

ESTIMATES COMMITTEE **(1980-81)**

(SEVENTH LOK SABHA)

SECOND REPORT

MINISTRY OF SUPPLY AND REHABILITATION

(DEPARTMENT OF REHABILITATION)

Action taken by Government on the recommendations contained in the Thirtieth Report of Estimates Committee (Sixth Lok Sabha) on the Ministry of Supply and Rehabilitation (Department of Rehabilitation) Dandakaranya Project—Exodus of Settlers (1978)



Presented to Lok Sabha on—

LOK SABHA SECRETARIAT
NEW DELHI

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of Estimates Committee.

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INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Second Report on action taken by Government on the recommendations contained in the Thirtieth Report of the Estimates Committee (Sixth Lok Sabha) on the Ministry of Supply and Rehabilitation (Department of Rehabilitation)—Dandakaranya Project—Exodus of settlers (1979).

2. The Thirtieth Report was presented to Lok Sabha on 9 April, 1979. Government furnished their replies indicating action taken on the recommendations contained in that Report by 28 December, 1979. Further information was received from the Ministry of some of the replies between 2nd May and 7th October, 1980. The replies were examined by the Study Group 'H' of Estimates Committee (1980-81) at their sitting held on 19 September, 1980. The draft Report was adopted by the Committee on 24 November, 1980. The information desired by the Study Group on one point was received on 28th November, 1980 and it has been incorporated in the report.

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

- i. Report.
- ii. Recommendations which have been accepted by Government.
- iii. Recommendations which the Committee do not desire to pursue in view of Government's replies.
- iv. Recommendations in respect of which replies of Government have not been accepted by the Committee.
- v. Recommendations in respect of which final replies of Government are still awaited.

4. An analysis of action taken by Government on the recommendations contained in the Thirtieth Report of the Estimates Committee is given in the Appendix. It would be observed therefrom that out of 63 recommendations made in the Report 45 recommendations *i.e.* about 71 per cent have been accepted by Government and the Committee do not desire to pursue 4 recommendations *i.e.* about 6 per cent in view of Govern-

ment's replies. Reply of Government in respect of eight recommendations *i.e.* about 13 per cent has not been accepted by the Committee. Final replies of Government in respect of 6 recommendations *i.e.* about 10 per cent are still awaited.

NEW DELHI;
December 3, 1980.
Agrahayana 12, 1902.

S. B. P. PATTABHI RAMA RAO,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

This Report of the Estimates Committee deals with the action taken by Government on the recommendations contained in their Thirtieth Report (Sixth Lok Sabha) on the Ministry of Supply and Rehabilitation (Department of Rehabilitation) Dandakaranya Project—Exodus of Settlers (1978).

1.2. Action taken notes have been received from Government in respect of all the recommendations contained in the Report.

1.3. The action taken notes on the recommendations of the Committee have been categorised as follows:—

(i) Recommendations/observations that have been accepted by Government:—

Sl. Nos. 3, 4, 5, 6, 7, 9, 12, 13, 15, 17, 19, 21, 22, 23, 24, 25, 26, 27, 28, 31, 34, 35, 36, 37, 38, 39, 40, 42, 43, 46, 47, 50, 51, 52, 53, 54, 55, 56, 57, 58, 60, 61, 62, 63.

(Total 45—Chapter II)

(ii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies:—

Sl. Nos. 8, 14, 18, 20, (Total—4) Chapter III

(iii) Recommendations/observations in respect of which Government's replies have not been accepted by the Committee:—

Sl. Nos. 1, 2, 10, 11, 29, 49, 59, (Total—8) Chapter IV

(iv) Recommendations/Observations in respect of which final replies of Government are still awaited:—

Sl. Nos. 16, 30, 33, 41, 45, 48, (Total—6) Chapter V.

1.4. The Committee will now deal with the action taken by Government on some of their recommendations.

Causes of Exodus

Recommendation Sl. Nos. 1 and 2 (Para Nos. 2.31 to 2.35)

1.5. Referring to the desertions of rehabilitation sites by the settlers in 1978, the Committee had expressed their unhappiness on the fact that though the move to create unrest among displaced persons had started in 1973, it remained undetected for over four years and during this period while the move gained momentum, the DDA did not take any effective and specific

measures either to counter the move at political level or to accelerate the pace of rehabilitation and relief to settlers suffering from drought conditions and other disabilities. The Committee were of the view that the steps taken by the DDA and others were belated and therefore could not have checked desertions on such a mass scale. The Committee were of the opinion that DDA as an organisation and the Officers holding key positions could not escape responsibility for their failure to detect the calculated move to create unrest among displaced persons at an early stage and to take firm measures to counter the move. The Committee desired the causes of failures of DDA to be analysed and remedial measures taken to make DDA sensitive and responsive to the sufferings and feelings of the settlers in the Dandakaranaya region.

1.6. In their reply, (December, 1979) the Ministry of Supply and Rehabilitation (Deptt. of Rehabilitation) have stated that it would not be correct to wholly blame the DDA for the mass exodus of displaced persons in 1978. So far as Dandakaranaya Project is concerned, the unrest was noticed in 1977 and so far as could be made out, it had been created by the nucleus of those elements who had been brought over in large numbers to the Kirmi Shibirs in Dandakaranaya Project from Mana with a view to engaging them on work and resettlement activities. These elements were also instigated by the Uobastu Unnayansil Samity to desert with prospects of resettlement in Sunderbans. As soon as the Project authorities noticed the unrest, the Chairman and the Chief Administrator of the Project brought it to the notice of the Government of West Bengal and the Central Department of Rehabilitation and simultaneously took steps to put displaced persons wise about the correct position. That 1978 desertions were well planned and well organised by interested elements is evident from the facts that these desertions took place simultaneously from various rehabilitation projects being administered by different State Governments and not merely from the Dandakaranaya Project and took place after the settlers had harvested their main Kharif Crops for the year.

1.7 The Ministry have further stated that no doubt the settlers have had certain grievances arising out of difficulties faced by them. All efforts were now being made to make up for these deficiencies and to remove other legitimate grievance of the settlers. The Ministry have added that as has, however, been "rightly" observed by the Madhya Pradesh Government, facilities made available to the displaced persons were more than those provided to the local population. The process of complete merger and identity with the life of the local area would also require conscious effort on the part of the displaced persons. In view of all these factors, the Ministry of State Government do not consider it necessary to undertake any further review into the causes of failure of the DDA as suggested by the Estimates Committee.

1.8 The Committee had noted that while the move to create unrest among displaced persons had started in 1973, the Dandakaranaya Project authorities remained unaware about it till 1977. After going into the matter, the Committee had come to the conclusion that the DDA (Dandakaranaya Development Authority) as an Organisation and the officers holding key positions could not escape responsibility for their failure to detect the calculated move to create unrest among displaced persons at an early stage and to take firm measures to counter the move. The result was the mass exodus of settlers from the rehabilitation sites in 1978. The Ministry have stated that while settlers have had "certain grievances" arising out of difficulties faced by them, all efforts are now being made to make up for these deficiencies and to remove their grievances but the Ministry have not satisfactorily explained the DDA's failure to act effectively in time.

The Committee are also not convinced by the arguments advanced by the Ministry against undertaking an analysis of the causes of the DDA's failures, as recommended by them. The Committee, therefore, reiterate their earlier recommendation that the causes of failure of DDA should be analysed and remedial measures taken to make DDA sensitive and responsive to the sufferings and feelings of the settlers in the Dandakaranaya region.

The Committee are not happy at the statement made by the Ministry that ".... as has, however been 'rightly' observed by the Madhya Pradesh Government, facilities made available to the displaced persons, were more than those provided to the local population." The Committee would like to observe categorically that, without attempting an invidious and uncalled for comparison between various sections of population of the regions the Government should provide necessary facilities to the displaced persons to enable them to settle down in the region reasonably well and at the same time efforts should be made to bring about an all round development of the area as a whole for the benefit of the entire population of the area.

DDA as area Developing Authority

Recommendation (Sl. No. 59—Para 5.22)

1.9. The Committee had also come to the conclusion that the DDA, as it is constituted, had not been able to fulfil the object for which it was set up and there was a strong case for an independent study of the reasons responsible for its failure in the task of rehabilitation of displaced persons.

1.10. In their reply (Dec. 1979) the Ministry have stated that the Dandakaranaya Project had executed a number of schemes for the benefit

of the displaced persons settled in the area and for the local and tribal population. It might not, therefore, be quite correct in the Ministry's view, to say that the Dandakarnaya Development Authority had not been able to fulfil their objective. Besides, the performance of the Dandakarnaya Development Authority has to be judged in the circumstances obtaining from time to time and the various constraints under which it had to work. In spite of all these difficulties that had to be encountered, 19,647 families of displaced persons (about 1 lakh persons) were now in settled position in Dandakarnaya as on 31-10-1979 and their families had been provided necessary facilities in the field of agriculture, education, health and medical care, drinking water supply etc. With the settlement of another 5,500 families or so that were in hand in that area by 1981-82, the process of rehabilitation of the migrants from former East Pakistan in the Project would be completed, followed by normalisation of settlers' villages and other institutions by way of transfer to the respective State Governments. Therefore, at this stage, a further review of the DDA was not considered necessary. The various shortcomings in its functioning as pointed out by the Estimates Committee had, however, been noted and remedial action was being taken to make up the deficiencies.

1.11 The Committee do not agree with the view of the Government that at this stage a further review of the DDA is not necessary. As already pointed, there has been failure on the part of the DDA to arrange a satisfactory resettlement of displaced persons in Dandakarnaya even after a lapse of a long period. The Committee feel that, as already recommended even at this stage it is necessary to have an independent review of the working of the DDA in order to analyse the reasons for its failure so as to remove the deficiencies in its working and strengthen it to be able to fulfil speedily the object for which it was set up. The Committee, therefore, reiterate their earlier recommendation.

Communication Gap between the settlers and DDA Authorities

Recommendation (Sl. No. 3—Para 2.36)

1.12 The Committee had felt that the failure of the DDA to detect the unrest in time was, *inter-alia*, the direct result of the Communication gap that existed between the displaced persons and the authorities. This gap should be bridged at the earliest if the recurrence of such events had to be avoided. The Committee recommended that an institutional arrangement might be made to bring the representatives of settlers, social workers of the area and the senior Officers of DDA together periodically to enable them to exchange notes on the problems afflicting the settlers and the solution contemplated by the Authority, and to find ways and means of accelerating progress of rehabilitation.

1.13 In their reply (Dec., 1979), the Ministry have stated that it would not be correct to say that a communication gap existed between the settlers and the authorities of the Dandakaranaya Project. Pallimangal Samities had been in existence for a long time in most of the settler villages and through these grass root organisations, the project had been maintaining a fairly workable communication channel to identify problems of settlers and find solutions. Sewaks were posted incharge of groups of 5 to 16 villages each, in addition to the agricultural extension staff to intensively deal with their problems. Officers of the Project were easily accessible to the displaced persons both at their headquarters as also during their tours in the field. In order, however, to ensure greater involvement of the displaced persons in the resettlement programmes, the project authorities have initiated action to form Multi-purpose cooperative Societies so that between the Pallimangal Samities and the Multipurpose cooperative societies the involvement of the grass root level would be even more intensive. In addition, the project were also contemplating to form co-ordination Committees at the level of Sub-Zones, Zones and at project level where representatives of displaced persons would be associated in the implementation and review of programmes.

1.14. From the reply of Government, it is evident that there was no institutional arrangement at Sub-Zone, Zone and Project levels to involve representatives of the settlers in the rehabilitation programme and it is only now that Government are contemplating to form Coordination Committees at these levels. The Committee would like to emphasize that the coordination Committees consisting of representatives of settlers, social workers & DDA officers be set up at various levels without delay to review the problems of settlers and accelerate their rehabilitation.

Master Plan for Dandakaranaya Region

Recommendation (Sl. Nos. 10 and 11—Para 3.10 & 3.11)

1.15. The Committee were unhappy to note that the framing of a master plan for Dandakaranaya region which had been recommended by the Committee in 1960 and reiterated by them in 1962, 1965 and 1968 was not ready even after the lapse of 18 years. The Committee desired that the Ministry of Rehabilitation and the Planning Commission should stop passing the buck from one to the other, finalise the perspective plan without any further delay and start implementing it in right earnest.

1.16. In their reply (December, 1979), the Ministry had stated that the question of implementation of the perspective plan which was submitted to the Planning Commission by the Town and Country Planning Organisation in 1975 was discussed in a meeting held in the Department of Rehabilitation on 13th November, 1979 between representatives of this

Department, the Planning Commission, the Ministry of Home Affairs and the Town and Country Planning Organisation of the Ministry of Works and Housing. The matter was proposed to be considered further in consultation with the Governments of Orissa and Madhya Pradesh with a view to deciding as to which permanent Organisation of the Central and State Government concerned should undertake implementation of the perspective plan. Since rehabilitation of displaced persons was a passing phase, development of area based on perspective planning would need to be undertaken by a permanent organisation or organisations of the Central or State Governments. Since most of the area was tribal, it might be possible to undertake many schemes under the Integrated Tribal Development Programme.

1.17. The Committee were informed in May, 1980 that the question of implementation of the perspective plan for the Dandakaranaya region was still under consideration.

1.18. The Committee regret to note that the perspective Plan for the Dandakaranaya Project, formulation of which was recommended by the Committee as early as 1960, has not yet been finalised and no decision has as yet been taken regarding the agency or organisation which should undertake implementation of the perspective plan. They are constrained to observe that the work relating to finalisation and implementation of the perspective plan for Dandakaranaya region has not been given the importance it deserves. The Committee reiterate their earlier recommendation that Government should finalise the perspective plan without further delay and start implementing it in right earnest.

Rural Electrification

Recommendation (Sl. No. 29—Para No. 3.105)

1.19 The Committee had expressed their unhappiness at the poor progress made in electrification of settlers' villages. Out of 227 villages in Orissa and 254 villages in Madhya Pradesh, only 8 villages had been electrified. The Committee had desired that the Dandakaranaya Development Authority should, in consultation with the State Electricity Boards, draw up a time bound programme for electrification of the remaining villages and keep the progress under constant review.

1.20 In their reply (December, 1979), the Ministry stated that the Rural Electrification Schemes were prepared by the State Electricity Boards on certain remuneration criteria laid down by the Rural Electrification Corporation. The Orissa State Electricity Board were implementing 3 Rural Electrification Schemes in the Dandakaranaya area and 2 more were under consideration of the Rural Electrification Corporation. The project

Administration was in constant touch with the Orissa State Electricity Board, Bhubaneswar, for speedy execution of the Rural Electrification Schemes in the Settler villages. The project Administration had also written to the Madhya Pradesh Electricity Board, Bhopal for formulation of Schemes under Rural Electrification Programme and to include settler villages therein. The Chairman and Chief Administrator of Dandakaranaya Development Authority had been advised to have a dialogue with the Chairmen of the two State Electricity Boards and work out suitable schemes for electrification for the area.

1.21 When asked to state specifically whether any time-bound programme had been drawn up for electrification of the remaining villages of the Dandakaranaya area, the Ministry have further stated (May, 1980) that the project Administration is in constant correspondence with the Chairman of the two Electricity Boards. The project have had no response so far from the M.P. State Electricity Board in regard to their programme of rural electrification in the resettlement areas of the Dandakaranaya Project. In the Ministry's view, expansion of electric lines in the rural areas should be done by the State Electricity Boards under the normal schemes that are prepared and executed by them with or without assistance of the Rural Electrification Corporation. The Ministry have added that it may be possible to cover some areas in the Dandakaranaya Project under the "Minimum needs Programme" or under the reduced norms prescribed for tribal areas and accordingly the project authorities are pursuing the matters with the State Governments/Electricity Boards.

1.22 The Committee regret to note that their recommendation to draw up a time-bound programme for electrification of the villages in the Dandakaranaya region has not been taken seriously. The Committee need hardly emphasise that electrification of the villages in the resettlement area is an essential element for the development of the area and will go a long way in ensuring economic well being of the settlers and their speedy resettlement. The Committee, therefore, cannot but reiterate their earlier recommendation and urge that a time bound programme for rural electrification of the remaining villages in the Dandakaranaya project area should be drawn up expeditiously in consultation with the State Electricity Boards and follow-up action taken to ensure implementation of the programme.

The Committee would like to emphasise that funds should not be allowed to come in the way of electrification of this region and the Dandakaranaya Development Authority should ensure that, just because of lack of funds, electrification of this region was not delayed. The Committee are of the opinion that, if need be, Dandakaranaya Development Authority should provide funds to the State Electricity Boards of Orissa and Madhya Pradesh for carrying out the electrification schemes.

Recognition of Namasudra and Paundra Khetriya Communities as Scheduled Castes.

Recommendation (Sl. No. 40—Para No. 4.45)

1.23 The Committee were informed that most of the displaced persons resettled in Dandakaranya region belonged to Namasudra and Paundra Khetriya Communities which were recognised as Scheduled Castes in West Bengal but not so in Madhya Pradesh. In Orissa, only Namasudra Community is so recognised but not Paundra Khetriya. The Committee regretted that Government had failed to find a solution to this problem even though they had been seized of this matter since 1968. The Committee observed that since this was not a question of adding two “new” communities to the lists of Scheduled Castes, this matter should not have been linked with the question of “comprehensive” revision of Scheduled Castes and Tribes Order through an amendment of the relevant Act as was sought to be done in 1967 or in 1968. This was an anomaly resulting from the migration of two communities from one region to another. If it had been taken up by Government on compassionate grounds separately without waiting for comprehensive amendment in the Statute, the matter could have been settled much earlier. The Committee expressed the hope that the amending Bill which was then stated to be before the Joint Committee of Parliament would end this anomaly before long.

1.24 In their reply (December, 1979), the Ministry have stated that it is unfortunate that the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1978 had lapsed and the Joint Committee ceased to exist with the dissolution of the Sixth Lok Sabha. The Ministry of Home Affairs have, therefore, been requested to consider the question of recognising the various Castes to which the displaced persons from former East Pakistan belong as Scheduled Castes on the lines of recognition given to these castes in West Bengal by a separate amending Bill instead of waiting for enactment of a “Comprehensive Bill”. They have also been requested to process the proposal expeditiously so that the Amending Bill can be introduced as soon as the New Lok Sabha began its first session.

In their subsequent reply (November, 1980) the Ministry of Rehabilitation have stated that the Ministry of Home Affairs have stated that in view of the past experience, they consider it advisable to bring a comprehensive Bill relating to modification in the Scheduled Castes and Scheduled Tribes Orders before the Parliament instead of enacting a separate legislation for according recognition to Namasudra, Paundra Khetriya and other castes to which the displaced persons from former East Pakistan belong, as Scheduled Castes. In order to expedite matters, that Ministry propose to set up a Special Cell for considering the various proposals for modifications in the Scheduled Castes and Scheduled Tribes Orders.

1.25 The Committee would like the Ministry of Supply and Rehabilitation to pursue the matter with the Ministry of Home Affairs vigorously and if necessary, raise the matter at the highest level of the Government, so as to remove the long-standing grievance of members of Namasundra and Paundra Khetriya Communities and recognise them as Scheduled Castles in the Orissa and Madhya Pradesh regions in line with their status in West Bengal.

Patta Rights

(Recommendation No. 32—Para No. 4.25)

1.26 The Committee had noted with regret that even though the allotment of land to the settlers in Dandakaranya Project region had been completed in many areas as far back as 1963, 'Patta' rights had not been conferred on them till April, 1979. This, in the Committee's view, was one of the major factors contributing to unrest among displaced persons and their exodus in 1978. In Umerkote Zone, 'Pattas' were prepared during 1966—68 but were not distributed because of desertion of some families and induction of new families. Fresh 'Pattas' had been prepared in respect of land in Umerkote and Kondagaon Zones but again distribution had been held up because of Government indecision regarding terms of repayment of loans and their proposal for withdrawal of excess land. The Committee were of the view that the question of fixation of loan burden and terms of its repayment, which had been under Government's consideration since 1962, was not such a complex question that it should have defied satisfactory solution for over 16 years. The Committee observed that Government's failure to arrange the grant of 'Patta' rights showed how lackadaisical the rehabilitation authorities had been in dealing with this simple matter which was of vital importance to the thousands of displaced persons in their struggle to settle down in the Dandakaranya gerion. The Committee strongly depreciated the unconsciounable delay in the grant of patta rights and urged the Government to remove all hurdles in the way of granting these rights and distribute 'Pattas', already prepared, to the settlers, without any further delay.

1.27 The Department of Rehabilitation in their reply (December, 1979) stated that the Government of Orissa issued instructions recently on 11-10-1979 for distribution of 'Pattas' in Umerkote Zone immediately. They were, however, advised to issue pattas only to those settlers who execute mortgage deeds with the DDA mortgaging their land against the loans advanced to them. The matter was subsequently discussed by Secretary (Rehabilitation) with Chief Secretary, Government of Orissa and other officers of the State Government and during discussions, it was suggested that the rehabilitation loans could be recovered as arrears of land

revenue under the Orissa Public Demand Recovery Act if the displaced persons failed to return these loans. It was proposed that while loan bonds could be taken separately from the settlers mortgage deeds could be dispensed with. It was felt, the Department added, that there was no justification in not distributing the 'Pattas' which were prepared several years ago, particularly keeping in view the fact that any displaced person could get a copy of the records as available, merely by asking for it under the law, which for all practical purposes could serve as a 'Patta'.

1.28 Stating the latest position regarding the distribution of 'pattas' in Umerkote Zone the Departments have informed (May, 1980) that the 'Pattas' have not yet been issued in Umerkote though the Government of Orissa have since decided to distribute 'Pattas' without linking them with the execution of mortgage-deeds by settlers. The Collector, Koraput has since requested the State Government to sanction additional supporting staff as distribution of 'Pattas' to the displaced persons through the existing Revenue Inspector is not considered feasible in view of the fact that changes have taken place in the meantime which require field verification as well as correction of records and statutory conferment of rights under the Orissa Government Land Settlement Act. Moreover, final decision of State Government of Orissa as to whether the 'Pattas' will be prospective of retrospective, is still awaited.

1.29. As regards issue of pattas in Kondagaon Zone, the Departments stated that 'Pattas' had also been earlier prepared for settlers in Kondagaon Zone but these 'Pattas' were not traceable in the Office of the Collector, Bastar. Accordingly, it was proposed to have the 'Pattas' re-prepared for issue as soon as possible and Madhya Pradesh Government had been requested accordingly.

1.30 Giving the latest position regarding preparation and distribution of pattas for settlers in Kondagaon Zone, the Department have stated (July, 1980) that on a further review of the position, the Government of Madhya Pradesh have in consultation with the Dandakaranya Project, decided to issue temporary pattas valid for 20 years to the settlers in Kondagaon and Paralkote Zones with a provision to enabling the settlers to obtain loans from the various banking institutions. The Collector, Bastar is issuing instructions to the sub-Divisional officers for the preparation and issue of temporary pattas to the settlers in Kondagaon Zone.

1.31 The Committee are unhappy to note that no progress has been made in distribution of pattas to the settlers in Umerkote Zone. Although the State Government have decided to distribute 'Pattas' without linking them with the execution of mortgage deeds by settlers they have yet to decide whether the 'Pattas' will be prospective or retrospective. The Committee cannot help feeling that this matter is not being dealt with with a sense

of urgency that it deserves. They reiterate strongly that Government should take necessary steps to remove all the hurdles in the way of granting 'Patta' rights to settlers and distribute the 'Pattas' to them without any further delay.

1.32 As regards issue of 'Pattas' to settlers in Kondagaon Zone, the Committee note that the State Government of Madhya Pradesh have now decided to issue temporary 'Pattas' valid for 20 years to settlers in Kondagaon and Paralakote zones and that instructions are being issued for the preparation of temporary 'Pattas' to settlers in Kondagaon zone. The Committee hope that this task which has evaded execution for long time will now be accomplished and executed without delay.

Stipend to Students

(Recommendation Sl. No. Para No. 4.82)

1.33. The Committee had noted that the children of Namasudra community which was recognised as a Scheduled Caste in Orissa were granted Schedule Caste stipends and scholarships by the Government of Orissa but the children of Paundra-Khetriya Community did not get this facility as this community was not recognised as Scheduled Caste in Orissa. In Madhya Pradesh the Children of neither community got such stipends. The Committee felt that the authorities should not take a strictly legal view of this matter especially in view of the fact that the two communities were recognised as Scheduled Castes in West Bengal and their recognition as such in the States of Orissa and Madhya Pradesh was only a matter of time. The Committee suggested that the children of these Communities should be paid stipend/scholarship ex-gratia if not as a matter of right during the interim period and if this cannot be done by the State Government, DDA should themselves take upon this obligation for the interim period.

1.34. In their reply, (December, 1979) the Ministry have stated that the Government of Madhya Pradesh have not agreed to the payment of stipend to the Namasudra and Paundra-Khetriya communities and the Government of Orissa to the Paundra-Khetriya Community until they are recognised as Scheduled Caste in the respective States by necessary amendments to the Scheduled Castes and Scheduled Tribes Order by the Government of India.*

1.35. The Ministry of Supply & Rehabilitation (Department of Rehabilitation)—have added that it is the considered view of this Department that the Dandakaranya Development Authority cannot pay any such stipend in

*Please see Para 1.24—Chapter I and Recommendation Sl. No. 49—Chapter IV for the latest information in regard to the amendment to the Scheduled Castes and Scheduled Tribes Order.

the manner of even *exgratia*, because of the wider repercussions that this Scheme will have outside the Dandakaranaya area. The Dandakaranaya Development Authority, may, however, continue to give stipends to those communities on the basis of its existing scheme which takes into account the criteria of merit and economic backwardness for sanctioning these Schemes.

1.36 The Committee are not convinced with the reply of Government that DDA cannot pay any such stipends in the manner of even *ex-gratia* because of the wider repercussions that this Scheme would have outside the Dandakaranaya area. The Committee feel that in view of the special circumstances of the settlers in Dandakaranaya area and the needs of the children of the two communities viz Namsudra and Paundra Khetriya, the DDA should take upon themselves the obligation of payment of stipend during the interim period till the law is amended. The Committee, therefore, reiterate their earlier recommendation.

Implementation of Recommendations

1.37 The Committee would like to emphasise that they attach the greatest importance to the implementation of the recommendations accepted by Government. They would, therefore, urge that Government should ensure expeditious implementation of the recommendations accepted by them. In case where it is not possible to implement the recommendation in letter and spirit for any reason, the matter should be reported to the Committee in time with reasons for non-implementation.

1.38 The Committee would like to draw attention to their comments made in respect of replies of Government to recommendations at Serial Nos. 61 and 62 (Chapter II). They desire that Government should take action in pursuance thereof and furnish within a period of six months the requisite information to the Committee, wherever called for.

1.39 The Committee also desire that the final replies in respect of the recommendations contained in Chapter V of this report may be finalised and final replies of the Government furnished to the Committee expeditiously.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation No. 3 (Para No. 2.36)

The Committee feel that the failure of the DDA to detect the unrest in time was *inter alia*, the direct result of the communication gap that existed between the displaced persons and the authorities. This gap should be bridged at the earliest if the recurrence of such events has to be avoided. The Committee recommend that an institutional arrangement may be made to bring the representatives of settlers, social workers of the area and senior officers of DDA together periodically to enable them to exchange notes on the problems afflicting the settlers and the solution contemplated by the Authority, and to find out ways and means of accelerating progress of rehabilitation.

Reply of Government

It would not be correct to say that a communication gap existed between the settlers and the authorities of the Dandakaranya Project. Pallimangal Samities have been in existence for a long time in most of the settler villages and through these grass root organisations the Project has been maintaining a fairly workable communication channel to identify problems of settlers and find solutions. Sewaks are posted in charge of groups of 5 to 6 villages each, in addition to the Agriculture Extension staff, to intensively deal with their problems. Officers of the Project are easily accessible to the displaced persons both at their headquarters as also during their tours in the field.

In order, however, to ensure greater involvement of the displaced persons in the resettlement programmes, the Project authorities have initiated action to form Multi-purpose Co-operative Societies so that between the Pallimangal Samities and the Multi-purpose Co-operative Societies the involvement at grass root level would be even more intensive. In addition, the Project are also contemplating to form Coordination Committees at the level of Sub-Zones, Zones and at Project level where representatives of displaced persons will be associated in the implementation and review of programmes.

(Ministry of Supply and Rehabilitation (Deptt. of Rehab.) O.M. No. 16(5)/79-Desk III dated 28th December, 1979).

Further Reply of Government

The Project Administration have constituted one Project Level Co-ordination Committee, 4 Zonal Coordination Committees and 9 Sub-Zonal

Coordination Committees to review the programme of works and to discuss various problems which need remedial measures. These Committees have met once and discussed the problems relating to resettlement and allied matters.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 7th October, 1980].

Comments of the Committee

Please see para 1.14 of the Report—Chapter I ..

Recommendation No. 4 Paras No. 2.37 and 2.39)

The Committee agree with the view expressed by non-official experts that “the primary cause of any exodus is economic” and that “if economic rehabilitation was there, no amount of campaigning could have persuaded them (displaced persons) to leave” the rehabilitation sites. The Committee have also gone into other factors which are stated to have contributed to the mass exodus of settlers. And in their view, complaints about poor quality of land, inadequate land distribution, drought during two successive years, inadequate irrigation facilities, delay in grant of patta rights, lack of employment opportunities etc., are not without substance. The Committee have dealt with each one of these factors separately in subsequent chapters.

Even though propoganda of an assured habitat with better living conditions in Sunderban, might have been one of the major factors in inducing desertions, the Committee would like the Ministry not to project it as the main reason for the exodus. Government would do well to identify the real causes of desertions and deal with them effectively if the recurrence of such developments have to be prevented in future. The Committee have given a number of suggestions for the removal of economic hardship of the settlers in this report and earnestly hope that Government would spare no effort to mitigate the hardship faced by the settlers and ameliorate their lot so as to enable them to settle down in their new habitat and live a reasonably satisfactory life.

Reply of Government

The valuable suggestions made by the Estimates Committee in regard to making up of deficiencies in resettlement of displaced persons and the removal of various grievances of settlers have been noted for guidance and efforts are being made for expeditious implementation of the suggestions.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation),
Office Memorandum No. 16(5)/79-Desk. III dated 28th December, 1979].

Further information asked for

Please state the action taken by Government on the recommendation of the Committee that Government should identify the real causes of desertions and deal with them effectively with a view to preventing recurrence of such developments in future.

[L.S.S. O.M. No. 32(2)/(ii) IEC-79 dated 22nd February, 1980].

Further Reply of Government

The position in regard to the circumstances in which large scale desertion occurred during 1978 had been earlier explained to the Estimates Committee. The facts that the mass desertions took place not only from Dandakaranya Project but also other rehabilitation projects administered by different State Governments simultaneously from areas far away from one another and the time chosen was when the main Kharif crops had been harvested by the settlers showed that these desertions had been well-planned and well-organised by interested elements like Udbastu Unnayansil Samity who had lured the displaced persons with prospects of settlement in Sundarbans area of West Bengal. At the same time, it could not be denied that these settlers had their grievances which were, however, not such as could possibly have led to mass desertions. The Estimates Committee have pointed out the various shortcomings in the matter of settlement of displaced persons in Dandakaranya Project and made valuable suggestions for the removal of the various difficulties faced by the settlers. As already stated in reply to Recommendation No. 4, the valuable suggestions so made by the Estimates Committee in regard to making up of deficiencies in resettlement of displaced persons and removal of various grievances of settlers, have been noted for guidance and efforts are being made for expeditious implementation of the suggestions. It is hoped that with the removal of the various shortcomings and grievances, the settlers will have no cause for desertion in future after their traumatic experience of 1978. The Government do not feel it necessary to have another investigation made into the causes for mass desertions of 1978.

[Ministry of Supply & Rehabilitation (Deptt. of Rehabilitation O.M. No. 16(5)/79/Desk-III(DNK)-Vol. III dated the 2nd May, 1980].

Recommendation No. 5 (Para No. 2.38)

According to the representatives of the State Governments concerned and Department of Rehabilitation of the Central Government, the Udbastu Unnayansil Samiti has been chiefly responsible for carrying out persistent propaganda to instigate settlers to migrate to Sunderbans much against the

Government policy. The Committee are informed that a person holding public office in a State Government allowed himself to be associated with the activities of the Samiti thus giving "credibility" to the Samiti. The Committee have no independent means of verifying the veracity of this report. But if this is true, they feel that it was unfortunate. The Committee are of the view that it should be the endeavour of all persons, whether inside the Government or outside, to extend full cooperation to the Government in the mighty task of rehabilitation of displaced persons and not to do anything, directly or indirectly, which might cause a set-back to the Government programme in this regard.

Reply of Government

The Government of West Bengal have stated that they have no information that 'a person holding public office in a State Government' allowed himself to be associated with the activities of the Udbastu Unnayansil Samity which organisation master-minded the entire process of desertions from Dandakaranya. They are, however, in complete agreement with the views of the Estimates Committee that it should be the endeavour of all persons whether inside the Government or outside to extend full cooperation to the Government in the mighty task of rehabilitation of displaced persons and not to do anything, directly or indirectly, which might cause a set-back to the Government programme in this regard.

The Government of Orissa have stated that the views of the Estimates Committee contained in para 2.38 of their Report have been brought to the notice of the Collector, Koraput as well as the Revenue Divisional Commissioner, Southern Division, Berhampur for their information.

The views of the Estimates Committee have also been brought to the notice of the Government of Madhya Pradesh.

It may be added that the DDA composed as it is with Chief Secretaries of the Governments of West Bengal, Orissa and Madhya Pradesh as its members, have all along received full cooperation from these State Governments in its task of resettlement of displaced persons.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation), Office Memorandum No. 16(5)/79-Desk.III dated 28th December. 1979].

Recommendation No. 6 (Para No. 2.51)

The Committee note that upto September 1978 out of 14388 families who had left the villages and Karmi Shibirs, 10260 families had returned to their settlement sites by 31-10-1978. The Committee desire that all out

efforts should be continued to persuade the remaining families who have not yet returned from West Bengal to go back to their respective resettlement sites or Karmi Shibirs in the Dandakaranya Project area. They hope that the Dandakaranya Development Authority and Government of West Bengal will cooperate with each other in this task. The Committee would like to be informed about the progress made in bringing back the remaining families to the Dandakaranya Project.

Reply of Government

After a subsequent detailed survey of desertions and returnees, it has been reported by the Dandakaranya Project that during the crucial period from 1-1-78 to 15-7-78, 15,376 families of displaced persons from former East Pakistan had deserted from that Project. Of them, 11,348 families returned by 31-8-79 which was the cut-off date fixed for this purpose, in consultation with the Government of West Bengal and after ascertaining that no deserter families had been left in the transit centres set up by that Government at that time.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation) Office Memorandum No. 16(5)/79-Desk.III. dated 28th December, 1979].

Recommendation No. 7 (Para No. 2.52)

The Committee note that the relief assistance is provided to the returnee families at reception centres. Assistance is also provided to the families on their return to rehabilitation sites. It has been admitted that the returnees are in an extremely indigent condition and some families do not have enough working members to assist themselves. The Committee expect the Dandakaranya Development Authority to treat the returnee families with utmost sympathy and compassion and do their best to help the returnees to settle down a normal life.

Reply of Government

Detailed arrangements were made to receive the returnee families at the two-rail heads of Jeypore and Mandir Hassaud. Medical teams were deployed at both the Reception Centres to treat ailing members and to administer inoculation against diseases. In addition, at Jeypore Recreation Centre, children and pregnant and nursing mothers were given milk donated by the Orissa Red Cross. Thereafter returnees were transported by buses and their luggages in trucks to resettlement villages and Karmi Shibirs. The Project staff at the Reception Centres handled the returning families with utmost sympathy and care.

2. On return to the resettlement sites, the returnee families were assisted to settle down to their normal life. Their lands and houses were returned to them and grant for construction of kitchen huts was given to enable such of them who had no houses to build temporary shelters. Grants in the shape of cash doles and rice were given to them to sustain themselves in the initial stage, besides loans for purchase of bullocks (upto Rs. 900/-) and seeds and fertilisers (upto Rs. 500/-) to enable them to undertake cultivation of their lands. The State Governments of Orissa and Madhya Pradesh were requested to extend the School Feeding Programme and Special Nutrition Programme for school children, pre-school children and expectant and nursing mothers. The Government of Orissa sanctioned 10,000 beneficiaries under the School Feeding Programme and have recently sanctioned 5,200 beneficiaries under the Special Nutrition Programme. The proposal for extending the two programmes in the resettlement, Zones in Bastar District is receiving the attention of Government of Madhya Pradesh. These steps have been taken to bring the settlers within the main stream of the national programmes and particularly to improve the health of the family members of the returning families.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation No. 9 (Para No. 2.54)

The Committee have been informed that the project authorities have been asked to work out detailed work programme with a view to providing additional opportunities for employment to the settlers. The authority was also launching an intensive work programme engaging a large number of people on road construction, canal digging and execution of other works. It was also proposed to include 'food for work' scheme in the employment programme. The Committee desire that the detailed work programme for providing additional employment opportunities to settlers should be finalised without delay and necessary steps be taken to implement it in right earnest. They also desire that the returnees should be given all assistance to resume agricultural operations at the earliest.

Reply of Government

The detailed work programme for providing additional employment opportunities to settlers was finalised and implemented during the last working season. About 4,500 settler labour were employed on an average every day in the Malkangiri Zone. The number engaged in the Paralkote Zone was about 2,600 every day. Besides, 2,800 workers in Malkangiri Zone were engaged in the works of the State Government such as Potteru Canals, afforestation work, bamboo cutting operations and clearing of

valuable timber etc. In the Paralkote Zone, about 2000 workers were engaged in non-Project works such as bamboo clearance, agricultural operations etc. Thus, the total number of settlers who were provided work during the last working season was about 12,000. Food for Work Programme was also introduced departmentally during the last working season.

2. Returnee families have been given all the necessary assistance to resume agricultural operations. A large scale programme was launched in August—September 1978 for a late kharif cultivation particularly for the benefit of the families who had missed the normal Kharif operations. All returnee families have been provided with bullocks as well as other agricultural inputs to enable them to take up Kharif cultivation during 1979 agricultural season. The Project Administration procured 11,498 pairs of bullocks 5,982 quintals of seeds and 23.330 quintals of fertilizers to enable the returnees and existing families to take up Kharif cultivation in right earnest. Agricultural credit has been provided both through institutional agencies such as State Bank, Rural Bank and Co-operative Societies as well as through departmental channels.

3. With a view to assisting such of the returnee families who had received a poor return from agriculture during the last Kharif season, an additional dose of renewed rehabilitation assistance in the form of grant of 1.50 quintals of rice per family has been given to enable them to sustain themselves during the current Kharif season. The returnee families covered under this assistance is 6,238.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation No. 12 (Para Nos. 3.34 to 3.36)

The Committee note that out of the total land requirement of 2,11,377 acres for the Dandakaranya Project, an area of 1,68,725 acres has already been released by the State Governments of Madhya Pradesh and Orissa. The land actually reclaimed by the Authority so far comes to 1,63,867 acres. Thus an area of 4,858 acres of land already released to the Project Authorities is yet to be reclaimed by them. Besides, an area of 42,652 acres of land which is yet to be released by the State Government of Orissa for the Potteru Resettlement Scheme is to be reclaimed. The total area required to be reclaimed thus comes to 47,510 acres.

The Committee in their seventy-second Report (April 1965) has expressed their unhappiness over the slow progress made in the reclamation of land during the period 1958-59 to 1963-64 except in the year 1961-62 when the target of 34,000 hectares was fulfilled. During the

period 1958-59 to 1960-61 as against the target of 70,620 acres the actual achievement was 27,739 acres, the shortfall being 61 per cent. Taking note of the fact that the achievements had been falling far behind the targets year after year, the Committee had recommended that reclamation operation should be properly planned and annual targets fixed after taking into consideration factors which had been impeding progress in the past. Once the targets were fixed, no efforts should be spared to achieve them. The Committee were informed in May 1966 that it was proposed to review the procedure for release of land and other processes in consultation with the State Governments.

The Committee regret to note that inspite of very moderate targets fixed for reclamation during the years 1966-67 o 1977-78, there was considerable shortfall in the achievements in regard to the mechanical reclamation. In the case of manual reclamation only during the years 1975-76 and 1976-77 the achievements were closed to the targets fixed. This only indicates that no serious attention was paid by the Dandakaranya Development Authority to remove the hindrances in the achievement of reclamation targets in consultation with the State Governments. The Committee cannot but express their unhappiness over the continuance of considerable shorfall in the reclamation targets year after year.

Reply of Government

The difficulties that stood in the way of fulfilment of the targets for reclamation were duly explained to the Committee. The observations made by the Committee have however, been noted for future guidance. Efforts are being made to set realistic targets for reclamation and to try to fulfil them in future.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation No. 13 (Para No. 3.37)

The Committee note that out 47510 acres of land to be released by the State Government of Orissa for Potteru resettlement scheme, 4858 acres of land have been made available to the Authority for reclamation. The Committee have been informed that according to a programme drawn up by the Dandakaranya Development Authority it was proposed to reclaim the remaining 47,510 acres of land required by the project in a span of five years from 1978-79 to 1982-83 subject to the condition that the Government of Orissa made the land available after forest clearance. The Committee desire that the Dandakaranya Development Authority should learn

lessons from the past failures and draw up a realistic programme for the release of the remaining 42652 acres of land and reclamation of 47,510 acres of land in consultation with the State Government of Orissa so that the entire work is completed within the period of five years *i.e.*, 1978-79 to 1982-83 and in no case extended beyond that period.

Reply of Government

Noted for guidance. The area required for final reclamation may, however, be less due to non-return of a sizeable number of deserters.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Further information asked for

Please state the action taken by Government in implementation of the recommendation of the Committee to draw up a realistic programme for the release of the remaining 42,652 acres of land for Potteru re-settlement scheme and reclamation of 47,510 acres of land in consultation with the State Government of Orissa so that the entire work is completed within the period of 5 years, *i.e.* 1978-79 to 1982-83.

[L.S.S. O.M. No. 32(2)/(ii)/EC-79 dated 22nd February, 1980.]

Further Reply of Government

In pursuance of the recommendation of the Estimates Committee, the question of release of land @ 10,000 acres annually was taken up with the Government of Orissa and the State Government agreed to fulfil this target. They also agreed to release 5,000 acres by June, 1980 and another 5,000 acres by December, 1980. The Dandakaranya Project, however, felt that they would be in a position to reclaim 7,500 acres during this year—6,000 acres mechanically and 1,500 acres manually and have made a programme accordingly. The number of families now for settlement in Dandakaranya Project may not exceed 5,500. About 2,400 out of them are expected to be settled on land left behind by deserters and newly reclaimed land will be required for about 3,100 families. All the 5,500 families are proposed to be settled by the end of the year 1982. The Project authorities have taken up reclamation of land according to the programme of settlement during 1980-81 and 1981-82. The State Governments have also been requested to accelerate the process of identification of land for tribal settlement and also to draw up a programme for actual settlement of tribals on such land so that the Dandakaranya Project would arrange for reclamation of land accordingly.

In Potteru Command, by the end of January, 1980, requisitions have been made by the Project authorities for release of 29,690 acres of land, against which 19,278 acres have been released by the State Government so far. Of this, 17,582 acres have been found suitable and out of this, 12,143 acres since reclaimed.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III (DNK.)/Vol. III dated the
2nd May, 1980.]

Recommendation No. 15 (Para No. 3.40) .

The Committee note that while the achievements in bunding and levelling operations in the year 1975-76 and 1976-77 exceeded the targets, the achievements during the years 1974-75 and 1977-78 were disappointing. The Committee recommend that a time-bound programme should be chalked out to complete the remaining work expeditiously.

Reply of Government

The Dandakaranya Project have reported the following backlog of soil conservation work under different heads:—

	Malkangiri Zone	Paralkote Zone	Total
Modified Terrace Bunding	1168 acres	1314 acres	2482 acres
Field Bunding .	1316 acres		1316 acres
Land levelling	4750 acres		4750 acres

The backlog in respect of Modified Terrace Bunding and Field Bunding is proposed to be cleared during 1979-80 while the backlog in respect of Level Bunding is proposed to be completed during the next two years as under:—

1980-81	1750 acres
1981-82	3000 acres

2. As regards the quantum of soil conservation work for the lands to be reclaimed and utilised for settlement of displaced persons and tribals in future is concerned, the position is as follows—

	Displaced quota	persons	Tribal	Quota	Total
	(In acres)				
(1) Field Bunding	14,057		£ 10,122		£ 24,179
(2) Modified Terrace Bunding	7,028		5,061		12,089
(3) Land Levelling	25,243				25,243

The above work is proposed to be completed during the years 1980-81 to 1986-87 as follows:—

Year	Field Bund- ing	Modified Terrace Bunding	Land Leve- lling
	(In acres)		
1980-81	4,000	£ 2,000	Backlog to be cleared
1981-82	4,000	2,000	Do.
1982-83	4,000	2,000	5,000
1983-84	4,000	2,000	5,000
1984-85	4,000	2,000	5,000
1985-86	4,179	2,089	5,000
1986-87			5,243

The above projection is with reference to the Potteru Resettlement Scheme as originally approved. Actual implementation will be taken up according to requirements on field since the number of families of displaced persons eventually to be settled is likely to be less than the number provided for in the Potteru scheme.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation No. 17 (Para No. 3.48)

The Committee note that the State Government have proposed an estimate for Rs. 66 lakhs to remove the deficiencies in the distribution system with a view to providing irrigation to 10,000 acres. The Committee desire that this estimate should be carefully scrutinised by Dandakaranya Development Authority and it should be ensured that the Command area under settlers possession receives full share of irrigation potential.

Reply of Government

The Government of Orissa revised the estimate to Rs. 86.61 lakhs and sent it to Government of India in February, 1979. This estimate has been referred to the Central Water Commission for technical scrutiny in consultation with the technical experts of the State Government and the Dandakaranya Development Authority. The estimate will be examined for sanction after it is cleared by the Central Water Commission. In the meantime, the State authorities have been requested to ensure a proper regulation of water releases with a view to supply water to the settlers' lands.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation No. 19 (Para No. 3.63 and 3.64)

The Committee are distressed to note that the construction of Satiguda Dam which is vital for the rehabilitation of the displaced persons in a region where irrigation facilities are utterly inadequate, has been delayed by over 15 years for various reasons. The project was sanctioned in October, 1962 to be executed by the Dandakaranya Development Authority and was originally expected to be completed within a period of four years i.e., by 1966. It is surprising that after the project was sanctioned the question of the State Government being made the executing agency for the project and its over-lapping with Sabri Multipurpose Scheme cropped up. It took four years to sort out these matters and by 1966 it was decided that the Dandakaranya Development Authority should execute the project. It is very shocking that it took the authorities eleven more years to finalise the revised estimates of the project and issue the financial sanction in December, 1977. The question of reduction of size of the dam and reservoir again cropped up in December, 1971 in view of its over-lapping with the Potteru Irrigation Project which further delayed the revision of estimates by about 3 years. Even the private land required for the site of dam was made available as late as December, 1970 and the other land required for reservoir still later. The machinery purchased for the project was diverted to other projects and directed to this project

towards the close of 1974 and thereafter. The pace of execution of the project accelerated only after approval of the revised estimates in December, 1977. The Committee feel that in view of the fact that there was scarcity of water in the area, such schemes as could give immediate benefits to the displaced persons were required to be implemented at a fast pace, so that they could be settled quickly to their satisfaction. It is regrettable that the Department of Rehabilitation and the Dandakaranya Development Authority did not act with any sense of urgency in executing the project, the delay in the execution of the projects besides denying irrigation benefits to the settlers resulted in increase in the estimates from Rs. 2.02 crores to Rs. 11.05 crores.

The Committee note that the project which was originally scheduled to be completed by 1966 is now expected to be completed by 1982-83. The Committee desire that the Authority should learn a lesson from the past experience and ensure that the project is completed according to the revised schedule. Necessary arrangements should be made by the Ministry for monitoring the progress of the project and resolving difficulties. The Committee would like to be informed about the progress achieved in creating irrigation potential as against the revised targets.

Reply of Government

All efforts are being made to complete the Project by 1982-83 as per the revised schedule. Action has been taken for acquisition of private lands for quick execution of canals. Government of Orissa have been good enough to allow advance possession of land in most cases. One additional Sub-Division has been created to accelerate the progress of construction of water courses etc. Arrangements have also been made for monitoring the progress of Satiguda Project by the Monitoring Organisation of Central Water Commissions under the Ministry of Agriculture and Irrigation.

The irrigation potential created/expected to be created from the Satiguda Dam Project is as follows:—

Year	Irrigation Potential		
	Cumulative		
	Kharif	Rabi	Total
		(in hectares)	
1978-79	—	80	80
1979-80	1960	750	3710
1980-81	4240	2000	6240
1981-82	6150	3000	9150
1982-83	9065	4530	13595

There have, however, been difficulties in the speedy execution of the Project this year, due to non-availability or inadequacy of explosives, technical personnel, cement and labour.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation No. 21 (Para No. 3.76)

The Committee note that 38 minor irrigation schemes have been completed upto the end of March, 1978 in all the four Zones of the Dandakaranya Project providing annual Irrigation potential of 2872 hectares (Rabi and Kharif). The Committee consider the magnitude of potential created by minor irrigation schemes over the past several years to be utterly inadequate. Five minor irrigation schemes are currently in progress—out of which 3 schemes are expected to be completed by June, 1979 and two by March, 1980. The Committee desire all efforts should be made to complete the schemes by the scheduled time.

Reply of Government

42 minor irrigation schemes have been completed upto the end of June, 1979 thus raising the annual irrigation potential to 3460 hectares. Out of 5 minor irrigation schemes in progress as mentioned in the Report, four schemes have already been completed, while the remaining scheme is in progress.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation No. 22 (Para No. 3.77)

The Committee desire that work on the two minor irrigation schemes which have been sanctioned should be taken in hand without any loss of time and completed according to a time bound programme. The six minor irrigation schemes which are under scrutiny, should be finalised expeditiously so that work could be taken in hand as early as possible. The investigation of 5 other schemes should be expedited and more schemes taken up for investigation.

Reply of Government

Work on the 2 minor irrigation schemes under reference are proposed to be taken up this year. Out of the 6 schemes under scrutiny, one has

since been finalised and sanctioned. Out of the 5 schemes under investigation has been completed in respect of 2 schemes. In addition, 6 new schemes have been taken up for investigation.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation No. 23 (Para No. 3.78)

The Ministry should take effective steps to provide adequate staff so that more minor irrigation schemes can be taken up expeditiously. Considering the acute scarcity of water in the area, the Committee desire that Dandakaranya Development Authority should prepare a shelf of minor irrigation schemes and execute them expeditiously.

Reply of Government

The problem of shortage of technical staff, particularly on the Civil Engineering side continues to be acute, due to non-availability of such categories of staff all over the country. The Project's efforts to obtain services of such staff on deputation or by direct recruitment from the open market have not yielded results. The Committee's observations about the need for preparation of a shelf of minor irrigation schemes have been noted and the Project have taken up more schemes for survey and investigation.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Further Reply of Government

A survey and investigation sub-division has been started in August, 1980 to prepare a shelf of M.I. Schemes in Umerkote and Kondagaon Zones where irrigation coverage is inadequate. Sanctions for taking up survey and investigation in respect of 16 M.I. Schemes in Paralkote Zones and 7 schemes in Umerkote have been issued.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 7th October,
1980].

Recommendation No. 24 (Para No. 3.79)

The Committee are particularly concerned about the lack of irrigation facilities in Kondagaon and Umerkote zones where at present only 7.7 per cent and 6 per cent of the land under cultivation is receiving irrigation. The Committee hope that every effort will be made to complete the

special survey undertaken in these zones by 1979-80 as scheduled. Priority should be given to the schemes found feasible as a result of the special survey.

Reply of Government

Kondagaon and Umerkote Zones were low in basic irrigation potential and lands have been allotted in unirrigated scale.

Five Minor Irrigation Schemes had been investigated as a result of a special survey in these two Zones. The present position about the implementation of these Minor Irrigation Schemes has been reported as under:—

Umerkote Zone:

- (1) *Improvement of Village-cum-M.I. Tank at Kacharapara-II-URV-26:*

The scheme has been sanctioned on 12th December 1978 and work started.

- (2) *Improvement to Village-cum-M.T. Tank at Kodabhata-UV-22:*

The scheme has been sanctioned on 25th January 1979 and work started.

- (3) *Conversion of Village Tank at UV-52:
into M.I. Scheme:*

The scheme has been approved in consultation with Finance and sanction is under issue.

- (4) *Conversion of Village Tank at URV-45 into M.I. Scheme:
Under technical scrutiny.*

Kondagaon Zone:

*Improvement to the Village Tank at Boregaon West into
M.I. Scheme:*

Scheme sanctioned on 29th August 1979 and the work will be started in the current working season.

It has been also reported by the Project that further investigations are in progress under the special survey and are expected to be completed by 1980-81.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, dated 28th December,
1979.]

Recommendation No. 25 (Para No. 3.97)

The Committee are distressed to note that the attempts made in the past for development of small scale industries in the Dandakaranya Area ended in failure. Six industrial units set up by the Rehabilitation Industries Corporation had to be closed down after some years on account of heavy losses and poor economic viability. Out of 20 production centres which were established by the Dandakaranya Authority during the initial stages of project to impart necessary production and management skills to displaced persons, 17 centres were subsequently closed down due to continuous losses and only three are being run as Service Centres.

Reply of Government

The observations of the Committee have been noted for guidance. The Project is taking steps to approach the financial institutions to seek their assistance. Government have advised the Project authorities to draw suitable lessons from past failures and to adopt necessary safeguards for the success of future schemes.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation Nos. 26 and 27 (Para Nos. 3.99, 3.100 and 3.101)

The Committee have been informed that recently, the Dandakaranya Development Authority are considering proposals to revive to the extent possible industrial activity in the area. The Authority have been advised to frame a detailed scheme reports with due regard to the techno-economic feasibility, financial implications and practical scope of such industries. According to the department, only viable and suitable schemes could be taken up after examination and that the agency that would be required for the purpose would depend upon the type of activity planned and its frame and modalities for its financing and its implementation.

The Committee desire that the framing of the schemes and their examination by Government should be completed as early as possible. Thereafter concerted efforts should be made in consultation with the State Government of Madhya Pradesh and Orissa to implement the schemes. The Committee feel that it is necessary to define the role of the Dandakaranya Development Authority and State Governments in implementing the schemes.

Having regard to the past experience, the Committee are anxious that the cause which led to the failure of the past schemes should be properly tackled. In particular attention should be paid to availability of adequate

credit to settlers who want to set up their own small scale industries. In case of lack of institutional finances, Government may ensure that adequate finances are made available from other sources. The Committee are keen that development of industries in the area should be taken up seriously in order to provide supplementary income to the settlers and the local tribals. They would like to know the progress made in the implementation of the schemes.

Reply of Government

The Project has set up an Inter-Departmental Study Group comprising of representatives of the various industrial Departments of the State Governments of Madhya Pradesh and Orissa as well as of the Government of India for examination of industrial schemes which could be implemented in the project area with the expert help and assistance of the State Governments and the Khadi and Village Industries Commission. As a result, the Project has been able to start one Advance Training Centre in Fine Cane and Bamboo at Malkangiri in Orissa with the help of All India Handicrafts Board and one New Model Charkha Unit at Pakhanjore in M.P. with the help of Khadi and Village Industries Commission. Besides, possibilities for other industrial activities in the nature of Bee-keeping, Sericulture, Carpentry, Oil Ghanis, Hand made Paper Plant etc. are being studied with the help of the Khadi and Village Industries Commission and the District Industries Centres started by the State Governments. The possibilities of setting up small units under the individual ownership of settlers with the assistance of the Khadi and Village Industries Commission are also under examination. The feasibility studies conducted by the S.I.E.T., Hyderabad in regard to Tamarind Starch Industry is being updated by them.

2. The Project Administration have noted the observations of the Estimates Committee that the development of industries in the area should be taken up seriously in order to provide supplementary income to the settlers and the local tribals. It may, however, be stated that in regard to most of the industrial schemes, the Dandakaranya Development Authority would be acting primarily as a catalyst and doing the motivational work to bring the entrepreneurs and the institutional financing agencies together. Project's financial contribution would, by and large, be the subsidiary income/cottage industry/business loans which are given by the Project to the settlers and which can be used by them as margin money/share capital for setting up units in the Cottage and tiny sector. As regards the role of the State Government of Madhya Pradesh and Orissa, it is stated that the

Project are availing of the assistance of the District Industries Centres operating in the Koraput and Bastar Districts for preparation of feasible schemes in the area.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th
December, 1979].

Recommendation No. 28 (Para No. 3.102)

The Committee note that the State Government of Madhya Pradesh have also sent a proposal to the Government of India for setting up a micro-project with the assistance of Dandakaranya Development Authority for tribal welfare, which is under examination. The Committee would like to be informed of the outcome of the proposal.

Reply of Government

The Department of Rehabilitation had informed the Government of Madhya Pradesh that the Government of India were agreeable to release of funds equivalent to the cost of reclamation of land due to be de-released by the Dandakaranya Development Authority to the State Government under 25 per cent quota for tribal settlement, alongwith the financial assistance at the prescribed rate for the notional number of families who would have been settled on that land, for utilisation by the State Government for the benefit of tribals under the Paralkote Micro Project. When modalities for implementing the project came up for consideration at the 74th Meeting of Dandakaranya Development Authority held on 6th September, 1979, the representative of the Government of Madhya Pradesh expressed the view that the basic approach of area development should be decided first and without such a decision, the mere release of financial assistance on 25 per cent tribal quota basis would not be helpful. Madhya Pradesh Government thus do not seem to be in a position to use the offered assistance immediately.

[Ministry of Supply and Rehabilitation, (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, Dated 28th December,
1979.]

Recommendation No. 31 (Para No. 4.16)

It has been represented to the Committee that better agricultural lands in the Project were allotted to others and only bad moorum lands were given to the displaced persons. An ex-Chairman of DDA has also stated that "in some places the top soil depth was far too small for good crop growth and there was a layer of hard rock just below it. Irrigation when available, does not improve the depth of the top soil..." The Rehabilitation Secretary stated during evidence that soil survey had been conducted and the soil depth was all right except that "it required certain nutrients". In view of the persistent doubts about the quality of land, the Committee

feel that the Government would do well to investigate specific complaints of rocky and unproductive land and take effective measures to remedy the position, if necessary by allotting alternative plots of land to those whose land is irremediably bad.

Reply of Government

In isolated instances where representations had been made regarding the quality of land allotted to individual settlers, exchanges, if considered necessary, have been allowed in the past. Necessary instructions have again been issued to the Zonal Administrators to investigate into specific cases of complaints of rocky and unproductive land, if any, allotted to the settlers and to take effective measures for re-allotting alternative lands to those whose lands are irremediably bad.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, Dated 28th December, 1979].

Recommendation Nos. 34 and 35 (Para Nos. 4.27, 4.28 and 4.29)

The Committee are informed that the work and settlement operations in Paralkote zone in connection with the preparation of pattas have been started by Government of Madhya Pradesh and would be completed by June, 1980. Similar work will be taken up by Government of Orissa in Malkangiri zone after completion of induction of families in Potteru command area. However, to cut down delays State Governments are being approached to undertake such surveys immediately in certain blocks of land to expedite matters later on.

The Committee would like the Ministry to keep constant liaison with the State Governments concerned so as to ensure that Pattas are prepared in the shortest possible time and distribution thereof to displaced persons already inducted and settled in the zones is not delayed on any account.

The Rehabilitation Ministry must remember that the displaced persons settled in Dandakaranya region are living under a situation of uncertainty which among other things is directly due to the delay in grant of Patta rights. The Committee strongly urge the Government to realise the gravity of the situation and not to spare any effort to complete all preparatory work for the preparation and grant of Pattas to them at the earliest and thus help create a sense of confidence among the settlers.

Reply of Government

For preparation of pattas in Paralkote Zone, the Government of India have sanctioned necessary funds in September, 1978. As desired by the Estimates Committee, the Government of Madhya Pradesh have also been

requested to accelerate the process of survey and settlement so as to complete it within 2 to 3 years (which in ordinary course might take about five years).

As regards survey and settlement operations in Malkangiri Zone, the Government of Orissa had sent a proposal to the Dandakaranya Development Authority in May, 1979 for provision of funds amounting to Rs. 4.79 lakhs for undertaking the survey and settlement operations. With a view to expediting issue of pattas to settlers, the Dandakaranya Project authorities requested the Government of Orissa in July, 1979 to consider the suggestion made by the Revenue Divisional Commissioner, Southern Division, Berhampur for issue of pattas by adopting the usual mutation procedure through the local Revenue authorities. This suggestion was duly considered by the State Government but was not found feasible. The State Government accordingly informed the Director of Land Records and Surveys, Orissa on 11th October, 1979 that it has been decided to start a minor settlement operation in Malkangiri Zone in the ensuing field season and the latter should expedite his proposals in this regard for Government's approval. The DDA had earlier informed the State Government that they would provide necessary funds for this purpose. This matter was subsequently discussed by Secretary (Rehabilitation) with the State officials with a view to expediting completion of the survey and settlement operations and the State authorities have thereupon agreed to try to accelerate the process, with a view to completing it in 2 to 2-1/2 years (though in ordinary course it might take about five years).

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated the 28th December, 1979.]

Recommendation No. 36 (Para No. 4.30)

It was suggested to the Committee that in Umerkote and Kondagaon zones where grant of Patta rights has been delayed beyond reasonable limits, at least interim rights could have been given to the allottees without waiting for decision of Government on loan burden with adequate safeguards against alienation of land by them. The step would have given the allottees a sense of ownership and confidence and encouraged them to make investments on the improvement of their land. The Committee would recommend that this suggestion may be examined expeditiously and the practice of granting interim rights started, wherever grant of Pattas is likely to take time. The Committee would like to be informed of the action taken in the matter.

Reply of Government

The matter with regard to grant of temporary rights by issuing as extract of the provisional allotment of land to the settlers in Dandakaranya

Project was taken up with the Governments of Orissa and Madhya Pradesh. The Government of Orissa is of the view that preparation of extracts in the case of settlers in Umerkote Zone where Pattas were already ready would mean unnecessary duplication of work without any beneficial result in as much as the extracts prepared would in any case be without any legal validity. The State Government have now issued instruction for the distribution of regular Pattas in Umerkote Zone in view of the observations of the Estimates Committee. The detailed position in this regard has been explained in our reply against recommendations in para 4.45 of the Committee's Reports. As regards Kondagaon Zone, the Pattas already prepared are reported by the Collector as not readily traceable. Madhya Pradesh Government have, therefore, been requested to have the Pattas prepared afresh for issue to settlers as early as possible.

As regards issue of temporary pattas to settlers in Malkangiri Zone, the Government of Orissa were of the view that the proforma suggested by the Government of India for such temporary pattas would mean a lot of administrative work for which extra staff would be necessary and that the cost of such extra staff and the time required for such work may mean a 'mini-settlement' operation in the Malkangiri Zone. It was added that it would be better if funds were provided by the DDA to pay for the cost of regular settlement operations so that there would be no duplication of efforts and extra administrative overheads. The State Government have since been informed that funds for this purpose would be duly provided by the DDA. They have also ordered a minor settlement operation in Malkangiri Zone for preparation of pattas. They have been requested to complete the operations within two years.

So far as the Government of Madhya Pradesh is concerned, they are still considering our proposal for issue of temporary Pattas to the settlers of Paralkote Zone in Dandakaranya Project. Settlement operations in Paralkote Zone have also been sanctioned by this Department in September, 1978 and the Madhya Pradesh Government have been requested to complete it within 2 to 3 years.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated 28th December, 1979.]

Recommendation No. 37 (Para No. 4.35)

The Committee are informed that the registration of settlers as voters is linked with the issue of citizenship certificates. Out of the total number of 24361 applicants for grant of citizenship certificates, 21989 applicants have been granted these certificates leaving a balance of 2372 applications. These applications are pending since the last quarter of 1977. The Com-

mittee would like the Ministry to take up the matter with the State Governments concerned and arrange for the expeditious disposal of the pending applications.

Recommendation No. 38 (Para No. 4.36)

The Committee note the steps taken by the DDA and the State Governments to accelerate the process of issue of citizenship certificates to the eligible settlers. The Committee desire that the matter should be pursued with the State Governments concerned and eligible settlers identified and citizenship certificates issued expeditiously.

Reply of Government

On the Orissa side of Dandakaranya Project, the Zonal Administrators Malkangiri and Umerkote have taken up a special drive for collection of applications from the eligible displaced persons. Sub-Divisional Officers of the Malkangiri and Nowrangapur Sub-Divisions are holding camp courts for verification, oath taking and issue of citizenship certificates. The procedure has been streamlined in consultation with the Collector, Koraput to enable the SDOs to make necessary verifications and issue citizenship certificates on the spot after observing other formalities.

The Project Administration has also taken up with the Government of Orissa the question of delegating powers to the Zonal Administrators of Malkangiri and Umerkote to issue citizenship certificates to the settlers.

On the Madhya Pradesh side the Zonal Administrator, Kondagaon who is empowered to issue the certificates is also making special efforts to visit various villages and expedite grant of the certificates.

The position of grant of citizenship certificates to the displaced persons in the various Zones of Dandakaranya Project as on 31st October, 1979 was as under:—

	Kondagaon Zone	Paralkote Zone	Umerkote Zone	Malkangiri Zone	Total
(i) No. of persons eligible . . .	1711	16,747	12,385	18,684	49,527
(ii) No. of persons granted Citizenship . . .	1435	11,073	9,731	14,792	37,031
(iii) No. of applications collected and under process (including those already sent to the Sub-Divisional Officers concerned . . .	71	1,363	2,360	1,749	5,543
(iv) No. of applications yet to be collected . . .	3203	4,311	294	2,143	6,953
	3,422	33,494	24,770	37,368	99,054

The DDA have been advised to dispose of the applications already made quickly and to arrange to get applications from the remaining displaced persons and have them processed expeditiously.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated 28th December, 1979.]

Further Reply of Government

Regarding granting of citizenship, it may be stated that Zonal Administrators, Malkangiri and Umerkote Zones have been delegated with the powers to issue citizenship certificates by Government of Orissa.

The position as on 30th June, 1980 in regard to grant of citizenship certificates to the Displaced Persons in various zones of Dandakaranya Project is as under:

	Kondagaon Zone	Paralkote Zone	Umerkote Zone	Malkangiri Zone	Total
(i) No. of persons eligible for citizenship . . .	1,702	16,747	12,674	18,684	49,807
(ii) No. of persons granted citizenship . . .	1,126	11,732	11,822	15,178	39,853
(iii) No. of applications pending (under process)	114	1,336	734	1,683	3,922
(iv) No. of persons from whom applications are yet to be collected . . .	462	3,679	68	1,823	6,032
	3,404	33,494	25,348	37,368	99,614

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated 7th October, 1980.]

Recommendation No. 39 (Para 4.37)

The Committee would like that all those settlers who are eligible for registration as voters should be so registered as early as possible.

Reply of Government

Matters regarding completion of the voters' lists in the Dandakaranya area are to be attended to by the State Governments concerned, namely, Orissa and Madhya Pradesh. Accordingly, the Committee's observations were brought to the notice of these State Governments. In reply, it has been stated by the Government of Madhya Pradesh that in their State, the displaced persons have the voting rights. The Government of Orissa

have stated that during the period of intensive revision of Electoral Rolls in 1975, door-to-door enumeration had been conducted and all persons who were eligible to be voters were enrolled in the Electoral Roll as valid voters. After the intensive revision was over, persons intending to enrol their names in the Electoral Roll had to specifically apply for the purpose. It was reported that 244 persons did not apply for enrolling of their names in the Electoral Roll for the year 1977, for which they could not be taken as valid voters. The State Government are considering to take up an intensive revision during 1979. When this is done, names of displaced persons who did not apply for enrolment will be enrolled at the time of door-to-door enumeration. Meanwhile, the Dandakaranya Development Authority have asked their Zonal Administrators to give wide publicity amongst the settlers to approach the Tahsildar/SDOs of their respective areas for enrolling their names in the voters' list.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated the
28th December, 1979.]

Recommendation No. 40 (Para No. 4.45)

The Committee are informed that most of the displaced persons resettled in Dandakaranya region belong to Namasudra and Paundra Khetriya Communities which are recognised as Scheduled Castes in West Bengal but not in Madhya Pradesh. In Orissa, only Namasudra community is so recognised but not the Paundra Khetriya. This has created a puzzling situation, in fact, difficult situation for the members belonging to these communities who are entitled to certain rights and facilities in the State of West Bengal but are deprived of these rights and facilities in their new home. The Committee regret to note that Government have failed to find a solution to this problem even though they have been seized of this matter since 1968. Since this was not a question of adding two "new" communities to the lists of Scheduled Castes, this matter, in the opinion of the Committee, should not have been linked with the question of "comprehensive" revision of Scheduled Castes and Scheduled Tribes Order through an amendment of the relevant Act as was sought to be done in 1967 or in 1978. This was an anomaly resulting from the migration of two communities from one region to another. If it had been taken up by Government on compassionate grounds separately without waiting for comprehensive amendment in the statute, the matter could have been settled much earlier. The Committee hope that the Amending Bill which is now stated to be before the Joint Committee will end this anomaly before long.

Reply of Government

It is unfortunate that the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1978 has lapsed and the Joint Committee ceased to exist with the dissolution of the Sixth Lok Sabha. The Ministry of Home Affairs have, therefore, been requested to consider the question of recognis-

ing the various castes to which the displaced persons from former East Pakistan belong as Scheduled Castes on the lines of recognition given to these castes in West Bengal by a separate Amending Bill instead of waiting for enactment of a "comprehensive" bill. They have also been requested to process this proposal expeditiously so that the Amending Bill can be introduced as soon as the new Lok Sabha begins its first session.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated the
28th December, 1979.]

Further Reply of Government

A reply has since been received from the Ministry of Home Affairs who have stated that in view of the past experience, they consider it advisable to bring a comprehensive Bill relating to modifications in the Scheduled Castes and Scheduled Tribes Orders before the Parliament instead of enacting a separate legislation for according recognition to Namsudra, Poundra Khetriya and other castes to which the displaced persons from former East Pakistan belong, as Scheduled Castes. In order to expedite matters, that Ministry propose to set up a Special Cell for considering the various proposals for modifications in the Scheduled Castes and Scheduled Tribes Orders. [Ministry of Supply and Rehabilitation (Dept. of Rehabilitation) O.M.

No. 16(5)/79-Desk III dated 21 November, 1980].

Comments of the Committee

Please see Para 1.25 of the Report—Chapter I

Recommendation No. 42 (Para No. 4.52)

The Committee regret to note that there is a back-log in the construction of masonry wells in Malkangiri Zone due to the difficulties in finding executing agencies. In view of the fact that drinking water is the most essential requirement of the settlers in that area, the reason advanced by Dandakaranya Development Authority does not carry conviction with the Committee. They would like special efforts to be made to clear the back-log without delay.

Reply of Government

In the 72nd Meeting of the DDA held in April, 1979, it was decided that in view of the rocky strata in Malkangiri Zone and lack of agencies, it would be better to sink tube wells rather than masonry wells. Therefore, during the current working season, the Projects emphasis will be on replacing and resinking of the tube wells which have either been damaged or gone out of order. As regards the back-log of masonry wells, a phased programme to clear the back-log by sinking tube wells or masonry wells, as the case may be, is indicated below:

1979-80	....	20	1981-82	....	50
1980-81	....	40	1982-83	....	57

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated the 28th Dec. 1979.]

Recommendation Nos. 43 and 44 (Para 4.59 and 4.60)

4.59. The Committee regret to note that as against a target of 2641 houses to be completed during 1977-78, the DDA could complete only 1658 houses. The Committee have been assured by the Rehabilitation Secretary during evidence that the DDA intend to clear the back-log of house construction in all the areas within a period of 3 years. While the Committee welcome this assurance, they would like to observe that the target fixed for each year should be adhered to in practice. Wherever any slippage is apprehended, the authority should identify the Constraints and take timely measures to remove them so as to avoid any delay in the construction of targetted number of houses.

4.60 The Committee would like to draw the attention of the DDA to the representation made to them by the settlers that the houses provided to the settlers were not fit to live in that no assistance was given to them for construction of houses in Malkangiri region. The Committee would like the authority to look into these grievances with a view to redressing them at the earliest.

Reply of Government

The shortfall in achieving the target during 1977-78 was mainly on account of the reluctance of settlers to construct the houses followed by their mass exodus. Considering that the present pattern of housing with CGI sheet roofing is not very congenial for residential purposes, specially in the hot climate of Paralkote and Malkangiri Zones, the Project Administration have been working on various alternative types and patterns of housing, utilising as far as possible locally available materials which may be more congenial to live in, and may also merge well with the rural background. For this purpose, at the instance of the Dandakaranya Project, the National Building Organisation have since prepared some type designs of houses for the displaced persons and tribals keeping in view the climatic conditions prevalent in the Dandakaranya area and the living habits of local people and using the locally available material in the construction as far as possible. The Project authorities are at present preparing cost estimates with reference to the designs prepared by the National Building Organisation and on receipt, these estimates will be considered by Government along with such other alternative estimates as may also have been prepared by the Project.

2. Because of the above drill, it may not be possible for the Project to fulfil the target of house construction fixed for 1979-80 but it is hoped that in future years, the Project will make every effort to fulfil the targets so fixed.

3. As regards clearance of the backlog of house construction, every effort will be made by the Dandakaranya Project to clear the backlog within 3 years, i.e., 1979-80 to 1981-82, and not later than 5 years in any case.

4. Since not all the settler families have been provided houses, those who have not been so provided houses in Malkangiri Zone, might have represented to the Estimates Committee that they have not been given any assistance for housing though the Project authorities have indicated that they have not received any such complaints. With the clearance of the backlog of house construction as indicated above, all the earlier settlers will, however, be provided with houses as per pattern. Even now where houses have not been constructed, it may kindly be noted that kitchen huts have been duly provided to the settlers, so that they have some tentative accommodation till houses as per the approved pattern are constructed.

(Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated 28th December,
1979.]

Recommendation No. 46 (Para No. 4.68)

It was brought to the notice of the Committee by the settlers that the number of middle and high schools in the region was not adequate. The Department informed the Committee that they had opened 31 Middle Schools, 4 High Schools and 296 Primary Schools in the region besides the schools set up by the State Governments. The Department stated that the norms laid down by the Ministry of Education for opening of schools had been kept in view in the Dandakaranya Region. The Committee note the assurance given by the Department that one Higher Secondary School at Bande and one High School at Kalimela have been proposed from the next academic session (1979). They hope that these new schools would start functioning as proposed. They also hope that the DDA would not hesitate opening more High and Higher Secondary Schools as and when they are required in the region.

Reply of Government

High School classes have been started by the Dandakaranya Project at Bande (Paralkote Zone) and Kalimela (Malkangiri Zone) from the current academic session i.e. July, 1979. The Dandakaranya Development Authority have moved Government for formal sanction and the proposals are under consideration. Proposals for more High and Higher Secondary Schools will be duly considered by the Government depending upon actual requirements.

(Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated 28th December,
1979].

Further Reply of the Government

The opening of a Higher Secondary School at Bande in Paralkote Zone and of a High School at Kalimela in Malkangiri Zone has been formally sanctioned on 26th August, 1980.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated the 7th October, 1980].

Recommendation No. 47 (Para 4.71)

The Committee note that out of 296 Primary Schools only 127 schools are housed in Pucca buildings and the balance of the schools are functioning in temporary structures. Obviously this matter has not received due attention of the DDA as otherwise such a large number of primary schools would not have, till this day, been functioning in thatched hutments. The Committee note the assurance given by the Rehabilitation Secretary that DDA has been asked to prepare a phased programme for the construction of buildings for the remaining 169 schools and urge that the programme be prepared expeditiously and executed within a reasonable time span.

Reply of Government

According to the latest information received from the Project authorities, besides 127 Primary Schools having permanent buildings, 14 Primary Schools are accommodated in the Middle School buildings and for 3 Schools running in the Karmi Shibirs, no buildings are required. Thus the net backlog of Primary School buildings due to be constructed works out to 152.

The following programme has been chalked out by the Project for completion of this back-log as per their capacity:—

1980-81	40
1981-82	40
1982-83	40
1983-84	32

[Ministry of Supply and Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated the 28th December, 1979].

Recommendation No. 50 (Para No. 4.90)

It has been represented to the Committee by the settlers that because of non-availability of medicines in the hospitals and dispensaries in the

Project area they have to buy medicines from the market. The Department have stated that medicines are stocked in hospitals for indoor patients according to approved norms. The Department have also stated that there are no norms for supply of medicines to out-door patients though, it is stated, the general scale that has been approved by the Project has been found to be far above the standards prevailing in the States. While the Committee appreciate the claim made by the Department that the general scale and the medical relief approved by the Project has been found by them to be far above the general standards prevailing in the States, they would like the DDA not to over look the general feeling prevailing among the settlers in regard to the shortage of medicines in the hospitals and dispensaries. The Committee would suggest the DDA to keep a close watch on the demand and supply of medicines in the hospitals and dispensaries and ensure that adequate stock of medicines is always available to meet the requirements of the settlers.

Reply of Government

The Committee's observations have been noted for guidance and the Project authorities have issued instructions to all concerned so as to ensure that proper medical aid/adequate medicines are available to the settlers in the hospitals/dispensaries owned by the Project. Admission of indoor patients is, however, 30—50 per cent more than the capacity available causing overcrowding and stretching of the existing facilities.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated 28th Dec. 1979.]

Recommendation No. 51 (Para No. 4.91)

The Committee are surprised to note that a large number of posts (65 in all) of technical staff in the hospitals and dispensaries in Dandakaranya region had been lying vacant in November, 1978 for long periods. The only two posts of Gynaecologists in non-Central Health Services had not been filled up for nearly 5 years. The Committee wonder how, in the absence of such essential staff, the hospitals and dispensaries in the region could provide adequate medical attention and treatment to the settlers. The difficulties in living conditions and remoteness of the operational area—the two reasons attributed to suitable candidates not coming forward—are not such as in the opinion of the Committee, cannot be solved by more imaginative approach like offering incentives to medical personnel and getting staff from other States on deputation. The Committee recommend that the settlers children should be encouraged to take training in the technical fields and appointed against suitable posts for manning the hospitals and dispensaries. The Committee also recommend that where suitable candidates do not become available through open recruitment, the DDA should try to get personnel from other States on deputation

or otherwise, if necessary by offering suitable incentives. It should be the constant endeavour of the DDA to ensure that members of the technical staff are available in the hospitals and dispensaries in full strength to render medical treatment to the settlers.

Reply of Government

Vacancies in the posts of Medical Officers have been filled up in the meantime. The matter regarding posting of Gynaecologists has been taken up with the Department of Health, U.P.S.C. as well as State Governments. Efforts are also being made for filling up vacancies in other technical posts.

Training of settlers was undertaken by the project for various technical jobs like Staff Nurses, Surveillance Workers, Malaria Field Workers, and Mid-Wives. The number of settlers trained by the project for various posts under the Medical Organisation and the number who are still in the Project service are given below:—

Post	No. of settlers trained	No. of settlers continuing in the Project service	No. who left for better employ- ment- elsewhere
1. Staff Nurses	15	5	10
2. Surveillance workers	28	27	1
3. Malaria Field workers	3	2	1
4. Auxiliary Nurses cum-Midwives	11	11	..
5. Veterinary Stockman	8	5	3

The following other technical posts have also been filled up by settlers :—

1. Malaria Inspector	1
2. Laboratory Assistants	3
3. Surveillance Inspector	1

The project is encouraging settlers children to go in for technical courses by way of provisions of stipends.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated 28th Dec. 1979.]

Recommendation No. 52 (Para No. 4.99 to 4.100)

4.99. The Committee take note of the feeling prevalent among settlers that their children registered with Employment Exchanges or trained in Industrial Training Institute do not get jobs in the region. They also take note of the views submitted in a memorandum that the instructions given by former Chairman of DDA regarding provision of employment opportunities to displaced persons under the DDA went unheeded. It is seen that there is no separate policy for providing employment to the displaced persons in Orissa State. Out of 288 displaced persons registered in Employment Exchanges in the region falling in Orissa State. Only 25 persons have been able to get employment during the last 2 years. As regards employment position under DDA, it is stated that the "Departmental Committee gives due consideration to the settler candidates although no weightage is given to such candidates in the written tests". The educated unemployed among the settlers are sponsored by Employment Exchanges on a preferential basis as per priority level accorded to displaced persons. The Committee are informed that the number of "displaced person" employees in Group 'C' and 'D' posts under the DDA are 15.2 per cent and 24 per cent respectively.

4.100. The Committee feel concerned at the general feeling prevailing among displaced persons that their children are not getting their due in employment opportunities either under DDA or elsewhere in the region. The Committee feel that the settlers children should receive a more sympathetic treatment at least in respect of jobs falling under the DDA. If settlers children are appointed in large numbers in posts under DDA, it will not only remove the settlers grievances with DDA but also enable the DDA to appreciate the problems of settlers better and to attend to them more sympathetically and promptly.

Reply of Government

Recruitment to the various posts in the Dandakaranya Project is required to be made in accordance with the prescribed Recruitment Rules for various posts and prescribed procedure for direct recruitment through employment exchanges. The Project authorities have, therefore, to consider the appointment of settlers' children to various posts under the Project within the framework of the prescribed recruitment rules and the prescribed procedure, there being no special reservation of posts for the displaced persons. Within this framework, the Departmental Committees give due and sympathetic consideration to the settler candidates. Also for purposes of registration of the employment exchanges, the displaced persons are given priority as per prescribed instructions. The Project authorities make efforts to see that the children of displaced persons registered with employment exchanges are duly sponsored against the vacancies notified by the Project.

The Project Administration have taken steps to start an Employment Exchange in Malkangiri and an Employment Bureau at Umerkote for assisting unemployed settlers of these zones. A special drive has been taken up by the District Employment Officer to visit important villages in the Malkangiri Zone on market days for registering unemployed settler candidates. The other Employment Exchanges which are available for settler boys in the Orissa portion of Dandakaranya Project are at Koraput and Jeypore. These are specially convenient for college-going boys and girls.

In the Madhya Pradesh portion of the Project, there is only one Employment Exchange at Jagdalpur where the settler boys of Paralkote and Kondagaon Zones register their names. The Project have approached the Government of Madhya Pradesh to open another Employment Exchange either at Kondagaon or at Pakhanjore (in Paralkote Zone).

At the instance of the Project, the Staff Selection Commission have recently opened examination centres at Koraput and Jagdalpur. This is a great help to the children of the displaced persons and other local candidates.

The problem of educated unemployment amongst the children of the displaced persons is only part of the larger problem of educated unemployment in the country and there are no easy solutions to this problem. In respect of jobs falling under the DDA, the opportunities are also diminishing with the progressive completion of the Projects works. The Project Administration are however, having the names of children of the displaced persons registered in the Employment Exchanges, where eligible, with the help of the local Employment Exchanges and the district administration. The State Governments are also opening Rural Employment Bureaus in the zones of the Project to further facilitate registration by the unemployed displaced persons.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated 28th Dec. 1979.]

Recommendation No. 53 (Para 4.101)

The Committee would also suggest that the DDA should use their good offices with the private employers and the State Governments concerned to find more employment opportunities for the settlers. DDA should monitor the types of jobs existing or likely to arise in various fields and organise special efforts to train the settlers' children to compete for these jobs.

Reply of Government

The Project authorities are able to use their good offices only in regard to sponsoring of candidates by the Employment Exchanges since a preferential priority level is available for displaced persons. As and when complaints in regard to non-sponsoring are received, the Project authorities also take up such matters with the Employment Exchanges.

As for monitoring of jobs in various sectors and arrangements for providing special training to settlers to compete for the jobs, the DDA have suggested at their 74th Meeting held on 5th & 6th September, 1979 to take up coaching classes for the displaced person students. This suggestion is at present under consideration of the Project.

[Ministry of Supply and Rehabilitation, (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated the 28th Dec.
1979].

Recommendation No. 54 (Para No. 4.105, 4.106 and 4.107)

The Committee are of the view that though the number of cases of forcible crop cutting from settlers' fields and encroachment of settlers land are stated to be not "very large", the feeling of insecurity and fear of harassment cannot be explained away by statistics alone.

The Committee cannot overlook the fact that the settlers have a fear, genuine or imaginary, of forcible crop cutting and encroachment by local people and, it is this fear that has to be dispelled from their minds. It is here that the local police and administration have an important role to play. What is required is not only sincere concern by local administration for the security of the settlers but a practical demonstration of their readiness to come to their rescue.

The Committee would like that the Dandakaranya Development Authority should in collaboration with the State Government authorities, draw up programmes first to promote understanding and good neighbourly relations between settlers and local people and, secondly, to launch a campaign to reassure the settlers of prompt police help in the event of any apprehended or actual assault or encroachment with a view to infusing a sense of security in the minds of the settlers.

Reply of Government

In the light of the suggestion of the Estimates Committee, discussions have been held with the Collector and the Superintendent of Police, Koraput, to promote understanding and good neighbourly relations between the settlers and local people and to reassure the settlers of Police help in the event of any apprehended or actual assault for encroachments etc. The Secretary, Department of Rehabilitation had also earlier held discussion

at Bhubaneswar in November, 1977 with the Chief Secretary, Government of Orissa, when it was agreed that the Inspector General of Police would formulate proposals for strengthening the law and order organisational net-work in the area. Accordingly, two outposts have been opened one at Korkunda and the other at Orkel, another outpost is proposed to be opened at MV-79 all in Malkangiri Zone.

2. The observations of the Estimates Committee have also been brought to the notice of Revenue Divisional Commissioner, Southern Division, Berhampur and Collector, Koraput by the Government of Orissa. On the Bastar side, a Police Station exists in Pakhanjore. The Government of Madhya Pradesh have sanctioned another Police Station at Bande and at their request, land for construction of buildings has been dereleased by the Project in favour of the State Government.

3. A voluntary organisation, namely the Tagore Society under the initiative of Shri Panna Lal Dasgupta, has also started working in the area to promote amity and understanding between the settlers and the local population and to take up common development programmes for them.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation) Office Memorandum No. 16/5/79-Desk-III dated 28th December, 1979.]

Recommendation No. 55 (Para No. 5.8)

The Committee note that while an officer of the rank of Additional Secretary is the Chairman of DDA, the Chief Secretaries of West Bengal, Orissa and Madhya Pradesh who are officers of higher rank, are members of the Authority. Knowing the importance of precedence and protocol in official affairs, the Committee doubt whether the Chief Secretaries of the State Government would be liking to attend the meetings of DDA personally when they know that an officer junior to them in rank would be presiding over the meetings. The Committee feel that unless an officer of the rank of Chief Secretary to the State Government is appointed Chairman of DDA, the States concerned may not be represented at the meetings by their Chief Secretaries and, in that case, the cause of displaced persons would suffer as their problems will not receive the personal attention of top most officers of the States concerned. This is an inherent defect in the present constitution of DDA which should have been avoided. The remedy appears to lie in separating the offices of Chairman and Chief Administrator one to preside over meetings and the other as Chief Executive—and appointing an officer not below the rank of a Chief Secretary of State Government as part-time Chairman of the Authority.

Reply of Government

The recommendation of the Committee to separate the offices of the Chairman and the Chief Administrator and to consider the appointment of

an Officer not below the rank of Chief Secretary as a part-time Chairman of the Dandakaranya Development Authority is under consideration of the Government.

[Ministry of Supply and Rehabilitation (Dep't. of Rehabilitation O.M. No. 16(5)/79-Desk III dated 28-12-79.)]

Further Reply of Government

Government have accepted this recommendation. The offices of the Chairman and the Chief Administrator of the Dandakaranya Development Authority have been separated with effect from 12th May, 1980, and the Secretary, Department of Rehabilitation, who is an officer of the rank of a Chief Secretary of State Government, has been appointed as part-time Chairman of the Authority, as per the recommendations of the Committee.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation) Office Memorandum No. 16(5)/79-Desk-III dated 11-7-1980.]

Recommendation No. 56 (Para No. 5.12)

The Committee are surprised to note that no tenure, of appointment was specifically fixed for the Chairman and Chief Administrator, Dandakaranya Project, and transfers were made for reasons of administrative convenience. It is seen from the statement furnished by the Department that ever since the offices of Chairman and Chief Administrator, Dandakaranya Project, have been combined in 1975, no incumbent has remained in office for more than 2 years. Out of the 3 incumbents of the office before the present incumbent (September 1978) one remained in office for one year and nine months and another for 3½ months only. The last incumbent was transferred just on the eve of the visit of the Study Group of the Estimates Committee to Koraput in September 1978 with the result that the Study Group were deprived of his experience and knowledge at the informal discussions.

The Committee are strongly of the view that unless the Chief Administrator is retained in office for a reasonable length of time, it would neither be possible for him to familiarize himself with the local conditions and the problems of the settlers nor would he be in a position to initiate constructive schemes for the welfare of the displaced persons and execution of the project as a whole. The Committee desire that keeping in view the larger interests of the settlers and for smooth implementation of the development schemes such frequent transfers should not be made in future.

Reply of Government

The Recruitment Rules for the post of Chief Administrator, Dandakaranya Project provide for filling up of the post by transfer on deputation. The period of deputation provided therein is ordinarily not to exceed five years. Incumbents appointed by transfer will also hold the post for a normal tenure unless a change requires to be made for administrative reasons. The observations of the Estimates Committee are noted and will be kept in view.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation) Office Memorandum No. 16(5)/79-Desk-III, dated the 28th December, 1979].

Recommendation No. 57 (Para No. 5.16)

The Committee have considered the proposals made for the induction of non-officials into DDA, to review the progress of implementation of various developmental and rehabilitation schemes. They are of the view that the balance of advantage lies in appointing an Advisory Committee consisting of representatives of settlers and social workers of the area under the Chairmanship of the Chief Administrator which should periodically meet to take stock of the progress made in the rehabilitation of displaced persons and suggest suitable measures for accelerating the rate of progress. Such an advisory body will not only bring about active participation of the settlers in their rehabilitation programme but also enable the Authority to have a first hand knowledge about their problems and reactions to the various rehabilitation schemes.

Reply of Government

The recommendations of the Estimates Committee have been considered by the DDA. The Project authorities have agreed to form coordination committees at the zonal level with representatives of Pannimangal Samities already existing and others as may be required. The sub-divisional officers of the State Governments and the local project officers will also be associated. The committees will meet twice a year. At the Project level there will be two meetings during the year with the members of the zonal coordination committees. District level officers including the Collector as well as non-officials as may be required would be invited to these meetings. The representation of non-officials would be on non-political basis as far as possible. These committees will review the implementation and progress of programmes taken up in the area thereby involving participation of the settlers, local and project officials in the implementation of the schemes.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation) Office Memorandum No. 16/5/79-Desk-III dated 28th December, 1979.]

Recommendation No. 58 (Para No. 5.17)

During their visit to Koraput the Study Group of the Committee gathered an impression that there was need for a closer contact between the settlers and the officials of the Authority in order to enable the latter to appreciate the problems of the settlers and to redress their grievances. The Committee feel that it is imperative to create an atmosphere of goodwill by having closer relationship between the settlers and the officers of the Authority. The Committee desire that the officers of the Authority should not only make themselves easily and frequently accessible to the settlers who may want to see them in connection with their day to day problems but should also maintain an inter-action with them.

Reply of Government

The observations of the Committee have been brought to the notice of all the officers and staff working in the Project so as to ensure that they not only make themselves easily and frequently accessible to the settlers who may want to see them in connection with their day today problems but also to maintain an inter-action with them.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation) Office Memorandum No. 16/5/79-Desk-III dated 28th December, 1979.]

Recommendation No. 60 (Para No. 5.23)

The Committee are conscious of the Constitutional difficulties in converting the DDA into an Area Development Authority with full powers to take decisions in all but policy matters. This step would require the concurrence of the State Governments concerned and will also involve Central legislation. They would, however, like the Government to examine the need for investing DDA with more powers, statutory or executive, so as to ensure that it is not handicapped in the task of arranging rehabilitation of displaced persons and development of Dandakaranya region as a whole.

Reply of Government

The Dandakaranya Development Authority have been delegated all the powers vested in the Department of Rehabilitation and as permitted under the general instructions of the Ministry of Finance. The Dandakaranya Development Authority have in turn redelegated necessary powers to the Chief Administrator as its Chief Executive. The Dandakaranya Development Authority have thus sufficient powers for the discharge of functions relating to rehabilitation of displaced persons as well as development of the area within the overall framework of policy laid down by the Government of India.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation) Office Memorandum No. 16(5)/79-Desk-III, dated the 28th December, 1979].

Recommendations No. 61 and 62 (Paras No. 5.25 and 5.26)

The Committee are concerned to note the large amount of losses written off during the period 1973-74 to 1977-78. An amount of Rs. 1,57,269 was written off due to thefts, fire and accidents etc. whereas an amount of Rs. 2,14,028 was written off on account of stores declared unserviceable. In the latter case, the amount of loss written off rose from Rs. 51,197 in 1976-77 to Rs. 1,62,831 in 1977-78. This shows that in spite of losses being written off year after year no serious effort was made by the Authority to bring down the losses. The Committee desire that a thorough investigation into the reasons for the continuance of such losses should be made and concrete measures taken to plug the loopholes, if any, to minimise such losses in future.

The Committee are surprised that there is no regular system to compile the actual losses incurred at the close of the year. The total losses actually suffered by DDA during the period 1973-74 to 1977-78 are stated to be under compilation. The Committee desire that the losses actually incurred during the period from 1973-74 and 1977-78 should be compiled expeditiously and a review made at an appropriate level to determine how far these were avoidable. They also recommend that necessary procedure be evolved to ensure that the actual losses incurred in a particular year are compiled and reviewed at the close of the year without delay.

Reply of the Government

The observations of the Estimates Committee have been noted for compliance.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated 28th December, 1979].

Further Information asked for

Please state the concrete action taken by Government in pursuance of the suggestion of the Committee that a thorough investigation into the reasons for the continuance of losses suffered by DDA due to thefts, fire and accidents, etc. should be made and concrete measures taken to plug the loop-holes, if any, to minimise the losses in future.

Has the necessary procedure been evolved to ensure that the actual losses incurred in a particular year are compiled and reviewed at the close of the year?

[L.S.S. O.M. No. 32(2)/(ii)/EC-79 dated 22-2-1980]

Further Reply of Government

The Project Administration propose to constitute a Committee headed by Financial Adviser and Chief Accounts Officer to make a through investigation into the reasons for the continuance of losses during the years 1973-74 to 1977-78. Regarding compilation of losses incurred in a particular

year, a register is being maintained by the Project to record year-wise cases of losses and to review the position at the end of the year.

[Ministry of Supply and Rehabilitation, (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III(DNK) Vol. III dated the
2nd May, 1980].

Further Reply of Government

A 3-member Committee with the Financial Adviser & Chief Accounts Officer of the Project as Chairman has since been constituted by the Chief Administrator, Dandakaranya Project on 8th July, 1980. The various Heads of Organisations of the Project had been asked to prepare the statement of losses incurred during 1973-74 to 1977-78 as also a register showing year-wise losses, by 15th August, 1980 for a review by the said Committee. The Committee are being asked to finalise their report by 31-12-1980.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, (DNK) Vol. III dated the
7th Oct., 1980]

Comments of the Committee

The Committee may be informed of the results of the investigation and action taken in the light thereof.

Recommendation No. 63 (Para No. 6.1 to 6.13)

6.1 Desertion of rehabilitation sites by displaced in Dandakaranya Project has been almost a regular feature since 1965. But the desertions that took place in the past were insignificant as compared with the magnitude of the exodus that took place in 1978 when 14388 families left resettlement sites. Although the unrest among displaced persons had started in 1973, it remained undetected for over 4 years and during this period while the move to create unrest got momentum, the Dandakaranya Development Authority did not take any effective and specific measures either to counter the move at political level or to accelerate the pace of rehabilitation and relief to settlers suffering from drought conditions and other privations. Even though the propaganda of an assured habitat with better living conditions in Sunderbans might have been one of the major factors in inducing desertions, this could not be the main reasons for these mass exodus.

6.2. It is unfortunate that the Master Plan for Dandakaranya region which was recommended by the Committee in 1960 and reiterated by them in 1962, 1965 and 1968 is not yet finally ready even after the lapse of 18 years. The unconscionable delay in preparing the plan for the Dandakaranya region reflects the callousness of the administration in dealing with the problems of helpless refugees from erstwhile East Pakistan. During the period 1958-59 to 1960-61, there was a shortfall of 61 per cent in achieving land reclamation targets. The achievements during the subsequent period also often fell behind the targets year after year. No

serious attention was paid by the Dandakaranya Development Authority to remove the hindrances in achievement of reclamation targets.

6.3 Although the Bhaskal Dam was completed in 1966-67, the irrigation potential created has not been fully utilised due to deficiencies in its distributory system. The completion of Paralkote Dam has been delayed for more than 9 years. The construction of Satiguda Dam which is vital for rehabilitation of displaced persons in Malkangiri region has been delayed by over 15 years. Another irrigation project viz. Potteru Irrigation Project which was originally proposed to be completed during 1978-79 is already 3 years behind schedule.

6.4 Only 38 minor irrigation schemes had been completed by March 1978 creating an irrigation potential of 2872 acres (Rabi & Kharif) when is utterly inadequate. In Kondegaon, only 7.7 per cent of the cultivated land has been provided with irrigation. The situation is not much better in Umerkote either where only 6 per cent of land is able to receive irrigation benefits.

6.5 Attempts made in the past for development of small scale industries in the Dandakaranya area ended in failure. No serious attention was paid to the essential inputs and infrastructure for successful implementation of schemes for development of small scale industries. The Dandakaranya Development Authority are only now considering proposals to revive to the extent possible industrial activity in the area.

6.6 The progress made in electrification of settlers' villages has been poor. Out of 227 villages in Orissa and 154 villages in Madhya Pradesh, only 8 villages have been electrified so far.

6.7 From the year 1971 the allotment of land per family has been reduced from 7 acres to 5 acres, 4 acres and 3 acres depending on the nature of land. In view of the low yield per acre of land because of lack of irrigation and low income of agricultural families the proposed reduction in the area of land already allotted per family is not at all justified at present. Even though the allotment of land had been completed in many areas as far back as 1963, Patta rights have not been conferred on them so far. This was one of the major factors contributing to unrest among displaced persons and their exodus in 1978.

6.8 Most of the displaced persons in Dandakaranya region belong to, Namsudra and Paundra Khetriya communities which are recognised as scheduled castes in West Bengal but not so in Madhya Pradesh. In Orissa only Namsudra community is so recognised but not Paundra Khetriya. This has created a puzzling situation, nay difficult situation for members belonging to these communities who are entitled to certain rights and facilities in the State of West Bengal but are deprived of these rights and facilities in Dandakaranya region.

6.9 Supply of drinking water is not adequate particularly in summer months. There is a backlog in construction of masonry wells in Malkangiri zone due to difficulty in finding executing agencies.

6.10 There are slippages in construction of houses. As against a target of 2641 houses to be completed during 1977-78, the Dandakaranya Development Authority could complete only 1658 houses.

6.11 Out of 296 primary schools only 127 schools are housed in pucca buildings and the balance of the schools are functioning in temporary structures. There is a general feeling prevailing among the settlers that there is shortage of medicines in the hospitals and dispensaries. A large number of posts of technical staff in hospitals and dispensaries have been lying vacant for long periods much to the inconvenience of the settlers.

This in brief is the painful story of the displaced persons and their rehabilitation in the Dandakaranya region.

6.12 It is a matter of deep regret that inspite of the fact that Dandakaranya Development Authority have been in position for over 20 years and have spent nearly Rs. 100 crores on the project, of which over Rs. 23 crores have been spent on administration alone, the progress of rehabilitation programme has been utterly unsatisfactory. The desertions from the resettlement sites have not been new. These have taken place in the past also. If only the Dandakaranya Development Authority had learnt lessons from the past happenings and taken effective measures to remove economic hardship of the settlers and brought about reasonable rehabilitation in their new home the unprecedented exodus of 1978, notwithstanding any propaganda would not have taken place and the unfortunate displaced persons would have been spared the night-marish experiences they had to undergo in the wake of the exodus.

6.13 The Committee cannot but deprecate strongly the callous neglect and unimaginative, lackadaisical and beaurocratic approach displayed by Dandakaranya Development Authority in handling the problems of the displaced persons and in executing the development projects taken up for their resettlement.

In conclusion the Committee would like to emphasize again that at least now the Dandakaranya Development Authority should galvanise their administrative machinery and rise to the occasion to fulfil the unfinished tasks without any further delay and atone for the past lapses.

Reply of Government

The Dandakaranya Development Authority have nearly spent Rs. 100 crores on general development schemes for the area as well as on relief and

rehabilitation of displaced persons, including the expenditure on administration, staff, etc. The desertions from the resettlement sites have continued all through the life of the Project but were particularly heavy on certain occasions like severe drought during 1965 and 1966, emergence of Bangladesh during 1972 and intensive propaganda for settlement in Sundarbans during the year 1978. As the Government of Madhya Pradesh have observed, no amount of Government action can succeed if assistance from the beneficiaries is not forthcoming in adopting the area as their own. There may be various difficulties but despite them there has to be a will on the part of the displaced persons to get merged in the social life of the area of the settlement. Since the Estimates Committee have, however, gone fully into the causes of desertions and have focussed their attention on further things to be done in the Project area for successful completion of the resettlement activities, efforts are being made to complete the unfinished tasks and the Dandakaranya Development Authority and the Project authorities are being pressed to see that the execution of the unfinished tasks is hastened.

2. The Dandakaranya Project has in a nutshell over the years settled 19,647 families (about 1 lakh persons), established 386 villages, with due amenities, reclaimed 1,66,660 acres of land for homestead, agriculture and various other purposes, established 296 primary, 31 middle and 8 higher secondary schools, 17 medical institutions (5 hospitals, 5 primary health centres, 4 mobile units and 3 dispensaries), constructed 308 village tanks, 347 head-water tanks, 483 masonry wells and 1750 tubewells, provided 561.40 Kms. of main roads, 821.75 Kms. of link roads, 405.38 Kms. of internal roads and 295.40 Kms. of tribal roads, executing irrigation projects with a command area of a little over two lakh acres with an ultimate objective of covering about 70 per cent of the land holdings of displaced persons under irrigation and provided necessary agricultural extension support and services to the displaced persons so far. Despite various difficulties, uncertainties and constraints in regard to the resettlement of displaced persons in this Project from time to time, these are no mean achievements and would not have been possible if the DDA had not shown sufficient initiative and interest in attending to the problems of displaced persons. The DDA have also been asked to attend to the shortcomings in the implementation of the schemes, as pointed out by the Estimates Committee and it is expected that within the next 2 to 3 years, it would be possible for the Project authorities to complete the task of rehabilitation of the remaining families along with provision of ancillary benefits. The irrigation projects are also being expedited to the extent possible along with other remaining works.

[Ministry of Supply and Rehabilitation, (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th Dec. 1979.]

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES

Recommendation No. 8 (Para No. 2.53)

The Committee have been informed that the amount of loan of Rs. 750 per family for purchase of a pair of bullocks have been raised to Rs. 900 taking into consideration the local price conditions. A suggestion has been made that the loan of Rs. 900 for purchase of bullocks and also the loan of Rs. 500 for purchase of seeds, fertilizers, agricultural implements etc., paid in kind may be treated as grant. The Committee would like this suggestion to be examined by the Authority sympathetically.

Reply of Government

The Government had sanctioned renewed financial assistance in the form of loan for the purchase of bullocks (Rs. 750/-later raised to Rs. 900/-) and for agricultural inputs such as fertilizers, seeds etc. (Rs. 500/-), in order to enable deserter returnee settler families to resume their agricultural activities. The suggestion made to the Estimates Committee to treat this assistance as a grant was examined by the Dandakaranya Development Authority and discussed in its 74th meeting held on 5th/6th September, 1979. Government of Madhya Pradesh felt that this, if agreed to, would set a premium on desertion. Governments of Orissa and West Bengal felt that since the families which had deserted had suffered both physically, and economically, the proposal could be agreed to for their benefit, Representatives of the Department of Rehabilitation agreed with the views expressed by the Madhya Pradesh Government.

The Dandakaranya Development Authority's recommendation has been examined by the Government. It is felt that the renewed financial assistance in the form of loan was a concession in itself and if this amount is treated as a grant, it would mean putting a premium on desertions and such families as continued to remain in the Project, even in the face of mass desertions during 1978, would have a legitimate grievance that while deserters were being given additional financial assistance as a grant, they who remained behind were not given any such assistance, thus being put to a disadvantageous position.

Government therefore do not agree to the suggestion of converting the loan assistance into grant.

[Ministry of Supply and Rehabilitation, (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated the 28th Dec. 1979.]

Recommendation No. 14 (Para Nos. 3.35)

The Committee note that the Rehabilitation Reclamation Organisation (RRO) which is entrusted with the mechanical reclamation of land was transferred from the control of the Dandakaranya Development Authority to that of the Department of Rehabilitation direct in 1964. The Committee are however concerned to find that the capacity of RRO is not being fully utilised. During the period 1964-65 to 1976-77 out of total of 20.41 lakh tractor hours available in respect of tractors in operational season, the actual utilisation was 13.49 lakh tractor hours out of which utilisation for rehabilitation work was only 8.14 lakh hours, the remaining hours being utilised for agency works.... (Break-up of utilisation for rehabilitation and agency work is not available for the year 1975-76 and 1976-77). It is a sad commentary that on the one hand the capacity of the RRO is not being fully utilised and on the other hand there have been shortfalls in achieving reclamation targets year after year.

Reply of Government

The reasons for the under utilisation of RRO Units have already been explained to the Committee.

The break-up of utilisation of the capacity of RRO tractors on rehabilitation and agency works for the years 1975-76 and 1976-77 is as under:—

Year	Rehabilitation	Agency	Total
1975-76	0.66 lakh hrs.	0.24 lakh hrs.	0.90 lakh hrs.
1976-77	0.47 lakh hrs.	0.21 lakh hrs.	0.68 lakh hrs.

The scope for full deployment of RRO machinery on rehabilitation projects has gradually diminished with completion of such projects. Keeping this in view, it has since been decided to wind up the RRO in a phased manner.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, Dated 28th December, 1979.]

Recommendation No. 18 (Para Nos. 3.52 to 3.54)

3.52. The Committee regret to note that completion of Paralkote Dam a medium irrigation project in Paralkote Zone, has been delayed by more than 9 years. The project was sanctioned in February, 1966 and was originally programmed to be completed in four working seasons. But its main dam could be completed only in 1975 and the project is now expected to be completed in all respects in June, 1979.

2097 LS.—

3.53. The Committee note that on the one hand the cost of the Paralkote Dam Project has increased from Rs. 1.78 crores to Rs. 5.27 crores because of long period of construction, inadequate provision in the original estimates for the main dam and changes in design to suit the actual site conditions, on the other hand the cultivable Command area has been reduced from 35,000 acres with total annual irrigation of 43,875 acres as originally envisaged to 24,000 acres of culturable Command area with annual irrigation of 36,000 acres. The Committee cannot but come to the conclusion that Paralkote Dam is yet another irrigation project which had been taken by the Authority without proper investigation, cost estimates and planning.

3.54. The Committee note that about 15,000 acres of land is already receiving irrigation from the project. The Committee desire that all efforts should be made to complete the project in all respects by June, 1979 as per the revised schedule.

Reply of Government

The Project was accepted by the Technical Advisory Committee of the Planning Commission on 30th May, 1964. Then the Central Water and Power Commission had indicated a CCA of 32,500 acres and an annual irrigation of 43,875 acres. This CCA had, it appears, been assumed on a percentage basis from the area taken from Topo Sheets. The annual irrigation shown in the original project was actually not 43,875 acres but only 35,100 acres (22,100 acres under Kharif and 9,100 acres under rabi and 3,900 under perennial). The original report shows a total irrigated area in Kharif (including perennial crops) of only 26,000 acres. The revised scheme assumes a cropping pattern similar to the original scheme except for the deletion of sugar cane. Studies have shown that on the basis of actual water requirements for the various crops, the project will be able to cover an ayacut of 24,000 acres and annual irrigation of 36,000 acres with an intensity of 150 per cent of irrigation in three out of four years. Thus, although the CCA has been reduced from 26,000 acres to 24,000 acres, the gross annual irrigation has been increased from 35,100 acres to 36,000 acres.

2. The Paralkote Dam Project is located in terrain covered largely by reserve forest. The original estimate was prepared on the basis of initial survey on the assumption that some portions of the reserve forest coming under command will also be released to the Dandakaranya Development Authority by the State Government but these were finally not

released to the extent required. As such, some changes in the designs to suit the actual site-conditions had to be made, hence the reduction in the original culturable command area occurred.

3. The Project was scheduled to be completed by June, 1979, but due to non-availability in time of steel and cement and paucity of labour on account of mass desertions during 1978, there has been a setback in the schedule. Further, taking into consideration the fact that neither the local tribals nor the settlers will be in a position to construct field channels at their own cost because of their poor economic condition, the Government have also decided to provide at its own cost the field channels which normally are constructed by the beneficiaries. Further, because of drought situation, it has not been considered advisable to close both the canals as earlier contemplated for completion of canal work by June, 1980 and instead only one canal has been closed after the last Kharif season so that the settlers could get water for Rabi cultivation from the second canal. Because of these factors, the Project is now expected to be completed by March, 1981.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, Dated the 28th December, 1979.]

Recommendation No. 20 (Para No. 3.67 and 3.68)

3.67. The Committee are distressed to note that yet another irrigation projects viz., Potteru Irrigation Project which was originally proposed to be completed during 1978-79 has been delayed for more than three years and is now expected to be completed by March, 1982. Because of the delay in its completion an unrealistic estimate framed earlier, the project which was originally estimated to cost Rs. 14.65 crores is now estimated to cost Rs. 25.57 crores i.e., and additional expenditure of Rs. 10.92 crores.

3.68. The Committee note that a Joint Control Board under the Chairmanship of the Chief Secretary, Government of Orissa has been constituted to monitor the progress of the project. Irrigation was programmed to be made available in stages from 1978 Rabi season. The Committee desire that a close watch should be kept on the progress of the project and all efforts should be made in coordination with the State Government of Orissa to ensure that irrigation is made available to the area as programmed and the project is completed according to the revised schedule.

Reply of Government

At the request of the Department of Rehabilitation, the Central Water Commission has taken over the task of monitoring the progress of the Potteru Irrigation Project. During 1978-79, water from the project was released to 548 hectares for Rabi cultivation. During the year 1979-80

water is programmed to be released to 5000 hectares against the revised schedule of 10,500 hectares.

The Government of Orissa who are executing the Project have stated that in view of the difficult terrain in Malkangiri area, non-availability of labour and necessity for mechanical digging of canals, it might not be possible to complete the Project by June, 1982 as per the revised schedule and that the completion of the Project might take one year more. Added to this is the shortage of cement and steel during the current year which is hampering progress. However, close coordination regarding the progress of the project is being maintained by the Department of Rehabilitation and the Dandakaranya Development Authority with the Government of Orissa with a view to ensuring creation of irrigation potential according to the latest programme as indicated below :—

<i>Working Season</i>	<i>Irrigation Potential</i>
July 1978 to June 1979	548 hectares
July 1979 to June 1980	5000 „
July 1980 to June 1981	9,000 „
July 1981 to June 1982	19,000 „
July 1982 to June 1983	27 486 „
TOTAL	61 034 Hectares

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III, dated the 28th December,
1979].

CHAPTER IV

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

Recommendation No. 1 and 2 (Para Nos. 2.31 to 2.35)

2.31. The Committee note that desertion of rehabilitation sites by settlers has been almost a regular feature since 1965 but the desertions that took place in these years were insignificant when compared with the magnitude of mass desertions that took place during 1978. Between January and July, 1978, 14,388 families deserted from the region (10329 from villages and 4059 from Karmishibirs). The desertions in 1978 took place mostly from Malkangiri and Paralkote zones—10103 families deserted from Malkangiri and 3838 families from Paralkote. The Committee have been informed that the mass desertions from Malkangiri and Paralkote zones in 1978 were mainly due to the hope created by certain elements of resettlement in Sunderbans. The settlers in Malkangiri and Paralkote zones were influenced by the families which had moved there from Mana Camp. It is significant that no families from Mana had been inducted into Umerkote and Kondagaon zones and there was no mass desertion from these zones.

2.32 The Committee are informed that with the formation of an organisation known as Udbastu Unnayansil Samity in March, 1973, in Mana Camp, a movement for rehabilitation of inmates of Mana Camp in Sunderbans areas of West Bengal had started. The activities of the Samity continued up to the middle of 1975. The Government of West Bengal issued a Press note in June 1975 making it clear to the refugees that there was absolutely no scope or possibility for refugees either living in West Bengal or in Mana Camp being resettled in Sunderbans and warning them against the propaganda emanating from various areas. The Committee have been informed that during the period from middle of 1975 to March, 1977 most of the leaders of the Samiti were in detention. After their release in March, 1977, the Samiti leaders gradually spread into the rehabilitation areas and re-established contacts with their erstwhile cadre living in Karmishibirs or resettlement villages. By November, 1977 the agitation for a move to Sunderbans had gathered momentum. The leaders of the Samiti it is stated also brought a Minister of West Bengal at a public meeting organised by them in November, 1977. Group talks were organised by Dandakaranaya Development Authority from the beginning of February, 1978 in the villages to explain the futility of all hopes of resettlement in

Sunderbans. But in spite of this, the desertions started in right earnest in the last week of February, 1978.

2.33. Efforts are then stated to have been made through District authorities of Orissa and Madhya Pradesh to prevent unauthorised movement of deserters in trucks. Apart from appeals by Project Officers, printed copies of appeal by Chief Minister, West Bengal were also distributed in the Project by a team of officers including Director General of Rehabilitation of the Department of Rehabilitation, Rehabilitation Commissioner, West Bengal. A delegation consisting of 2 Ministers including the Minister of Rehabilitation West Bengal, 6 MLAs of various parties and 2 non-officials sponsored by Government of West Bengal also visited the project from 20 to 25 March, 1978. The Minister of Rehabilitation of Orissa also joined the delegation for the first lap of their tour. The Union Minister of Rehabilitation accompanied by the Secretary, Rehabilitation visited the Dandakaranya Project on 10 and 11 June, 1978. During the visit, the Rehabilitation Ministers, West Bengal and Orissa also accompanied the Union Minister.

2.34. The Committee are unhappy to note that though the move to create unrest among displaced persons had started in 1973, it remained undetected for over four years and during this period while the move gained momentum the DDA did not take any effective and specific measures either to counter the move at political level or to accelerate the pace of rehabilitation and relief to settlers suffering from drought conditions and other disabilities. In the Committee's view the steps taken by the DDA and others were belated and therefore could not have checked desertions on such a mass scale. They were in the nature of curative steps after the malady had taken a virulent form. If preventive steps have been taken well in time, mass desertions of displaced persons could have been averted.

2.35. The Committee are of the opinion that DDA as an organisation and the officers holding key positions cannot escape responsibility for their failure to detect the calculated move to create unrest among displaced persons at an early stage and to take timely measures to counter the move. They would like the causes of failure of DDA to be analysed and remedial measures taken to make DDA sensitive and responsive to the sufferings and feelings of the settlers in the Dandakaranya region.

Reply of Government

It would not be correct to wholly blame the DDA for the mass exodus of displaced persons in 1978. As had been earlier explained to the Estimates Committee, the unrest amongst displaced persons noticed in 1973 was amongst those in relief stage in Mana Group of Camps and their grievances were duly looked into. As noted by the Estimates Committee in

para 2.32 of their Report, the activities of the Udbastu Unnayansil Samity remained dormant from 1975 to 1977. So far as Dandakaranya Project is concerned, the unrest was noticed in 1977 and, as far as could be made out, it had been created by the nucleus of those elements who had been brought over in large numbers to the Karmi shibirs in Dandakaranya Project from Mauji with a view to engaging them on work and resettlement activities. These elements were also instigated by the Udbastu Unnayansil Samity to desert, with prospects of settlement in Sunderbans. As soon as the Project authorities noticed the unrest, the Chairman and Chief Administrator of the Project brought it to the notice of the Government of West Bengal and the Central Department of Rehabilitation and simultaneously took steps to put the displaced persons wise about the correct position as indicated in para 2.6 and paras 2.20 and 2.21 of the Report of the Estimates Committee. That 1978 desertions were well-planned and well-organised by interested elements is evident from the facts that these desertions took place simultaneously from various rehabilitation projects being administered by different State Governments and not merely from the Dandakaranya Project and took place after the settlers had harvested their main Kharif crops for the year.

No doubt, the settlers have had certain grievances arising out of difficulties faced by them and the Estimates Committee have drawn the attention of Government to these grievances, namely, delay in issue of pattas, delay in the execution of major irrigation projects, non-provision of houses to all settlers, etc. All efforts are now being made to make up for these deficiencies and to remove other legitimate grievances of the settlers. As has, however, been rightly observed by the Madhya Pradesh Government, facilities made available to the displaced persons are more than those provided to the local population. The process of complete merger and identity with the life of the local area would also require conscious effort on the part of the displaced persons.

In view of all these factors, Government do not consider it necessary to undertake any further review into the causes of failure of the DDA as suggested by the Estimates Committee.

[Ministry of Supply and Rehabilitation, (Department of Rehabilitation), Office Memorandum No. 16(5)/79-Desk. III dated 28th December, 1979].

Comments of the Committee

Please see Para 1.8 of the Report—Chapter I.

Recommendation Nos. 10 & 11. (Para Nos. 3.10 and 3.11)

The Committee are very unhappy to note that the master plan for Dandakaranya region which was recommended by the Committee in 1960 and reiterated by them in 1962, 1965 and 1968 is not yet finally ready even

after the lapse of 18 years. It took the Government as many as 10 years to commission Town and Country Planning Organisation/(TCPO) to undertake this job and the organisation took five years to prepare the perspective plan for the region. The plan was then submitted to the Planning Commission in August, 1975 since when it has been under consideration, first, of a Task Force and thereafter of a Working Group whose report is still awaited. Delay in preparing the plan for Dandakaranya region reflects the callousness of the administration in dealing with the problem of helpless refugees from erstwhile East Pakistan whose rehabilitation depended on the development of this region. The Committee cannot deplore this long delay too strongly. Even if, as opined by the Planning Commission, a perspective plan of this nature "will always need to be re-oriented to be in tune with the changing priorities and needs", it should not provide any excuse for not finalising the plan for such a long time. The Committee would like the Ministry and Planning Commission to stop passing the buck from one to the other, finalise the perspective plan without any further delay and start implementing it in right earnest.

3 11 The Committee would like to be informed of the progress within six months.

Reply of Government

The question of implementation of the perspective Plan which was submitted to the Planning Commission by the Town & Country Planning Organisation in 1975, was discussed in a meeting held in the Department of Rehabilitation on 13th November, 1979 between representatives of this Department, the Planning Commission, the Ministry of Home Affairs and the Town and Country Planning Organisation of the Ministry of Works and Housing. The matter is proposed to be considered further in consultation with the Governments of Orissa and Madhya Pradesh with a view to deciding as to which permanent organisation of the Central or State Governments concerned should undertake implementation of the Perspective Plan. Since rehabilitation of displaced persons is a passing phase, development of the area based on perspective planning will need to be undertaken by a permanent organisation or organisations of the Central or State Governments. Since most of the area is tribal, it may be possible to undertake many schemes under the Integrated Tribal Development Programme.

[Ministry of Supply and Rehabilitation, (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated 28th December.
1979].

Further information asked for

Please state whether the perspective plan for Dandakaranya region has since been finally approved.

[L.S.S. O.M. No. 32(2)/ii/EC-79, dated 22nd February, 1980.]

Further Reply of Government

The question of implementation of the perspective plan for the Dandakaranya region is still under consideration.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
O.M. No. 16(5)/79-Desk-III (DNK.) Vol. III dated the 2nd May, 1980.]

Comments of the Committee

Please see Para 1.18 of the Report—Chapter I

Recommendation Sl. No. 29 (Para No. 3.105)

The Committee are distressed over the poor progress made in electrification of settlers' villages. Out of 227 villages in Orissa and 154 villages in Madhya Pradesh only 8 villages have been electrified so far. The Committee have no doubt that the increase in electrification will promote the industrial activities in the area and result in the well-being of the settlers. The Committee desire that the Dandakaranya Development Authority should, in consultation with the State Electricity Boards, draw up a time bound programme for electrification of the remaining villages and keep the progress under constant review. As already pointed out the industrial schemes in the past suffered because of lack of power supply.

Reply of Government

Rural Electrification schemes are prepared by the State Electricity Boards on certain remunerative criteria laid down by the Rural Electrification Corporation. The Orissa State Electricity Board are implementing 3 Rural Electrification Schemes in the Dandakaranya area and 2 more are under consideration of the Rural Electrification Corporation. The Project Administration is in constant touch with the Orissa State Electricity Board, Bhubaneswar for speedy execution of the Rural Electrification Schemes in the settler villages. Simultaneously, the Project are also encouraging dug-well schemes as well as making efforts for development of small scale

and cottage industries in the settler villages which may develop the necessary load for the Rural Electrification Programme in the Dandakaranya area. The Project Administration has also written to the Madhya Pradesh State Electricity Board, Bhopal for formulation of schemes under Rural Electrification Programme and to include settler villages therein.

The Chairman & Chief Administrator of Dandakaranya Development Authority has been advised to have a dialogue with the Chairman of the two State Electricity Boards and work out suitable schemes for electrification for the area.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16(5)/79-Desk-III dated 28th December, 1979.]

Further information asked for

Please state whether as suggested by the Committee, a time-bound programme has been drawn up for electrification of the remaining villages of the Dandakaranya area and if so, what are the details?

[L.S.S. O.M. No. 32(2)/(ii)/EC-79 dated 22nd February, 1980.]

Further Reply of Government

The Project Administration is in constant correspondence with the Chairman of the two Electricity Boards. The Project have had no response so far from the M.P. State Electricity Board in regard to their programme of rural electrification in the resettlement areas of the Dandakaranya Project. It is our view that expansion of electric lines in the rural areas should be done by the State Electricity Boards under the normal schemes that are prepared and executed by them with or without assistance of the Rural Electrification Corporation. It may be possible to cover some areas in the Dandakaranya Project under the "Minimum needs programme" or under the reduced norms prescribed for tribal areas and accordingly the Project authorities are pursuing the matters with the State Governments/Electricity Boards.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
O.M. No. 16/5/79-Desk-III, (DNK) Vol. III, dated 2nd May, 1980.]

Comments of the Committee

Please see Para 1.22 of the Report—Chapter I

Recommendation No. 32 (Para No. 4.25)

The Committee regret to note that even though the allotment of land to the settlers had been completed in many areas as far back as 1963, "Patta" rights have not been conferred on them so far. This was one of the major factors contributing to unrest among displaced persons and their exodus in 1978. In Umerkote Zone, Pattas were prepared between 1966-68 but were not distributed because of desertion of some families and induction of new families. Fresh Pattas have been prepared in respect of land in Umerkote and Kondagaon zones but again distribution has been held up because of Government in decision regarding terms of repayment of loans and their proposal for withdrawal of excess land. The Committee do not think that the question of fixation of loan burden and terms of its repayment, which has been under Government's consideration since 1962, was such a complex question that it should have defied satisfactory solution for over 16 years, Government's failure to arrange the grant of Patta rights shows how lackadaisical the rehabilitation authorities have been in dealing with this simple matter which was of vital importance to the thousands of displaced persons in their struggle to settle down in the Dandakaranya region. The Committee cannot too strongly deprecate the unconscionable delay in the grant of Patta rights and would urge the Government to remove all hurdles in the way of granting these rights and distribute Pattas, already prepared, to the settlers, without any further delay.

Reply of Government

The reasons for delay in grant of Patta rights to the settlers in Dandakaranya Project were explained to the Estimates Committee as incorporated in paras 4.17 to 4.21 of their Report.

The Government of Orissa issued instructions recently on 11th October 1979 for distribution of Pattas in Umerkote Zone immediately. They were, however, advised to issue Pattas only to those settlers who execute mortgage deeds with the DDA mortgaging their land against the loans advanced to them. The matter was subsequently discussed by Secretary (Rehabilitation) with Chief Secretary, Government of Orissa and other officers of the State Government and during discussions, it was suggested that the rehabilitation loans could be recovered as arrears of land revenue under the Orissa Public Demand Recovery Act if the displaced persons failed to return these loans. It was proposed that while loan bonds could be taken separately from the settlers, mortgage deeds could be dispensed with. It was felt that there was no justification in not distributing the Pattas which were prepared several years ago, particularly keeping in view the fact that any displaced person could get a copy of the records as available, merely by asking for it under the law, which for all practical purposes could serve as a Patta.

Pattas had also been earlier prepared for settlers in Kondagaon Zone but these Pattas are not traceable in the Office of the Collector, Bastar. Accordingly, it is proposed to have the Pattas re-prepared for issue as soon as possible and Madhya Pradesh Government have been requested accordingly.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, Dated 28th December,
1979.]

Recommendation Sl. No. 32 (Paragraph 4.25)

Further information asked for

Please state the position regarding the distribution of Pattas in Umerkote Zone. What are the latest orders on the subject?

[L.S.S. O.M. No. 32(2)/(ii)/EC-79 dated the 22nd February, 1980]

Further Reply of Government

The pattas have not yet been issued in Umerkote though the Government of Orissa have since decided to distribute pattas without linking them with the execution of mortgage-deeds by settlers. The Collector, Koraput has since requested the State Government to sanction additional supporting staff as distribution of pattas to the displaced persons through the existing Revenue Inspector was not considered feasible in view of the fact that changes have taken place in the meantime which require field verification as well as correction of records and statutory conferment of rights under the Orissa Government Land Settlement Act. Moreover, final decision of State Government of Orissa as to whether the pattas will be prospective or retrospective, is still awaited.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, (DNK)|Vol. III, dated
2nd May, 1980.]

Further information asked for

Please state the latest position regarding preparation and distribution of pattas for settlers in Kondagaon Zone.

[L.S.S. O.M. No. 32(2)/(ii)/EC-79 dated the 2nd July, 1980]

Further reply of Government

On a further review of the position, the Government of Madhya Pradesh have in consultation with the Dandakaranya Project, decided to

issue temporary pattas valid for 20 years to the settlers in Kondagaon and Parakote Zones with a provision enabling the settlers to obtain loans from the various banking institutions. The Collector, Bastar is issuing instructions to the Sub-Divisional Officers for the preparation and issue of temporary pattas to the settlers in Kondagaon Zone.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk III (DNK) Vol. III,
dated 29th July, 1979.]

Comments of the Committee

Please see Para 1.31 of the Report—Chapter I.

Recommendation No. 49 (Para No. 4.82)

The Committee note that the children of Namsudra Community which is recognised as a Schedule Caste in Orissa are granted schedule caste stipend and scholarship by the Government of Orissa but the children of Paundra-Khetriya Community do not get this facility as this community is not recognised as Schedule Caste in Orissa. In Madhya Pradesh the children of neither community get such stipend. The Committee appreciate the legal position in this regard and note that children of the communities which are not recognised as Schedule Castes in Orissa and Madhya Pradesh cannot claim such stipends as a matter of right but the Committee feel that the authorities should not take strictly legal view of this matter especially in view of the fact that the two communities referred to above are recognised as Scheduled Castes in West Bengal and their recognition as such in the States of Orissa and Madhya Pradesh is only a matter of time. The Committee suggest that the children of these communities should be paid stipend/scholarship ex-gratia if not as a matter of right, during the interim period and if this cannot be done by the State Government, DDA should themselves take upon this obligation for the interim period. What the Committee are anxious about is that the children of these communities should not be denied stipends and scholarships in schools and colleges just because of an anomaly in regard to their formal recognition in the State of Orissa and Madhya Pradesh.

Reply of Government

The Government of Madhya Pradesh have not agreed to the payment of stipends to the Namsudra and Paundra-Khetriya Communities and the Government of Orissa to the Paundra Khetriya community until they are recognised as Scheduled Castes in the respective States by necessary amendments to the Scheduled Castes and Scheduled Tribes Order, by the Government of India.

2. The question of amending the Scheduled Castes and Scheduled Tribes Order had been under consideration of the Joint Committee of Parliament. Due to the dissolution of the 6th Lok Sabha on 20th August, 1979, however, the Joint Committee is no longer in existence. Therefore, the Ministry of Home Affairs have been requested by this Department to consider enactment of a separate amending bill, instead of waiting for enactment of a "comprehensive" bill, for inclusion of the two castes mentioned above in the Scheduled Castes and Scheduled Tribes Order.*

3. It is the considered view of this Department that the Dandakaranya Development Authority cannot pay any such stipend in the manner of even ex-gratia, because of the wider repercussion that this decision will have outside the Dandakaranya area. The Dandakaranya Development Authority may, however, continue to give stipends to these communities on the basis of its existing scheme which takes into account the criteria of merit and economic backwardness for sanctioning such stipends.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, dated 28th December, 1979.]

Comments of the Committee

Please see para 1.36 of the Report Chapter I.

Recommendation No. 59 (Para 5.22)

The Committee note that Dandakaranya Development Authority was created by an executive order though the question of setting it up as a statutory authority was also then considered. The Committee feel that the DDA, as it is constituted at present, has not been able to fulfil the object for which it was set up and as already recommended earlier in this Report there is a strong case for an independent study of the reasons responsible for its failure in the task of rehabilitation of displaced persons.

Reply of Government

The Dandakaranya Project have executed a number of schemes for the benefit of the displaced persons settled in the area and for the local and tribal population, namely, Irrigation Projects, Educational institutions upto High School stage including facilities for industrial training, development of communications including construction/improvement of roads and bridges, eradication of malaria and construction of hospitals and dispensaries, large-scale land reclamation and soil conservation leading

*Please see Para 1.24—Chapter I and Recommendation Sl. No. 49—Chapter IV for the latest information in regard to the amendment to the Scheduled Castes and Scheduled Tribes Order.

to general development of habitations, agriculture, trade and other activities. It may not, therefore, be quite correct to say that the Dandakaranya Development Authority have not been able to fulfil their objective. Besides, the performance of the Dandakaranya Development Authority has to be judged in the circumstances obtaining from time to time and the various constraints under which it had to work. These are difficulties in building up an organisation in the remote area of the Project, time taken to build up the infrastructure like roads, medical and educational facilities, initial reluctance of the displaced persons to move from West Bengal into the worksite Camps in the Project in its first phase, a slow movement of displaced persons all along thereby upsetting the plans of action from time to time, desertions from the Project from time to time due to various reasons and factors, difficulties in the release of land by the State Governments, misgivings of local tribal population about induction of displaced persons, etc. In spite of all these difficulties that had to be encountered, 19,647 families of displaced persons (about 1 lakh persons) are now in settled position in Dandakaranya as on 31st October 1979 and their families have been provided necessary facilities in the field of agriculture, education health and medicare, drinking water supply etc. With the settlement of another 5,500 families or so that are in hand in that area by 1981-82, the process of rehabilitation of the migrants from former East Pakistan in the Project will be completed, followed by normalisation of the settlers' villages and other institutions by way of transfer to the respective State Governments. Therefore, at this stage, a further review of the working of DDA is not considered necessary. The various shortcomings in its functioning such as delay in the execution of irrigation projects, in construction of houses and primary school buildings, etc., as pointed out by the Estimates Committee have, however, been noted and remedial action is being taken to make up the deficiencies.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, dated 28th December, 1979.]

Comments of the Committee

Please see Para 1.11 of the Report Chapter I.

CHAPTER V

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

Recommendation No. 16 (Para No. 3.47)

The Committee are surprised that although the Bhaskal Dam was completed in 1966-67 the irrigation potential created by the Bhaskal Dam was utilised only partially during the period 1967—73 before its transfer to the State Government of Orissa. The deficiencies in its distributory system were not rectified by the Dandakaranya Development Authority. The Dandakaranya Development Authority woke up only in 1976, 3 years after the project had been handed over to the State Government when the question of low utilisation of the irrigation potential was taken up. It has been admitted that some necessary works as provided in the estimates were not taken up to make the distributory system complete before handing over the project to the State Government. But no clear reasons are available for this lapse. According to the Department the anxiety of the Project authorities to keep the cost of the dam with the estimated amount of Rs. 1.35 crores may be a possible explanation. The Committee are unhappy at this state of affairs. It is a serious matter that no clear reasons seem to be on record for not taking up certain necessary works to make the distribution system complete. The Committee recommend that an enquiry should be made into the matter to find the reasons for the failure and to fix responsibility.

Reply of Government

This matter is under consideration of Government in consultation with the DDA.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, dated 28th December,
1979.]

Recommendation No. 30 (Para No. 4.15)

In view of the low yield and low income of agricultural families and in view of the fact that irrigation schemes may take several years to provide water to their land, the Committee, agreeing with the ex-Chairman of DDA, feel that reduction in the area of land allotted per family is not

at all justified at present. As the allotment of land has been completed in all the four zones except Potteru area where the land available is admittedly "sufficient to accommodate the remaining families awaiting settlement", the withdrawal of the "excess" land is not warranted even on the ground of "pressure on land". The Committee would like the Government to take an early decision in the matter and dispel the fears of displaced persons about the threatened withdrawal of the so-called excess land from them and assure them that Government do not intend interfering with the land already allotted to them.

Reply of the Government

The matter is still under consideration of Government.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, dated 28th December,
1979.]

Recommendation No. 33 (Para No. 4.26)

The Committee see no justification whatsoever to treat the cost of reclamation and development of land as loan to be recovered from the settlers of the land. The Committee strongly support the view taken by the Dandakaranya Development Authority that the cost of reclamation and development should be treated as grant. They would like to be apprised of the final decision taken by Government in this matter.

Reply of the Government

The matter is still under consideration of the Government and every effort is being made to expedite the decision.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, dated 28th December,
1979.]

Recommendation No. 41 (Para No. 4.51)

It has been represented to the Committee that adequate drinking water is not available in villages during summer. The situation becomes worse in drought conditions. The Department have admitted that "there is backlog in the construction of masonry wells in Malkagiri zone due to difficulties in finding executing agencies." The Committee are informed that according to the minimum needs programme there has to be one well in a village of 30 families. The Dandakaranya Development Authority, it is stated, are following the norm of one masonry well for every 30 families and one tube well has been added because the masonry well is not adequate. During summer months a tube well unit is maintained by

Dandakaranya Development Authority to attend to complaints on this account. The Committee feel that as the Department themselves have considered the norm of one masonry well for every 30 families as inadequate, there is a strong case for re-examining the question and fixing fresh norms keeping in view the conditions obtaining in Dandakaranya region. The Committee would, therefore, suggest that the drinking water needs of the settlers in Dandakaranya region should be studied afresh and revised norms fixed and additional masonry wells provided to meet their needs at the earliest. Needless to say that the number of masonry wells should be sufficient to cater to the needs of the population in summer months in particular.

Reply of the Government

This matter was considered at the 74th meeting of DDA held on 5th & 6th September, 1979. At the said meeting, it was suggested by the Chief Secretary, Government of West Bengal that the norms for drinking water supply should be reviewed by the Dandakaranya Project and proposals in this respect should be placed before DDA at its next meeting. As soon as the views of the DDA have been finalised, the matter will be considered further by the Government.

[Ministry of Supply & Rehabilitation (Department of Rehabilitation)
Office Memorandum No. 16/5/79-Desk-III, dated 28th December,
1979.]

Recommendation No. 45 (Para No. 4.61)

The Committee are informed that the terms of repayment of loans for house construction etc., are under reconsideration of the Government. They hope that an early decision relaxing the terms of repayment would be taken and implemented.

Reply of the Government

The matter is still under consideration of the Government but every effort is being made to expedite a decision.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation),
Office Memorandum No. 16/5/79-Desk-III, dated 28th December,
1979.]

Recommendation No. 48 (Para No. 4.75)

During the tour of Dandakaranya, region the Study Group felt that the question of medium of instruction at Middle School and High School level was agitating the minds of the settlers. The Committee have been informed that the medium of instruction upto Primary level for the set-

tlers' children is Bengali but in the Middle and Higher Secondary standards the medium of instructions is Oriya/Hindi in the respective States of Orissa and Madhya Pradesh, Bengali being taken as a modern Indian Language. This policy was started in 1968 and is continuing upto the present day. The Committee note that this matter is proposed to be examined further by the DDA. The Committee would like that this matter should be considered very carefully after taking into consideration the views of all sections and a decision taken in the larger and long term interest of the settlers.

Reply of the Government

The question of medium of instruction was discussed in the 73rd Meeting of the DDA. It was proposed that the medium of instruction upto Middle Standard should be Bengali and thereafter, Hindi in the Madhya Pradesh sector and Oriya in the Orissa sector for Higher Secondary classes, Bengali being available as an optional subject. The Government of Orissa indicated that they had no objection to continuance of Bengali medium even in the Higher Secondary classes if the DDA agreed to pay for the translation and printing of text-books in Bengali. Cost of translation and printing of such text-books may be disproportionately high *vis-a-vis* the total number of students. It was decided in the 74th Meeting of the DDA that the DDA might work out the cost of translation and printing of books for the students choosing Bengali medium in the two districts of Bastar and Koraput.

2. It was pointed out in the meeting that if High School education was provided in Bengali medium in Orissa, it might affect adversely the prospects of children of displaced persons in regard to entering college and future employment. It was also apprehended that if Bengali were to be medium of instruction at the High School stage, the tribals and others in the area would be deprived of educational facilities in such schools. The Chief Secretary of West Bengal suggested that there might be enabling provision with both media (Bengali and local language) so that the displaced persons boys could choose any alternative which they liked. There could be classes in Oriya medium for the convenience of tribals and local students in the schools adopting the Bengali medium. A final view in the matter will be taken by the DDA after the cost of printing books in Bengali has been worked out.

[Ministry of Supply and Rehabilitation (Department of Rehabilitation),
Office Memorandum No. 16(5)/70-Desk-III dated 28th December,
1979.]

S. B. P. PATTABHI RAMA RAO,
Chairman,

NEW DELHI,
December 3, 1980/Agrahayana 12, 1902.

Estimate Committee.

APPENDIX

(Vide Introduction)

ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE 30TH REPORT OF THE ESTIMATES COMMITTEE (6TH LOK SABHA)

I. Total number of recommendations	63
II. Recommendations which have been accepted by Government (Nos. 3 to 7, 9, 12, 13, 15, 17, 19, 21 to 28, 31, 34 to 40, 42, 43, 44, 46, 47, 50 to 58, 60 to 63)	
Number	45
Percentage to total	71%
III. Recommendations which the Committee do not desire to pursue in view of Government's replies (Nos. 8, 14, 18, 20)	
Number	4
Percentage to total	6%
IV. Recommendations in respect of which replies of Government have not been accepted by the Committee (Nos. 1, 2, 10, 11, 29, 32, 49, 59)	
Number	8
Percentage to total	13%
V. Recommendations in respect of which final replies of Government are still awaited (16, 30, 33, 41, 45, and 48)	
Number	6
Percentage to total	10%