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REPORT

OF

THE NATIONAL REHABILITATION COMMITTEE

September, 1965

The Government Printery, Georgetown,

British Guiana.

C.G.P. & S. 2829/65.

REPORT
of
THE NATIONAL REHABILITATION COMMITTEE

To-

The Honourable L.F.S. Burnham, Q.C., M.H.A.,
Premier.

Sir,

Preliminary

At your broadcast press conference on the 5th June, 1965, after referring to the pressing human problems that had arisen as a result of the disturbances in recent years, you announced the formation of a National Rehabilitation Committee, the members of which, with the exception of the Chairman and two ladies who are actively engaged in social work, had been selected from a panel of names which, at your invitation, had been submitted to you by organisations whose spheres of activity covered or included the religious, social and economic life of the community.

2. As the field of disturbances, involving both criminal acts of commission and civil commotion, extended over portions of three successive years, that is to say, the years 1962, 1963 and 1964, you indicated, in your broadcast, that it would be the function of the Committee, inter alia, to examine the problem of rehabilitation as a whole and as a national one of major concern to the community, and to put forward concrete proposals to enable positive action to be initiated for the rehabilitation of persons who had been displaced from their homes or communities and who have suffered loss or injury in other respects.

3. You also announced that the Committee would

be an Advisory Committee. As in that capacity it would not be able to exercise executive functions (as it was not equipped to do so) it would be required to make recommendations for the setting up of machinery to deal with rehabilitation generally and also to deal with individual cases.

4. The Committee's terms of reference are as follows:-

"To examine generally the condition of persons displaced and otherwise affected by the disturbances of 1962, 1963 and 1964 and to determine and advise to what extent such persons should be assisted to return to normal life."

We have recited the preliminary matters above-mentioned because we considered that your statements collectively constituted a directive which was designed to assist the Committee in the interpretation of these terms of reference and in its deliberations.

5. Notwithstanding the publicity that necessarily attached to your broadcast, it soon became apparent that there was not general recognition of the fact that the Committee was merely advisory, for the Committee received certain enquiries seeking amplification in regard to its functions and also received over a thousand communications from individuals which set out the losses they had suffered, with requests for compensation and urgent relief. At the outset and throughout the whole of their deliberations, the members of the Committee appreciated and fully understood the reasons that underlaid that lack of recognition for, although certain directions were given for the provision of immediate interim relief by the Social Assistance Department and for the commencement of preliminary work for housing development, the

general situation was allowed to deteriorate without the achievement of any productive or beneficial result. In making that factual observation, we would like to say that we are not unmindful of the difficulty and complexity of the task of rehabilitation, which is generally recognised.

6. The Committee held its inaugural meeting on the 11th June, 1965, at which procedural arrangements were discussed and settled. Thereafter, several meetings were held and 30 memoranda, which were received in response to a public notice inviting them, were carefully considered.

7. At your broadcast press conference above-mentioned, you also referred to the great deal of work that had already been done by the two Committees that were headed by Mr. Gavin Kennard and Mr. Aubrey Barker respectively, working under emergency conditions, and you indicated that we should conduct our deliberations "utilising as far as possible the work that has already been done."

8. If we may say so, we agree that a great deal of good work had been done by those two Committees, and the fact that the Reports were compiled shortly after the disturbances in the year 1964 enhanced their value considerably. The Committee has examined those Reports and, where identity of views became apparent, has adopted certain of their recommendations, embodying such amendments and modifications as it considered were warranted in the light of its terms of reference, and on the basis of information in relation to events that occurred and matters that arose subsequent to the submission of those Reports.

PART II

Review of the General Situation

9. In fulfilling the exercise involved in the first part of its terms of reference, the Committee kept in mind your broadcast statement that it would be no part of its functions to revive "the agonies of the past." It is sufficient therefore to record briefly that they reveal a sorry tale of death, injury, carnage and destruction, and to relate merely what is required to present a general picture of the principal factors that caused persons to be displaced or otherwise affected, and of the situation of those persons from the time of the disturbances to the present time. We regret to say, however, that the latter part of the picture may be found incomplete because the response that we received to our request for information, from sources that we considered the most reliable, has not, in some cases, been very helpful.

10. The major disturbances, in the year 1962, were in Georgetown. In the year 1963, they also took place in Georgetown, but in the year 1964 they occurred on the West Coast, Demerara, in the Wismar-Mackenzie area, on the East Coast, Demerara, on the West Coast, Berbice, and on the Corentyne Coast.

11. (1) On the 16th February, 1962, 28 business premises and 21 dwelling houses in Georgetown were destroyed or damaged by fire. Following on the destruction of the business premises, 99 firms and private individuals submitted to Government claims for loss suffered.

(ii) The total loss claimed was \$13,249,265.87 but this amount is subject to upward revision because 12 claimants did not state the extent of their losses. From that total should be deducted the sum of \$9,301,000 approximately, because that sum represents the aggregate amount of loss claimed by certain firms which were substantially re-imbursed by insurance companies by reason of the fact that they had taken out riot insurance. This reduces the total amount to \$3,948,265.87. Very few of the firms and individuals have re-established themselves, and 56 persons who occupied the 21 dwelling houses that were destroyed had to find alternative accommodation. During these disturbances, 5 persons were killed and 80 injured.

12. On the 5th April, 1963, 21 business premises in Georgetown were looted, and claims for loss and damage amounted to \$401,000 approximately. Certain losses suffered during the disturbances of this year were not regarded by insurance companies as attributable to rioting and therefore claims amounting to \$156,396 made upon them were met. In other parts of the country there were sporadic incidents involving injury to persons and damage to property, resulting in the death of 13 persons and injury to 730. No statistics are available to indicate the total number of persons who were displaced or otherwise affected, but it is considered that most of them are included in the figures for the year 1964.

13. (i) During the year 1964, disturbances involving (almost entirely) the two major ethnic groups took place in the areas before-mentioned. As a result, about 2,668 families involving approximately 15,000 persons were forced to remove their

houses to settle in communities of their particular ethnic identity, or to squat on lands owned by Government and private individuals. It is estimated that approximately 405 acres of privately owned land, and approximately 500 acres of Government owned land, have been occupied by persons having no right, title, claim or interest in or to them.

(ii) Over 1,400 houses were destroyed by acts of arson and other unlawful and malicious acts. Many farms were laid waste and livestock wantonly slaughtered; and 176 persons were killed and 920 injured. These criminal acts were perpetrated over a period of several months and resulted in damage and loss to property of approximately \$4.3 million, and caused considerable unemployment affecting 1,342 families.

(iii) A breakdown of the figure of displaced persons shows that, out of the total of 2,668 families, 523 were farmers, 511 artisans and tradesmen, 379 were businessmen and traders, 115 were clerical employees and the remaining families comprised such persons as unskilled labourers, domestic servants, part-time employees and the unemployed.

14. In order to ascertain the situation in regard to national relief given to persons displaced and otherwise affected by the disturbances, the Committee interviewed an Officer from the Social Assistance Department and learnt that the number of persons presently receiving regular monthly assistance was considerably reduced during the early months of 1965 and now stands at 870, but this figure is expected to be further reduced to about 500 by the end of the year. The reasons for the great reduction in the number of persons receiving assistance are the introduction of a stricter

system of interviewing and reviewing, an easing of tension generally as a result of which many persons have returned to their former employment or have found alternative employment, and the fact that many farmers have returned to the farms they had abandoned.

15. The Committee visited most of the areas now and previously occupied by displaced persons on the West Coast, Demerara, and on the East Coast, Demerara. We selected those coasts because disturbances occurred in certain areas on each coast at a time that was concurrent with, or subsequent to the preparation or submission of the Barker and Kennard Reports, and therefore not covered by them.

16. From the information in our possession, culled from the Barker and Kennard Reports, from memoranda and other communications received, from the personal knowledge of some members of the Committee, from interviews with persons from two organisations and other knowledgeable persons we encountered on our visits, we came to the following general conclusions:-

- (a) there has been no deterioration in the general situation, except that praedial larceny is rampant, notably in the Beterverwagting, Golden Grove-Nabaclis, Victoria, Clonbrook and Mahaicony areas, on the East Coast;
- (b) the overall situation is greatly improved, except in a few isolated cases, such as an area in Blankenburg which has been described as "no-man's land" and in which a school still remains closed on that account;
- (c) tension and emotional stress have subsided considerably;

- (d) fear still obtains in varying degrees, the higher degree being in cases where persons have suffered injury to their person or damage to their property or threats of serious attack to their person or property, and the highest degree being in cases where persons have suffered the homicidal loss of a member or members of their families;
- (e) friction exists between adjoining areas where one has some amenities and the other has not, for example, where persons in a particular area that is not provided with potable water have to encroach on adjoining areas in order to obtain it; physical changes in the weather affecting sanitation and drainage, or the lack of those amenities, also cause friction;
- (f) as is to be expected where persons are displaced from their own communities and forced to seek refuge elsewhere, there is great anxiety with regard to their future;
- (g) with regard to the movement of persons, in several areas persons have returned to their former employment though not necessarily resuming residence there with their families. This is particularly notable in the Mackenzie area where 445 persons out of a total of 744 families who were displaced; have returned, most of them being employees of the Demerara Bauxite Company. Those who returned have experienced no racial

animosity; they move about freely and take part in every aspect of civic life in the area. In contrast, there are certain areas, for example, Black Bush Polder, Mahaicony, Canal No. 1 and Canal No. 2, where certain farmers have not returned to their farms because they are situated in areas predominantly occupied by another ethnic group;

- (h) except as listed above, it would appear that there is free movement of persons in those areas of the coastal belt that are now occupied by displaced persons and even in the outlying districts there would be much greater freedom of movement if provision was made for more adequate police supervision and protection.

PART III

Main Proposals for the task of Rehabilitation

17. At an early stage of its deliberations the Committee recognised that the vast and difficult task of rehabilitation could not be solved by the adoption of piece-meal measures, nor by making recommendations which, if accepted, would probably result in the relegation, to the appropriate Ministries or Departments of Government, of individual branches of the problem, for their implementation, or solution. It therefore concluded that the task of rehabilitation should be entrusted to two agencies:- one to be responsible for land and housing development and the other to be responsible for the dispensement of monetary aid and other forms of assistance of a varied character to those who qualify as hereinafter defined.

18. We therefore recommend that two bodies be constituted - the first to be styled "The Housing Development Trust," and the second "The National Aid Agency." The former is hereinafter referred to as "the Trust" and the latter as "the Agency." Although they will be separate entities there should be a measure of collaboration between them in executive operation, and each body will formulate its policy in accordance with any administrative directions given and in the light of recommendations made by this Committee.

19. Our recommendation that these two bodies or organisations be set up may, at first view, appear rather elaborate to serve the purposes of their establishment but, in making it, we had in contemplation that

the problem of rehabilitation, being only transitory, was comparable to a national disaster, such as a hurricane or an earthquake, and that the best and most expeditious way of remedying it would be to remove it from channels of normal procedure and place it in the hands of agencies possessing a fair measure of autonomous power to deal with it. The two agencies would not be permanent establishments and their personnel and staff would be reduced progressively as any of their tasks are concluded. It is anticipated that the functions of the Agency would be completed within about two years except for outstanding loan repayments, which by that time would have become a routine responsibility of the financial organisation (hereinafter mentioned) servicing the Agency's loans. On the other hand, the functions of the Trust will not have been discharged under a period of many years; but it is possible that it may be found convenient to extend the activities of the Trust to other residential schemes.

20. As the task of rehabilitation will require the utilisation and expenditure of large, if not vast, sums of public money, and as a resort to the civil law for certain purposes will no doubt be required, it seems certain that both bodies will have to be clothed by statutory authority. After some research into, and consideration of, this question, the Committee decided that it should be left to the legal department of Government to determine whether an independent legal enactment would be necessary, or whether either or both proposals could be fitted into the scheme of any current legislation, by way of amendment to it with any modifications that may be necessary; which latter course the Committee considers preferable, as it would minimise delay.

21. The Committee has not recommended what sum of money should be made available to each body, because it is not possible to estimate what public funds will be required until certain decisions relating to the functions of the Agencies have been taken and estimates prepared and submitted to Government for approval.

PART IV

Housing Development and Resettlement

22. (i) The members of the Housing Development Trust should comprise -

- (a) a Managing Executive, who, in addition to being a member of the Trust, should be responsible for implementation of the Trust's decisions;
- (b) a person with considerable experience in land and housing development;
- (c) an Accountant; if possible, one who has been associated with land and housing development; and
- (d) two other members.

(ii) The Trust should be provided with such executive and supervisory staff as may from time to time be considered necessary for the implementation of its responsibilities.

23. The object and responsibility of the Trust will be to implement residential development schemes for bona fide displaced persons throughout the country wherever the need can be shown to exist. Government-

owned lands in areas suitable for such schemes should be made available to the Trust.

24. In fulfilling its responsibility, the Trust should operate along sound commercial lines with the objective of achieving a break-even financial position between ten to fifteen years. The trust will not be encumbered by considerations of aid or relief in any form, which will be the sole responsibility of the Agency.

25. The functions of the Trust will be:-

- (a) to negotiate for and to purchase land considered necessary for residential development schemes;
- (b) to carry out the development of lands made available as aforesaid and purchased for residential development schemes in keeping with plans approved by the Central Housing and Planning Authority;
- (c) to sell lots in development schemes to displaced persons, as hereinafter defined, who may wish to purchase, be they those already occupying the land, or others who, with the approval of the Trust, may wish to go into the area;
- (d) to ensure that any displaced person occupying a developed lot either agrees to purchase the lot or be required to vacate it; and
- (e) to provide for easy payments by way of such terms and conditions as may be prescribed.

26. The Committee recognises that all squatters, that is to say, all persons who have entered and

settled upon lands in and to which they have no right, title, claim or interest, are trespassers. It considers, however, that although squatters who are displaced persons will be eligible to purchase lots in lands which have been acquired for development schemes (as stated above) the same privilege should not be extended to squatters who are not displaced persons, as they are merely opportunists who took advantage of the situation. In this connection, the Trust should exercise especial care to ensure that a "land-grabber" or a person who already owns a house, or has a house at his command or disposal, does not, by resorting to any artifice or device - for example, by using the services of a "nominee" - derive any benefit under a development scheme.

27. It is to be noted that a difficult situation might arise in a case where lands in private ownership, but which are occupied by displaced persons, are not acquired from the owner for residential schemes. The Committee is reliably informed that it was mainly at the request of Government, and partly on humanitarian grounds, that legal action was not taken by the owner to dispossess those squatters; but it draws attention to the question because, if such a contingency arises, the owner may well claim to be a person "otherwise affected" by the disturbances and therefore deserving of some consideration or assistance in displacing them.

28. In fulfilling the function mentioned in sub-paragraph (b) of paragraph 25, the Trust will have due regard to the recommendations set out in sub-paragraphs (1), (2), (3), (4) and (5) of paragraph 14 of the First Interim Report of the Barker Committee dated the 12th June, 1964, which are as follows:-

- (a) that existing communities be extended to accommodate additional families who desire to move thereto;
- (b) that a sufficiency of land be acquired to accommodate these families and to allow for additional community facilities such as, schools, public recreational space, community centres and so on;
- (c) that the area of land and its location be selected to allow future growth; and
- (d) that ribbon development and the development of isolated communities be discouraged.

29. On completion of residential development scheme, all residual land in the area developed should be vested in a local authority. In this connection, the Committee anticipates the early implementation of the Marshall Plan proposal for local government.

PART V

Monetary Assistance

30. (1) The Members of the National Aid Agency should comprise -

- (a) a Managing Executive who, in addition to being a member of the Agency, would be responsible for implementation of the Agency's business;
- (b) a technical person preferably qualified in Social Science;
- (c) an Accountant or an Auditor;

(d) Two other members.

(ii) In aid of collaboration between the two Agencies (referred to above), the Committee considers that the "Two other members" in the composition of each should be the same two persons, and that they should be persons who served as members, either of this Committee or of the Barker or Kennard Committees, as they will be persons having practical knowledge and experience of the problems involved.

31. The Agency should be provided with such executive and supervisory staff as may from time to time be considered necessary for the implementation of its responsibilities; and the services of a Valuer should be made available to it.

32. The main function and responsibility of the Agency will be to dispense aid and other forms of assistance, as herein prescribed, to those who are eligible and qualify therefor as herein defined.

33. (i) The first task of the Agency will be to consider and determine, from all the information in its possession and such other evidence as it may call for, who are displaced persons and who are persons, though not displaced from their homes or communities, have been otherwise affected. It is to be noted that there have been cases where a person has been both displaced and otherwise affected: for example, a person whose residence was on his business premises.

(ii) Having regard to the very onerous nature of this task the Agency will no doubt require the advice and assistance of legal and technical persons; and especially so, as the Committee considers and recommends that the decisions of the Agency on these questions should be final. The Committee has taken

this firm decision because it considers that a stage has been reached which admits of no further delay in the ministration of aid and relief.

34. In the performance of that task the Agency will have regard to data from every available source relating to persons who were displaced or otherwise affected by the disturbances in the years 1962, 1963 and 1964. In this connection, a considerable compilation of statistics will be readily available to the Agency, notably those compiled by the Kennard Committee in the year 1964, those in the custody of the Ministry of Home Affairs and the Ministry of Trade and Industry, in relation to the year 1962, all of which, together with claims arising from letters addressed to this Committee, have been summarised and presented as an Appendix to this Report.

35. In its consideration and determination of this question the Agency should formulate its own procedure, including the form of notification that is to be given that the Agency considers a person to be displaced or otherwise affected. A "displaced person" should be taken to mean:-

"Any person who, during or on account of the disturbances, having suffered, or having a reasonable apprehension of, injury to his person or damage to his property, vacated his normal place of residence, including the dependants of such person, who were either residing with, or being maintained by, that person."

A "person otherwise affected" should be taken to mean:-

"Any person who, though not being a displaced person, during or on account of the

disturbances, suffered injury to his person or damage to his property, including the dependants of a person who suffered death or permanent incapacity, who were either residing with, or being maintained by, that person."

These two definitions have been drafted and are designed to be used as normal working definitions but, should any anomalies arise, the determination of the Agency will be final.

36. The Committee's views on the question of ex-gratia payments in the nature of compensation are not included or dealt with in this part of our Report but are set out later.

37. (i) A person will be eligible, and be qualified, to receive aid only if the Agency considers or declares that he is a displaced person or is a person otherwise affected.

(ii) The extent of aid to be given should be determined by the Agency after an examination of each case on its merits, and having regard to the funds at its disposal.

(iii) The forms of aid to be given should be by way of loans or grants.

Loans

38. The Committee realises that, in the case of loans, the administrative costs involved in their processing and servicing will be substantial. In order to alleviate that cost, it considers that the question should be explored as to whether the services of an

existing financial organisation could be obtained for those purposes. In this connection, the British Guiana Credit Corporation was mentioned but it is recognised that that organisation may well be already overburdened and, to undertake the task, may involve the expansion of its staff.

39. Where loans are made, the following rules will apply:-

- (a) the Agency shall have regard to normal commercial principles;
- (b) the Agency shall take such precautions to ensure that they are utilised for the purposes for which they are made: provided that the Agency will not be precluded, at the request of a person to whom a loan is made, and if it thinks fit, from varying the terms on which it was made;
- (c) as a general rule they should be made to assist a person in obtaining a home or in setting himself up in business again but they may, with the express permission of the Agency, be used for other purposes;
- (d) they shall be repaid within such time as the Agency shall prescribe;
- (e) the rate of interest payable shall be at such rate as is prescribed by the Agency but, in any case in which the Agency considers that special reasons exist for doing so, they may be granted below the prevailing rate of interest for the duration of the loan, or free of interest for a period of from one to three years;

- (f) security will be in such forms and subject to such terms and conditions as the Agency prescribes.

Grants

40. Grants to be made shall be in the discretion of the Agency, but they should be made in the following cases:-

- (a) In cases of exceptional hardship, the Agency may, upon individual application and after an examination of each case on its merits, make grants up to a limit of \$500:

Provided that in the case of a family which has lost its breadwinner, either by reason of death or permanent incapacity, the Agency shall, in addition to a grant, make provision for the maintenance and education of the children, in being, of such breadwinner. (It is to be noted that, if the Agency is dissolved after it has completed its principal functions, the responsibility for administering these payments will have to be transferred to the Social Assistance Department or some other organisation, which should from time to time review the circumstances relating to each case for the purpose of making whatever adjustments are considered necessary.)

- (b) Smaller grants may also be made to tradesmen, artisans and other self-employed persons, who lost their tools of trade and other equipment, to enable them to re-establish themselves in their former or other business pursuits.

PART VI

Miscellaneous Recommendations

Farmers and Loggers

41. (i) In addition to the recommendations made with respect to displaced persons, we make the following additional recommendations in the case of farmers and any displaced persons who wish to take up farming:-

- (a) a survey of abandoned farms should be undertaken by the appropriate Ministry;
- (b) where permanent crops have been destroyed, grants of seedlings should be made to enable the farms to be re-established more speedily;
- (c) farms, which have been abandoned by displaced persons who do not wish to return to them, should be acquired for disposal to other farmers;
- (d) as requests have been received in many cases by farmers who are

willing to return to their farms but are afraid to do so, we recommend that greater police supervision and protection should be afforded to those with holdings in outlying districts.

(ii) In the case of loggers who have been unable to work their woodcutting concessions on account of the disturbances, the Committee recommends that they be relieved from payments of minimum royalty during the years they were unable to work.

Employment

42. There are large numbers of displaced persons who are yet to find employment. The Committee understands that a circular was issued to all Departments of Government asking officers in authority to provide employment, where possible, to persons displaced in order to effect speedy rehabilitation. The Committee considers, that agriculture will afford a main source of livelihood for such persons if suitable land is made available to them and therefore recommends that this need should be recognised in the framing of development schemes.

Rates and Taxes

43. At an early stage of its deliberations, the Committee sought from the appropriate authorities certain information on the subject matter of rates and taxes but has not yet received any reply to its request. As no information has been received and as

the Committee understands that there has been considerable default in the payment of rates, taxes and rents in the areas of certain local authorities as a result of outward migration and other causes, it agrees with and adopts the recommendation in paragraph 25 of the Kennard Report that the Ministry of Local Government should examine what relief, if any, should be given to ratepayers and tenants of local authorities who have suffered loss as a result of the disturbances.

Forced exchanges and disposals of property

44. The Committee considered the recommendation made in sub-paragraph (xi) of paragraph 23 of the Kennard Report with respect to the setting up of a legal tribunal to deal with cases of "alleged fictitious and forced" exchanges and disposals of property during the disturbances. A few of the memoranda received also urged that that situation should be examined and remedied.

45. In an earlier part of this report we have recommended that short-shift should be given to "land-grabbers" and others who were not displaced persons but who took advantage of the situation and squatted on lands belonging to others. We consider that a similar policy should be followed in cases where certain persons enriched themselves at the expense of unfortunate victims who, acting under duress or the apparent hopelessness of their situation, disposed of their property at gross under-value and that those persons should be compelled to disgorge their ill-gotten gains. The Committee therefore recommends that a legal tribunal should be appointed to examine such cases and if it considers that in any case the transaction was harsh

and unconscionable, issue a certificate to that effect; such certificate should be deemed to be prima facie evidence in any legal proceedings which may be taken to vary or upset the transaction.

46. In making that recommendation, the Committee recognises the inherent legal obstacles and difficulties that are involved in any attempt to upset a transaction that is closed, or ostensibly so, and especially so where it has been evidenced by a document or an exchange of documents. The Committee, however, considers that the situation is somewhat analogous to the case where a transaction by a rapacious money-lender may be reviewed and upset or varied by a Court on the ground that the transaction was harsh and unconscionable. The Committee also realises that legislation would be required to implement its recommendation but that, if recourse to legislation is considered to be too objectionable, the alternative is to give full legal aid to any victim who may be advised to resort to a court of law to remedy his grievance.

Ex-gratia payments in the nature of Compensation

47. With respect to the question of compensation, the Committee received a considerable number of communications in which requests were made for the payment of some measure of compensation for loss and damage suffered as a result of the disturbances. It therefore devoted much thought to the subject.

48. In discussion, any question of Government liability in the matter was excluded but the Committee was not unmindful of the suggestion or contention that there is a moral obligation on the part of the Govern-

ment to make some recompense for loss suffered, by reason of the fact that the security forces that were called in aid during the disturbances, and especially during the disturbances in the year 1962 in the "proclaimed area" in Georgetown, were inadequate to contain a situation which might arise, and which in fact did arise.

49. After prolonged discussion, the Committee came to the conclusion that it would be fair and equitable to give some recompense to persons whose business premises and dwelling houses were destroyed or damaged beyond repair during, and as a direct result of, the disturbances, and in respect of which insurance claims were not, and are not likely to be, met. The Committee therefore recommends that favourable consideration be given to the making of ex-gratia payments in accordance with the following formula:-

- (a) where the insurance carried exceeded \$12,000 - 33 1/3 per centum of the amount insured;
- (b) where the insurance carried was between \$8,000 and \$12,000 - 40 per centum of the amount insured; and
- (c) where the insurance carried was under \$8,000 - 50 per centum of the amount insured.

Where any such property was not insured, its value should be estimated by satisfactory evidence and, for the purpose of applying the formula, 50 per centum of that estimated value should be taken as the amount of insurance which it would have carried if it had been insured.

50. This recommendation does not extend to cases of loss of life since the circumstances surrounding

each case would have to be known and carefully examined. Provision, however, is made to cover such cases in the proviso to sub-paragraph (a) of paragraph 40: we state "the proviso" because a person who receives an ex-gratia payment should not receive a grant as well, but the children of such a person should still be eligible for the benefits conferred by the proviso.

51. The Committee considers that if this recommendation is accepted it would be the most expeditious way of granting aid and would reduce the task of the Agency.

Summary of Claims

52. Set out as an Appendix to this Report are two tables summarising the claims which have been made to Government Ministries, the Kennard Committee, and this Committee, in respect of losses for 1962, 1963, and 1964. These tables have been prepared from data available to the Committee, but they cannot be considered as a definitive assessment of total loss suffered. They do, however, provide an indication of the percentage of loss attributable to each of the categories set out and show how any amount which might be made available for monetary aid could be distributed.

53. A critical examination of all claims will have to be made by the Agency. It may be found that many claims have been duplicated, that some cannot be substantiated, while on the other hand there may be many who have not claimed. It was not possible, from the data at the disposal of the Committee to establish the extent to which claims made to the Kennard Committee have been duplicated in claims made to this Committee.

In view of these difficulties, provisional sums have been allowed against each category to provide for such contingencies.

54. It is to be noted that among the claims submitted in respect of the year 1962 was an amount of \$4.0 million claimed by certain Insurance Companies as an underwriting of claims which they might be called upon to meet. We merely note the fact and, of course, no consideration was given to it, nor is the amount included in the column headed "Amount Outstanding" in Table II.

55. No provision has been made for claims arising from death. As referred to earlier in our Report, a total of 194 persons were killed but the Committee received letters from the dependants of only nine persons who were killed and no financial claims were made in them. The Committee cannot, therefore, from the available data, make an estimate of the amount which should be allocated to this category and none has been included in the column headed "Amount Outstanding" in Table II.

PART VII

Conclusion

56. While it will have been observed from an earlier part of our Report that there has been no deterioration in the situation of displaced persons since the cessation of the main disturbances in the year 1964, we would like to emphasize the fact that a great number of persons have suffered, and are still suffering, considerable hardship and privation. Many

have lost what little they possessed; others, in the lower and lowest income bracket, and even some in the middle and higher brackets have sustained loss which is, or will be, considerable, unless assistance in some form is given to them to restore their lost means of earning an income in some shape or form.

57. We lay equal emphasis on the urgency generally that pertains to the requirement for the acquisition and development of lands on which displaced persons may be settled and, in particular, to the adoption of measures to contain a few situations to which we have adverted in PART II of our Report which are from day to day susceptible to deterioration; for example, an area which lacks a supply of water - an indispensable amenity for existence. With respect to land development several areas on the East Coast, Demerara, have already been surveyed. We consider that an early start should be made to pursue the further development of such of those lands that are still found suitable for the settlement of displaced persons. We are of opinion that aided self-help schemes should be introduced wherever possible because this is a desirable feature of community development and would reduce the costs which would be involved in the development of such lands.

58. In conclusion, we tender our advice in regard to the question of the integration of displaced families and individuals into the communities of which they were formerly a part. We are of opinion that, while every encouragement should be given to them to return to the places of their former abode, it is not feasible to prescribe any general formula to induce them to do so; and, further, that it would be inadvisable to attempt to do so unless the formula was assured of success in

operation, for failure of its objective would create a worse situation. One of the reasons for forming our opinion is because some of the displaced persons we interviewed told us that they would like to return to the sites of their former homes but were uncertain of the welcome or reception that awaited them from those from whom they had to flee. We conclude therefore that the problem is one that should be allowed to resolve itself, as we think it will be resolved, by natural processes, that is to say, by the passage of time and altered and happier circumstances.

59. The Committee would like to place on record its appreciation of, and thanks for, the services of Mr. E.A. Romao who was appointed to advise and assist the Committee in its task. In addition to the advice and assistance he gave to the Committee, Mr. Romao most willingly and obligingly did a considerable amount of work in other respects and for that additional burden that he undertook the Committee is most grateful.

(Sgd.) Stanley Gomes
Chairman

(Sgd.) Ala Baksh

(Sgd.) P. Madray

(Sgd.) Dorothy Bayley

(Sgd.) P. Matthews

(Sgd.) C.V. Cambridge

(Sgd.) Bholu Nauth

(Sgd.) C.I. Figueira

(Sgd.) Chandra Singh

(Sgd.) F.C. Lawrence

(Sgd.) R.A. Wilkins

(Sgd.) O. Lucas

28th September, 1965.

TABLE I

Completed from Data Available to National Rehabilitation Committee
and letters received by the Committee

1962

| Category | Number of Claims | Amount Claimed | Received from Insurance Cos. | Amount Outstanding | Remarks |
|------------------------------|------------------|----------------|------------------------------|--------------------|--|
| Business | 144 | \$14,129,795 | \$9,178,000 | \$4,951,795 | See note (2) Table II, add \$1,000,000 Provis. |
| Dwellings | - | - | - | - | See dwellings in 1964, Fire Chief's Report shows no evaluation |
| Crops and Livestock | - | - | - | - | Not known. |
| Tools of Trade | - | - | - | - | Not known. |
| Dependents | - | - | - | - | Not known. |
| Miscellaneous | - | - | - | - | Not known. |
| Provision for further claims | | | | 1,000,000 | |
| Totals | | | | \$5,951,795 | |

TABLE I (Continued)

Completed from Data Available to National Rehabilitation Committee
and letters received by the Committee

1963

| Category | Number of Claims | Amount Claimed | Received from Insurance Cos. | Amount Outstanding | Remarks |
|------------------------------|------------------|----------------|------------------------------|--------------------|--------------------|
| Business | 21 | 401,626 | 156,396 | 245,230 | Add 45,000 Provis. |
| Dwellings | - | - | - | - | |
| Crops and Livestock | - | - | - | - | |
| Tools of Trade | - | - | - | - | |
| Dependents | - | - | - | - | |
| Miscellaneous | - | - | - | - | |
| Provision for further claims | | | | 45,000 | |
| Totals | | | | 290,230 | |

TABLE I (Continued)

Completed from Data Available to National Rehabilitation Committee
and letters received by the Committee

1964

| Category | Number of Claims | Amount Claimed | Received from Insurance Cos. | Amount Outstanding | Remarks |
|------------------------------|------------------|----------------|------------------------------|--------------------|--|
| Business | 113 | \$ 905,126 | \$6,000 | \$ 899,126 | Add \$50,000 Provis. |
| Dwellings | 603 | 2,120,162 | - | 2,120,162 | Add 100,000 Provis. |
| Crops and Livestock | 421 | 875,195 | - | 875,195 | Add 50,000 Provis. |
| Tools of Trade | 25 | 66,871 | - | 66,871 | Add 6,500 Provis. |
| Dependents | 9 | - | - | - | No calculation shown or could be made. |
| Miscellaneous | 161 | 115,043 | - | 115,043 | Add \$12,000 Provis. |
| Provision for further claims | | | | 218,500 | |
| Totals | | \$4,082,397 | \$6,000 | \$4,294,897 | |

Summaries:

| | |
|-------------|------------------|
| 1962 Total | \$ 5,951,795 |
| 1963 Total | 290,230 |
| 1964 Total | <u>4,294,897</u> |
| Grand Total | \$10,536,922 |

TABLE II 1962/1964

| Category | REHABILITATION COMMITTEE | | KENNARD COMMITTEE | |
|---------------------|--------------------------|-----------------------------------|-------------------|-----------------------------------|
| | Amount Outstanding | Category Amount % Total Amount | Amount Claimed | Category Amount % Total Amount |
| Business | \$ 7,191,151 | 68.201% | \$ 498,494 * | 17.08% |
| Dwellings | 2,220,162 | 21.069% | 2,175,424 | 74.550% |
| Crops and Livestock | 925,195 | 8.791% | 244,170 | 8.367% |
| Tools of Trade | 73,371 | 0.715% | - | - |
| Dependents | - | - | - | - |
| Miscellaneous | 127,043 | 1.224% | - | - |
| Total | 10,536,922 | 100 % | 2,918,088 | 100 % |

* Does not include Georgetown and Berbice.

- N. B. (1) From the data at our disposal we are unable to state to what extent claims tabulated by the Kennard Committee have been duplicated in claims made to the National Rehabilitation Committee.
- (2) In addition to the claims detailed above Insurance Companies submitted claims to a total of \$4,000,000 (known) after the 1962 disturbances. It is not known whether they would wish to persist with their claims.

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