of the reclamation processes and adoption of good soil management practices by the cultivators under the technical guidance of the Government department.

25. In order to increase the income from these lands, so that the displaced persons independent of the financial assistance from the Government earlier, it is suggested that feasibility of growing rabi crops, following paddy, may be explored. It will be necessary to observe the sub-soil water table fluctuations during the winter months for this purpose. This may be arranged. If these conditions are favourable for the rabi crops, a cropping system can be easily devised and suitable crops introduced. Provision of irrigation through tubewells may have to be made. One tubewell for every 150 acres will be sufficient to provide protective irrigation for paddy and normal irrigation for rabi crops. It is recommended that the State Agricultural Department should be closely associated with the agricultural development of the area under this project.

26. If an extension of the area under this project is proposed for the rehabilitation of the displaced persons, it is suggested that a proper project report be prepared in collaboration with the Agriculture and other concerned departments of the State Government. These are potentially good soils and their chief drawback is the presence of toxic saline salts. The level of sub-soil water table is also a factor to be considered. The technical know-how to deal with such lands is available and can be successfully applied to this area. By working out and adhering to a strict time schedule for different stages in the operation of the project and applying modern techniques, it would, in my opinion, be possible to reclaim, develop and reach the average level of production in five or six years.

**ANALYTICAL RESULTS OF FERROFANCA SOMAS
DISTRICT 24-PARGANAS, WEST BENGAL**

(Supplied by Agricultural Chemist, West Bengal).

Sample No.	Block and Profile No.	Depth in inches	pH	T.S.S.	Nature of salts.	Presence of CaCo	A.V. Nitrogen in lbs./acres	A.V. Phosphate in lbs./acres.
		3	4	5	6	7	8	9
1	Block I	0-12	7.5	0.2815		Nil	134.4	28.0
2	Do.	12-24	7.6	0.4606		"		
3	Do.	24-36	7.5	0.649		"	123.2	22.4
4	Block IIA(1)	0-12	7.8	1.267		"		
5	Do.	12-36	7.8	1.447		"	120.4	33.6
6	Do.	36-48	8.0	1.949		"	151.2	28.0
7	Block IIA(2)	0-12	7.9	1.126	Yes, from marine		109.2	28.0
8	Do.	12-36	8.0	0.779	shales		154.0	24.8
9	Do.	36-48	7.9	0.974		Nil		

10	Block IIB(A)	.	.	0-8	7.7	I.536	"	120.4	21.6
11	Do.	.	.	8-13	7.8	0.938	"	224.0	19.2
12	Block IIB(B)	.	.	0-6	7.9	I.536	"	179.2	28.8
13	Do.	.	.	6-24	7.7	0.974	"	145.6	19.2
14	Block IIB(C)	.	.	0-12	8.2	I.206	Yes, from marine	95.2	27.2
15	Do.	.	.	12-24	8.2	I.102	shales.	140.0	24.0
16	Do.	.	.	24-36	8.2	I.102	Nil		
17	Block IIB(D)	.	.	0-12	7.8	I.333	Yes, from marine	106.4	19.2
18	Do.	.	.	12-24	7.7	I.102	shales.	126.0	17.6
19	Block IIB(E)	.	.	0-12	7.5	I.126	Nil	198.8	18.4
20	Do.	.	.	12-24	7.3	0.901	"	137.2	18.4
21	Do.	.	.	24-36	7.3	0.844	"		
22	Do.	.	.	36-48	7.3	0.791	"		
23	Block IIIA(Y)	.	.	0-12	8.0	I.407	Yes from marine		
24	Do.	.	.	12-24	7.8	I.490	shales.	170.8	26.4
25	Do.	.	.	24-36	8.1	I.536	Nil	173.6	24.8
26	Do.	.	.	36-48	8.1	I.583	"		

1	2	3	4	5	6	7	8	9
27	Block IIIA(Z)	. . . 0-12	7.4	1.206		Nil	145.6	24.0
28	Do.	. . . 12-24	7.3	1.236		"	131.6	20.0
29	Do.	. . . 24-36	7.6	0.974		"		
30	Do.	. . . 36-48	7.9	1.267		"		
31	Block IIIA (K)	. . . 0-12	7.8	1.583		"	165.2	22.4
32	Do.	. . . 12-24	8.0	0.938		"	126.0	21.6
33	Do.	. . . 24-40	7.8	0.974		"		
34	Do.	. . . 40-48	8.0	0.974		"		
35	Laskarpur (A)	. . . 0-8	7.9	2.203	Yes, from marine shales.		131.6	21.6
36	Do.	. . . 8-24	7.9	0.901		Nil	103.6	24.8
37	Do.	. . . 24-32	7.7	0.993		"		
38	Do. (B)	. . . 0-10	7.9	1.747		"	156.8	30.4
39	Do.	. . . 10-23	7.7	1.077		"	120.4	32.8
40	Do.	. . . 23-38	7.5	1.267		"		
41	Do.	. . . 38-48	7.8	1.536		"		

NOTE : The field examination of the soil profile has indicated that the texture of these soils is clay to clay foam.

APPENDIX IV

(Vide Para 79)

*Statement showing Cottage / Small Scale Industries sanctioned upto 31-3-59
for displaced persons from East Pakistan*

Name of State	No. of Schemes	Amount sanctioned	Employment Potential
		(Rs. in lakhs)	
West Bengal	39	55.95	4,816
Tripura	71	45.42	8,525
Orissa	4	1.31	178
Assam	10	6.05	504
Madhya Pradesh	4	1.83	318
TOTAL	128	110.56	14,373

Note : In addition the following Cottage Small Scale Schemes have been sanctioned by the Assam Government and Tripura Administration for providing employment to displaced persons from East Pakistan.

State	No of schemes	Amount sanctioned	Employment Potential
		(Rs. in lakhs)	
Tripura	120	7.41	1,200
Assam	8	0.37	42
TOTAL	128	7.78	1,242

APPENDIX V

(Vide Para 82)

Statement showing the names of different industries, the amount sanctioned, the amount advanced, the employment provided and the number of displaced persons ordinarily employed in the Industrial undertakings

S. No.	Name of the Scheme	Amount sanctioned	Amount advanced	Employment potential	No. of displaced persons actually employed
2	3	4	5	6	6
(Rs. in lakhs)					
TEXTILE INDUSTRY					
1	Adarsha Cotton Spinning and Weaving Mills Ltd., Suryanagar, Asansol	30.00	15,24,000	1,200	Nil
2	Arati Cotton Mills Ltd. Dasnagar, Howrah	15.00	12,23,744	600	54
3	Bengal Fine Spinning and Weaving Mills Ltd., Gaveshpur, Nadia	16.30	2,95,244	600	Nil.
4	Luxmi Narayan Cotton Mills Ltd., Rishra, Hooghly	25.00	25,00,000	1,200	250
5	Bengal Fine Spinning and Weaving, Mills, Konnagar, Hooghly.	15.00	13,88,755	500	166
6	Bengal Textile Mills, Cossimbazar, Murshidabad	7.33	7,33,000	600	403

1	2	3	4	5	6
7	Bhagya Luxmi Cotton Mills Ltd.	9.15	2,01,736	500	Nil.
ENGINEERING INDUSTRY					
8	J.K. Steel Ltd., Rishra, Hooghly	26.50	25,47,482	450	184
9	Associated Assby Industries Ltd., Baranagar	6.00	3,27,194	350	45
10	Kusum Engineering Ltd.	2.70	2,70,000	150	127
SPUM PIPE FACTORIES:					
11	Hindusthan Spun Pipes Adisaptagram, Hooghly60	60,000	70	35
12	Vishnu Agencies Ltd., Kamarhatty71	Nil.	50	61
CHEMICALS & CERAMICS					
13	Radha Chemicals Co. Ltd., Habra, 24-Parganas ½	4.00	4,00,000	250	51
14	Hind Ceramics Ltd., Kamarhatty, 24-Parganas ¼	8.50	8,50,000	360	321
15	National Sugar Mills, Ahmedapur, Dist. Birbhum	21.00	21,00,000	900	62
HOSIERY:					
16	Kusum Hosiery Mills, Beliaghata	1.20	8,870	70	Nil.
TOTAL		188.99	1,44,30,025	7,850	1,759

APPENDIX VI

(Vide Para 117)

Particulars of applications sanctioned. Loan by the R. & C. Ltd.

Sl. No.	Name of the applicants	Scheme	Amount sanctioned	No. of DPs. who would be employed	Time by which D.P.s. will be employed	Rs.	(Within months from receipt of loan)
1	Kusum Engineering Co., Ltd.	Manufacturers of industrial machinery & Steel Castings.	7,70,000	408	18		6
2	Bengal Textile Mills Ltd.	Manufacturers of Cotton Yarn	14,35,000	657	12		6
3	Messrs. Geof W. Rose	Manufacturers of Locomotive Engine, head lights, flood lights, etc.	30,000	9	4		4
4	Messrs. Kalyani Industries	Manufacturers of stoves and cookers	15,000	9	1		1
5	Messrs. R. M. Industries	Manufacturers of grinding minerals and mineral products	15,000	6	1		1
6	New Barrackpore Co-operative Homes Ltd.	Manufacturers of Buttons	60,000	24	3		3

7	Power Equipments Private Ltd.	Manufacturers of high voltage switches	25,000	8	12
8	Messrs. H.L. Mazumdar & Co.	Manufacturers of Electrical motors starters	20,000	6	3
9	I.R.P. (Radio) Private Ltd.	Manufacturers of Radios	78,000	50	12
10	Glucoseries Private Ltd.	Proposed manufacturers of powder and liquid glucose	2,55,000	50	12

APPENDIX VII

(Vide Para 119)

Details of items included under "A-4-Other charges"—in the Budget Estimates of Rehabilitation Industries Corporation for year 1959-60

	Rs.
1. Registration Charges	15,000
2. Works'	20,000
3. Rent	20,000
4. Telephones	5,000
5. Furniture	15,000
6. Stationery and Printing	6,000
7. Typewriter	7,000
8. Liveries	1,500
9. Entertainments	500
10. Books and Publications	1,000
11. Conveyance hire on duty	1,500
12. Hot and Cold weather charges	20,000
13. Pay of menials	500
14. Service postage	2,000
15. Cartage and Coolie hire	500
16. Staff Cars'	35,000
17. Auditors' fee	1,000
18. Legal expenses	500
19. Miscellaneous Office expenses	250
TOTAL	1,52,250

APPENDIX VIII

Statement showing the summary of conclusions/recommendations of the Estimates Committee contained in the report

Sl. No.	Reference to Para No.	Summary of conclusions/recommendations
1	2	3
1	13	On the information given to the Committee there appears to be a <i>prima facie</i> discrepancy between the figures shown by the Ministry and other sources with regard to the correct number of displaced persons in Assam. There does not seem to have been any attempt to reconcile these varying figures. It is, therefore, necessary that this discrepancy should be resolved and the correct number of displaced persons in Assam assessed to see whether any large number of displaced persons have not been taken count of under the rehabilitation measures adopted in Assam. The ensuing census may in the Committee's opinion, be a suitable opportunity for carrying out such an enumeration.
2	18	The Committee understand that the conditions in some of the camps were very unsatisfactory. In Reliance Camp they observed for themselves that the conditions were bad. They were informed during evidence by the representative of the Ministry that there were 123 ineligible and less than 100 eligible families in Reliance Camp now and as soon as those families were removed the camp would be closed. The Committee hope that this decision will be implemented soon. But as long as the camp remains, it is the duty of camp authorities to see that proper sanitary conveniences are provided in that camp. If the camp cannot be closed immediately and it is also not possible to improve the conditions in Reliance Camp, the buildings being rented, the Government should at least see that the eligible inmates are removed to some other nearby camp where conditions are better.

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- 3 24 The Committee feel that the stay of 16,417 families in camps for periods ranging from 6 to 10 years and involving an expenditure of about Rs. 2.22 crores at the rate of Rs. 25/- per month *per capita* on doles etc. is the result of inability to follow the salutary recommendation made by the Committee of Ministers. If the figures furnished regarding long stay in camps are taken as representative of the overall position of the time taken in the dispersal of camp families, the total number of families who stayed in camps for very long periods and on whom relief expenditure was incurred would proportionately be larger.
- 4 25 The decision to close the camps by July, 1959 was unrealistic and not coordinated with matured schemes of rehabilitation. The Committee urge that a coordinated programme of closure of camps and dispersal of inmates under proper rehabilitation scheme be urgently drawn up with a view to close the camps as early as possible.
- 5 27-29 It has been stated by the Ministry that repeated efforts to close the camps could not succeed on account of continuing influx. The Committee, however, feel that the increase in the size of the problem could have become evident with the first stage of influx in 1954 itself and steps could have been taken as suggested by the Committee of Ministers to send the new migrants after a fortnight's stay in the transit camps to worksite camps or camp colonies.
- 6 30-31 The idea of the Committee of Ministers to the setting up of small industries such as pencil making, paddy husking could have been tried in the relief camps themselves but apparently no attempt was made in the direction. The Committee feel that when it was found that the stay of quite a number of inmates was not likely to be very short in these camps, it would have been very useful if they were provided with some regular work by way of healthy occupation. If need be, a percentage of the dole could have been paid as remuneration for such work. An additional incentive could have been provided by a graded rise in wages depending upon the hours of work.

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7	32	The Committee hope that the current schemes referred to in para 32 for rehabilitation of displaced persons in West Bengal camps would be successful.
8	33	The Committee feel that while cases involving double rehabilitation benefits should undoubtedly be screened, in the case of others, particularly those living in camps who have not rehabilitated themselves so far, Government may take steps to see that they move in groups based on family or village affiliations. If any member of such a family, who has already settled himself, wants to join the family in moving to Dandakaranya or any place of rehabilitation outside West Bengal, he must be permitted to go with them, though with no special rehabilitation benefit.
9	37	A review of the early years of rehabilitation leads inevitably to the conclusion that for whatever reasons, there was lack of economic planning, considerable infructuous expenditure was incurred and much valuable time lost. The Committee have no hesitation in saying that the fact that all the displaced persons could not be rehabilitated in West Bengal, which was so obvious, could have been realised during the early years of influx itself and that there was no need to wait for so many years, to be compelled by circumstances, to search for sufficient land outside West Bengal. If what was being attempted now in the matter of rehabilitation outside West Bengal on a large scale as in Dandakaranya had been thought of early enough, and what was more necessary the scheme of rehabilitation in such an area implemented even against some opposition—much of the human misery experienced by the displaced persons and the infructuous expenditure involved could have been obviated.
10	39	The Committee find that nearly 9,000 persons have been rehabilitated in Andamans from all accounts successfully under a scheme of the Home Ministry which does not appear to have been pursued further. They suggest that settling more of the displaced families in Andamans may be sympathetically examined.
11	41	It is quite possible that there are some non-camp displaced persons in need of assistance who have

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not been able to take advantage of the extension of date of making application for rehabilitation assistance because of want of adequate publicity. The Committee hope that the cases of such non-camp displaced persons as could not apply for such loans for valid reasons within the time will be sympathetically considered.

- 12 43—46 No watch appears to be exercised by the Ministry of Rehabilitation regarding the effective utilisation of money spent on Rehabilitation Schemes. The Committee feel it strange that while the entire loans and grants are being provided for by the Rehabilitation Ministry, they should not know how far the amounts had been sanctioned and in what way they were being utilised. The responsibility of the Government cannot be considered to be over after the expenditure has been sanctioned. It is necessary that there should be a means to ensure that the expenditure has been incurred properly and the expected results have been derived. The Committee recommend that consistent with the programme of winding up of the Ministry some machinery should be evolved to evaluate the result of schemes financed by the Government of India at least on a sample survey basis.
- 13 49 One common complaint made to the Committee was that the loans were given in dribbles and there was delay in sanctioning the amounts with the result that loans could not be utilised for the purpose for which they were intended. The Committee are glad to be informed that there has been an improvement in this respect. They would all the same suggest that some vigilance may be maintained by way of periodical checks to see that disbursements are expeditious and in suitable instalments.
- 14 52 The Committee welcome the measures taken to improve the recovery of loans, but feel that this may not solve the problem completely. While it is not proper to enforce immediate recovery from displaced persons who have yet to be rehabilitated and are not in a position to repay the loans, they consider that no loans should be

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written off unless they actually prove irrecoverable. The amount of loans which cannot be recovered is also a test of the success of the schemes of rehabilitation under which loans were given.

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It is unfortunate that the benefits of the earlier land schemes in West Bengal *viz.* reclamation schemes in Sarnapur, Aranch and Begjola were not available for displaced persons.

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The Committee further understand that since 1958, new land schemes have been taken up in Midnapur and Sundarban areas of West Bengal. Not much progress has been made on these because the schemes by their very nature are long term schemes where detailed survey has to precede large scale reclamation operations before land becomes productive and available for resettlement of displaced persons. The Committee hope that the recommendations made by the two agricultural experts (Dr. Sikka and Dr. Mirchardani) with regard to these schemes would be suitably implemented for the success of these schemes.

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It was represented to the Committee that fallow land sufficient to settle nearly a lakh of displaced persons is available in Assam. The Committee have not gone into the matter in detail. In view of the information presented to the Committee they consider that it would be worthwhile going into the question in consultation with Assam Government. If an offer of giving 50% of the reclaimed land to the local landless is made, the response of the State Government may be more encouraging.

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The Study Group of the Committee during their tours in Assam, Tripura, Orissa and Manipur were informed that though the land had been given to displaced persons no land rights had yet been formally accorded to them. In Orissa, because of the absence of land rights, settlers could not take loans or other advantages from co-operative societies. The Committee consider that the matter required examination to ensure that land titles are given to all settlers without delay.

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| 19 | 62—64 | In view of the general complaints regarding large scale evictions both from the Mikir Hills District of Assam and the plain districts, the Committee consider that the matter should be immediately looked into by the Ministry. They also feel that in all such cases where displaced persons have rehabilitated themselves on lands by their own efforts, eviction should be avoided as far as possible. In case it is necessary to evict them, alternative lands should always be provided beforehand. Otherwise, such evictions would only create new problems for rehabilitation. |
| 20 | 65—69 | From the very beginning, as would be seen from the Review of the I.T.A. Scheme carried out by Assam Government as also from the report of the Secretary, Rehabilitation, Assam, the I.T.A. Scheme did not make satisfactory progress. The Committee recommend that an enquiry should be held by the Government of India to look into the circumstances in which Rs. 20·80 lakhs were paid without an agreement to the I.T.A. authorities, to what extent the scheme had succeeded, the reasons for failure of the scheme and the responsibility therefor. An assessment may also be made of the further measures necessary for adequate rehabilitation to the displaced persons concerned. |
| 21 | 70 | The Committee regret that a scheme of reclamation of 5000 acres of land by C.T.O. in the district of Cachar, has resulted in infructuous expenditure. They would urge the necessity of exercising greater care in future in formulating or approving schemes for operations of a similar nature involving substantial outlays of public money. |
| 22 | 72 | The Study Group of Estimates Committee during their various tours formed the impression that approach roads and other civic amenities in Government Colonies were far from satisfactory. The Committee consider that when Government start a housing colony they should ensure that necessary facilities like drainage, roads, drinking water supply etc. are provided. |

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23	73	In Orissa single room barracks were allotted to the displaced persons irrespective of the size of the family. While appreciating that houses cannot always be allotted according to the size of the family, the Committee feel that Government should ensure in future construction, that for large families at least 2 room houses are allotted. They also feel that a house should normally consist of a minimum of two rooms.
24	74	One common complaint in respect of both the direct construction schemes as well as schemes of development of colonies is that the progress of these schemes has been very slow. The Committee feel that such tardy progress of housing schemes naturally delays the process of rehabilitation. They would therefore stress the desirability of greater expedition in the execution of the programme in the remaining colonies under construction or development.
25	77	The Committee recommend that steps should be taken to see that adequate civic amenities are provided in the squatters colonies as early as possible. The Committee also recommend that since the entire amount spent on development expenditure is charged as a loan to the displaced persons in the colonies, which the displaced persons might not be in a position to repay, Government may consider treating some portion of this expenditure as grants to State Governments or Calcutta Corporation for development of colonies as is done in the case of schemes of slum clearance by the Ministry of Health.
26	80-81	The progress of small industries scheme in the States of Eastern Zone is not satisfactory. The small industries provide the best way of accomplishing the rehabilitation of larger number of displaced persons. The Committee, therefore, recommend that a survey should be made of the progress made so far in the Small Scale Industries Schemes as done in the case of medium industries and suitable steps taken to utilise small industries fully for the purpose of rehabilitating as large a number of displaced persons as possible.
27	83-84	The Report on the Survey of medium industries in West Bengal, after pointing out the various

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defects in the schemes had expressed the hope that during the year 1959 most of the incomplete schemes would be implemented and the employment position would improve considerably. Unfortunately the hope of the Survey Report still remains unfulfilled as only 1759 displaced persons have been provided job out of an expected number of 7850.

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The Committee understand that the Government have transferred 16 of the industrial schemes to Rehabilitation Industries Corporation. As the Rehabilitation Industries Corporation would not have any more powers than the Government had in enforcing employment of displaced persons in return for the loans given, the Committee are doubtful how this by itself would improve the prospects of the schemes. The Committee feel that the results of the Schemes so far have not been satisfactory from the point of view of realizing the main objective of finding employment for displaced persons.

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It was explained to the Committee that it was not easy to enforce the condition relating to employment of displaced persons on the loanee industrialists except by way of recalling the loans. The Committee consider that unless a way is found for enforcing the primary condition of the industrialists employing displaced persons, it will only mean that the Rehabilitation funds will be taken advantage of by enterprising industrialists under a false cloak not to rehabilitate the displaced persons but to rehabilitate themselves. The Committee hope that the Ministry will see to it that no room is given for such an abuse.

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A review conducted a few years ago of the training programmes in the Eastern Zone revealed that of the two broad sub-divisions of trades, vocational and technical, the latter offered more opportunities for absorption of trained personnel. With this end in view the standard of training imparted in these centres was being raised to the level required in the D.G.R.E. run training Centres. It is not known whether the employment opportunities have improved as a result of the shift in the system of training.

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31	89	In Orissa it was represented that the displaced girls trained in the Training- <i>cum</i> -Production Centres have not been able to secure employment after training. The Committee, therefore, recommend that Government should take special measures to see that those trained displaced persons find suitable employment.
32	90	While it may not be necessary to have training schemes exclusively for displaced persons, the Committee recommend that every facility should be provided to displaced persons needing technical or vocational training in the existing institutions which may be expanded for the purpose and where such facilities do not exist by setting up new training institutions.
33	92	The Committee feel that it would be desirable if some permanent Ministry is associated with the work of Homes and Infirmaries right from now so that there is no difficulty in transferring it at the last stage of winding up of the Ministry of Rehabilitation. Further, they would suggest that Government should examine the feasibility of transferring the Homes to State Governments with Central aid as recommended by the Committee in para 127 of their 89th Report.
34	93	The Committee recommend that the defects in the Meharpur Central Home such as lack of privacy, want of facility for indoor treatment for patients should be remedied after proper enquiry.
35	96	The Committee welcome the decisions taken at the Rehabilitation Ministers' Conference held in July 1958 with regard to providing occupation to the inmates of the homes and Infirmaries. They suggest that vigorous steps should be taken to implement these decisions.
36	98	The Committee hope that the steps taken to provide freeships, bookgrants and stipends etc. would ensure educational aid to the displaced persons till they are absorbed in the prevailing pattern of the region.
37	99	It was represented to the Committee that the Government of Assam insisted upon a certificate

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being produced by the displaced persons applying for a stipend that the person was a student in Pakistan. If this is correct, the Committee are at a loss to understand the reasons for such a requirement. The Committee would recommend that the matter may be looked into.

- 38 100 It was represented to the Committee that in one of the States in Eastern Zone, the State Government was insisting upon education in the medium of the State language in the primary schools. While displaced persons have necessarily to learn the language of the region where they are settled and conform to the pattern of education prevailing there, the Committee consider that it is equally necessary to provide them with adequate facilities for instructions through their mother tongue.
- 39 103 In the Eastern Zone the progress of rehabilitation has not been rapid for various reasons. Nevertheless, a separate organisation to provide relief and rehabilitation to displaced persons cannot continue for an indefinite time. The Committee are therefore in agreement with the policy of the Ministry that the schemes of rehabilitation should gradually be integrated with the general plans of development of the country as a whole and particularly with the development plans of the States concerned, so that the Ministry can eventually be wound up. They suggest that a phased programme for winding up should be drawn up after assessing the residual work and some of the residual work may be entrusted to State Governments. The rest of the work may be vested either in one Ministry at the Centre—preferably the Home Ministry or in more than one Ministry depending upon the nature of the activities. The important thing is that the objects for which assistance is being rendered to the displaced persons should be realised and not the continuance of a separate Ministry. If these same objects could be fulfilled by a redistribution of the work between the respective State Governments and one or more of the Central Ministries, then the justification of a separate Ministry disappears.
- 40 109 The Committee consider that a corporation like N.I.D.C. could have been competent to take up responsibility of discharge of functions at present

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entrusted to R.I.C. with less of administrative expenditure. In view of the fact that after the work of creating employment opportunities for displaced persons has been completed the R. I. C. might be wound up, they consider that the R.I.C. need not have been created for a limited purpose and for a limited period. Now that the R.I.C. has been set up they hope it will make good the expectations.

- 41 110-111 Except for recalling the amounts advanced as loans the R.I.C. has no other means to enforce the condition of employing displaced persons. The Committee have their own apprehensions that whatever guarantees or assurances the loanee industrialists may hold out at the beginning they will not be too eager to fulfil them in practice. They consider this to be the weakest part of the scheme and recommend that effective steps are taken to see that necessary number of displaced persons are employed in the industries set up either in partnership or with the assistance of R.I. C.
- 42 112 One of the reasons stated for the unsatisfactory unemployment of displaced persons in industries started with the aid of R.I.C. was that the number of trained displaced persons was not adequate. On the other hand there are trained persons among displaced persons who are idle for want of jobs. The Committee would, therefore, suggest that Govt. may prepare a list of all those persons who have been trained in the Vocational and Technical Training Centres and Polytechnics set up by the Government and forward the same to the R.I.C. so that in the industries started with its help, displaced persons can be employed.
- 43 113 Most of the displaced persons employed in the specially aided industries are daily wage earners and they have little scope for higher jobs. The Committee suggest that even in administrative and supervisory posts, the employment of displaced persons under this scheme should be ensured.
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44	114	The Committee further suggest that the Government should undertake a survey of the areas having large concentration of displaced persons so that the Rehabilitation Industries Corporation can set up industrial estates in these areas and grant loans to displaced persons applicants for setting up industries there.
45	115	The Survey Report on 18 medium industries schemes stated that in the interest of better control over the Industries to which aid is given by Government it would be desirable if Government bought shares of the company to which financial aid is given. It would be further desirable if the Government bought controlling shares of these companies.
46	116	The Committee consider that where the R.I.C. participate in the equity capital of a private agency, power should be reserved by the Corporation to nominate the Chairman or the Managing Director of the concern so that adequate control is assured.
47	117	The Committee hope that the future operation of the R.I.C. should be mainly aimed at the encouragement of small industries set up by displaced persons which employ a large number of displaced persons.
48	119	The Committee cannot say whether there is any attempt on the part of the Corporation to maintain certain austerity standards in keeping with the acute problem of the displaced persons.
49	120	The Committee have their doubts that the number of displaced persons in the Corporation may be negligible.
50	121	The Committee are fully conscious of the magnitude of the problem of displaced persons in the Eastern Zone—where almost as large a number of them as in the Western Zone had to leave their hearths and homes and seek refuge, but without the corresponding advantage of evacuee properties, rural or urban. There was the added handicap in the Eastern Zone in so far as the influx was not at one time but in periodical waves. They have come to the conclusion that virtue consists not so much in dwelling on the

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past schemes—successful or otherwise—as in bending all energies in a united and cooperative way to solve the residuary problems—whether of the campers or others.

- 51 122 The Dandakaranya Project should be utilised to the fullest advantage of the displaced persons of East Pakistan. The question of dispersal of inmates of the camps should no doubt claim the topmost priority.
- 52 122 The programme seems to be to shift about 20,000 families of campers to Dandakaranya and rehabilitate the remaining 15,000 families in West Bengal itself. But if it is found difficult to rehabilitate 15,000 families within West Bengal there should be no hesitation in welcoming them into Dandakaranya.
- 53 123 There seems to be still a fair population of non-campers among displaced persons who are only partially rehabilitated and are in need of further assistance. The Committee hope that those displaced persons also will be given the assistance needed for proper rehabilitation. If any among them also choose to go to Dandakaranya, the door must be open to them, though the measure of the concessions may vary in their case.
- 54 124 When the Dandakaranya Project was conceived it seems to have been given out that it could take in 2 million displaced persons. It is quite likely as the campers settle down in Dandakaranya and there is greater intercourse between the Bengalis there and those in West Bengal, Assam etc.—more of the displaced persons would think of settling in Dandakaranya. It would be desirable to plan for such a contingency from now.
- 55 125 The Committee feel that if the programme the Ministry has drawn up for its winding up is pursued vigorously it will not be difficult for it to succeed in the attempt. Such residuary work as will remain—for there is sure to be some of it remaining over—may be distributed as suggested already between the State Governments concerned and one or more of the Central Ministries.

APPENDIX IX

Analysis of recommendations contained in the Report

I. Classification of Recommendations

A—Recommendations for improving the organisation and Working:

S. Nos. 2, 4, 5, 6, 7, 8, 16, 20, 27, 33, 39, 40, 45, 46, 55.

B—Recommendations effecting economy.

S. Nos. 3, 12, 13, 14, 21, 48.

C—Miscellaneous Recommendations:

S. Nos. 1, 9, 10, 11, 15, 17, 18, 19, 22, 23, 24, 25, 26, 28, 29, 30, 31, 32, 34, 35, 36, 37, 38, 41, 42, 43, 44, 47, 49, 50, 51, 52, 53, 54.

II. *Analysis of more important recommendations directed towards economy.*

S.No. as per Summary of recommendations Appendix VIII	Particulars
3	Considerable expenditure could have been avoided if the salutary recommendations made by the Committee of Ministers regarding dispersal of displaced persons from camps had been followed.
12	Responsibility of the Government cannot be considered to be over after the expenditure has been sanctioned. There should be means to ensure that expenditure has been incurred properly and the expected results have been sanctioned.
13	Delay in sanctioning of loans and their being given in dribs and drabs
14	No loans should be written off unless they actually prove irrecoverable
21	Infructuous expenditure in C.T.O. Scheme in the district of Cachar. Necessity of exercising greater care in future in formulating or approving schemes for operations of a similar nature involving substantial outlays of public money
48	The Committee cannot say whether there is any attempt on the part of the Corporation to maintain certain austerity standards in keeping with the acute problem of the displaced persons.