CHAPTER 2

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A REVIEW OF LITERATURE

At the outset, it would be worthwhile to conduct a review of related literature available on the issue under focus. The review involves a systematic identification, location and analysis of documents that contain relevant information on the problem to research. The purpose of reviewing the literature is to determine the theoretical and methodological status of an area and the issues of study on the ground of what has been already done. The function that the review exercise is supposed to carry out according to Gay, is to indicate research strategies, procedures and measuring instruments that have been found productive to otherwise investigate the problem (Gay, 1981:10).

The present study, therefore, commences with a review of literature available on the problem in the form of books, journals, newspapers, periodicals, magazines, government documents etc., catalogued in local libraries and libraries elsewhere. The observations that are found to be of some significance to this present research are derived from the available and summarized in this chapter. Accordingly, the chapter is divided into three
2.1 PART I: THEORETICAL LITERATURE ON POLICY-MAKING

Policy-making in India has to be conceived in the context of a complex and variegated society. The Indian society has its own varieties, its own compulsions and its own inner dynamics. Ambitious goals set for such a society have put it in a state of flux and change. The goals like national reconstruction, abolition of poverty have led the situation and expectations rising high. It eventually generate a need for rapid and orderly change. Policy-making takes a shape and nature of optional policy-making, when it confronts constraints arising from norms of democracy, dynamics of a developing country, and the imperatives of a spread-out and diverse society. India, besides being the world's largest democracy, is also a poor and developing country struggling with its vast population and under-developed insufficient resources.

The policy of a governmental unit is the relationship of the government to its environment. It gets expression in its specific decisions
and concrete programmes. The problematics of policy-making arises when this relationship undergoes changes with the changes on the environment and when they are experienced as challenges. It arouses some kind of response, on one hand and policy-orientations of decision-makers, on the other hand. In this light Madan’s book “Policy making in Government” (1982) helps to generate awareness among public functionaries, especially the planners and administrators of different components of policy. The book indicates feasibility of adopting scientific approach to the process of policy making. The book contains 36 articles presented in nine sections. Divided in two parts, it explores the subject fully with concepts and analyses in the first part and sectoral policies and approaches in the second.

It further provides an analytical view of the state of the art of policy; the design of the concept, the main approaches and techniques used in the discipline and its functions, with a peep into the future. It as well deals with some of the policy parameters in the Indian context and the ways and means of achieving optimality in policy-making. It stresses on need to develop appropriate social science policy as an input to the formulation of the national policy. Finally, it discusses a variety of approaches that may be suggested to raise the economy to a higher pitch of activity.

The objective of this research is to undertake an evaluation of water management policy-making in the recent times and to indicate areas of
research into certain blind spots of water management, so that a special body of knowledge may be built up for future policy-making.

The twenty first chapter of the book gives a general background of surface irrigation projects in the country and traces the development leading to the setting up of Command Area Development Authority (CADA), the trends in water management policies in the post-CADA period and considers certain innovative measures that have come into operation over time. The last part lists out new areas of research for future policy making.

Section VIII of the book takes a look at the rural and urban development that has taken place in the country. It examines what policy, if any, has underlined this development. Another highlight of this section is the advocacy for restructuring the existing management set-up of human settlements not only to remove the dichotomy between the rural and urban areas, but also to help facilitate balanced growth in these areas. Besides providing a scenario of human settlements in 2000 AD, in the context of the policies and programmes as regards to demographic, economic, ecological, social and physical changes projected for the country by the end of the country, an attempt has also been made to work out a “desirable” distribution of population.
“Policy Implementation in India - A Case Study” (1996) by Tandau, beautifully presented five sections or chapters. Dahl and Lindblom in their joint work entitled Politics, Economics and Welfare (1953) make a joint exposition into policy-making in the command system. They give a simplified and authoritative model of decision-making in formal situations of a command set up in which decision-making originates from one powerful superior, either an individual or a group, in accordance with specified procedures or rules.

Dahl is his individual work, *Who Governs?* (1961) however, defines the political system as a persistent pattern of human relationships which, to a significant extent, involves power, rule and authority. These forces are applied in regulating public affairs. He illustrates how public policy is made by the political masters within the framework of the political system and how it operates as a vehicle for the declaration of national goals or public policy decisions.

Lindblom (1968) suggests various principles and norms which are relevant to the exercise of policy-making. He also explains how a policy is connected into practical reality, namely, power to decide, rules and authority, specialization, cooperation, proximate policy makers, organized and informal cooperation. He makes prescriptive recommendations that would operate effectively in a play of power “The Policy Making Process.”
Mitchell and Mitchell's work namely, Policy Making and Human Welfare (1971) exposes various styles and strategies that officials, leaders and even some people resort to while formulating a public policy and seeking to implement it thereafter. His styles as strategies include bargaining, competing and command exercises in the name of public welfare sometimes people even resort to prayers and consultation of astrologers and the like tactics.

Mitchell and Mitchell have another book Political Analysis and Public Policy (1972) in which they illustrate with vivid examples, a game of framing and implementing public policy. Focusing on the public participation, the book states that citizens play a variety of roles in the policy-making. In one area, a citizen bargains, in another he commands, in still another he cooperates and, finally, he engages in some conflicts or competition.

2.2 PART II : EMPIRICAL LITERATURE ON PUBLIC POLICY AT VARIOUS LEVEL I.E. LOCAL, STATE AND NATIONAL

Policies are an unavoidable day-to-day process of human interaction. Through it the government performs the most vital function of the state in
of a political system which may be expressed in a variety of forms. Public policy aims at serving people. Generally it is a statement of people’s aspirations and intentions and workable measures to attain them as targeted objectives. The essence of public administration is policy-making. In the words of Dimock, “Public Administration is the fulfillment or enforcement of public policy as declared by competent authorities” (Tandau, 1996:43).

Dahl’s book, *Who Governs?* (1961) views a public policy as a vehicle of national goals and aspirations in the part of public policy decisions. The book views the political system as an instrument to implement the policy with forces of power, rule and authority at its disposal. It is supposed to employ these forces to regulate public affairs in view of persistent pattern of human relationship.

Bauer and his co-authors, in their work *American Businessness and Public Policy - Politics of Foreign Trade* (1964), employ an impressive use of sample surveys and attitudinal and communicational analysis to bring to light the less visible perceptions, expectations and interactions that infer the official treatment of foreign trade policy, the book derives interesting conclusion on people’s thinking on the policy issue today and the role of elected representatives in the government and economic association and how they play lobbying tactics to win the game.
Blau’s work, *Exchange and Power in Social Life* (1964), the book further highlights the fact that political processes may be subject to strikes on one hand and agreements on the other. He calls for the quality of price values and the time factor as consideration in public undertaking in economic field. He also considers the nature and role of economy in public policy.

Tandau’s work, *Policy Implementation in India - A Case* (1996), it an elaborate treature on policy, policy administration, policy analysis, policy implementation. The book states that rules, regulations, programmes and the laid down procedural means of action of the government are conceived singularly or collectively. It views public policy as an the authoritative end-product of any political system and hence, a visible structure that provides a foundational framework. Within this framework, all the identified national goals, plans and programmes, together with appropriate workable measures established for the fulfillment of set goals and objectives are exposed to be activated with soundness. The notable term “public policy” is an embodiment of various expressions which include legislative status, executive orders, administrative bye-laws, rules and regulations, judicial opinions and decisions, national goals and procedural means for their attainment, and governmental intentions inclusive of the standard for the evaluation of public policy.
The chief aim of public policy is to serve man and provide him with a conducive environment in which he may grow and prosper. ‘Policy’ without the modifier ‘public’ is sometimes regarded as synonymous with governmental decisions. However, it is often treated as embracing a set or sequence of decisions, rather than a single decision, regarding a particular governmental action.

Public policy calls for an action of the government with a purpose to care for public ends. The study, therefore, views public policy-making in the developmental perspective. The people of a developing nation like India are seen to be interacting with their various representatives in the exercise of marshalling out national goals and determining relevant means to accomplish the set goals for the general welfare. These interactions may take a shape of a public policy which becomes mandatory to ensure development and growth of a country and its people.

The various models and styles useful for public policy-making have been analytically examined. Public policy and its implementation is viewed in the light of a joint overall involvement of citizens and the government broadly grouped into public sectors, private establishments and joint business ventures. It counts passive or active participation on both the sides in to translate of established policies into practical realities and to satisfy genuine human needs.
Public policies are usually formulated by governmental bodies and officials and non-governmental agents and actors also play an important role in this direction. It comprises its governmental rules and programmes, considered individually or collectively. In this sense, it is an authoritative decisional output of a political system. The policies made by the government are known as public policies. Relating the public policy with the government functionary Dimock remarks, “public administration is fulfillment of enforcement of public policy as declared by competent authorities” (Dimock, 1983).

Reddy and Haragopal, in their book entitled, *Public Policy and the Rural Poor in India* (1985), impart observations on a role of the state in view of a vital developmental scheme in its larger policy perspective and socio-economic framework. They observe that public policy is becoming increasingly important in most of the developing countries and the overall development of the society has come to rest on policies pursued by the state. The author further seeks to examine the viability and impact of the schemes and the adequacy and the suitability of the existing administrative structure. The study shows how crucial is the role played by the bureaucracy in implementing anti-poverty programmes.

The study also attempts at a critical evaluation of the programme. It includes its assumptions, concepts and the modalities of its implementation.
Issues such as adequacy of the policy framework, suitability of administrative structures for implementation of the programme, viability of the schemes, and institutional and private responses have been put to scrutiny. The purpose is to understand the reasons for the feeble impact of the policy. Hence, the approach of the present study is more comprehensive than it is usually with evaluation studies.

In the finding of this book, the inadequacies of bureaucracy at the grass-root level and lack of effective linkages with higher levels in the administrative hierarchy feature prominently as important constraints to proper implementation of the programme. The institution of a middleman comes out as a rampart phenomenon of dubious utility. The book indeed brings out new aspects which are found to be useful in formulating beneficiary oriented policies and programmes in the future.

The United Nations, Document entitled, *Administrative Aspects of Planning as Fundamental for Project Implementation* (1969), mentions that successful implementation is the essence of public administration. Due to the inconsistency in political activities and other environmental influences, the United Nations has a poor coordination and wrong directives as negative factors which retard the sound execution of public policies.
Mitchell and Mitchell in their work, *Political Analysis and Public Policy* (1972), discuss the game of framing and implementing a public policy. They state that a citizen plays a variety of policy roles. With one hand he bargains, whereas with the other he commends. At one time he cooperates, and finally he engages in some conflicts or competition. It is like a president who bargains with foreign countries, but competes with his own person who is the opposition candidates. Further, he commands his staff and cooperates with a variety of people in common endeavours, but engages in conflicts against enemies at home and abroad.

Romm, in the thesis on *Policy and Implementation of Juvenile Justice* (1976), reveals the constrains in honouring public policy obligations in specific fields of juvenile justice. He elaborates upon many drawbacks and exposes the weaknesses like inadequate information, official’s lack of responsibility, financial imbalance and judges miscarriage of justice that affecting adversely the execution of public policy on welfare. In his doctoral research Romm also points out some lacking on the part of the bureaucracy and its functional activities.

Ademolekum and Rowland, in their work on *The New Local Government System in Nigeria: Problems and Prospects for Implementation* (1979), presents a journey to the grass root democratic level of the Nigerian local authorities in an effort to convey the working of the
new system. The study exposes observable obstacles in their smooth functioning as regards local public policy making and its execution. They remark in their work that inadequate data, financial constraints and lack of experts appear to be the main disfunctional elements affecting the local bodies in implementation of the Nigerian policy.

The another work on the Nigerian policy namely, *Analysis of Fiscal/Budgetary policies of Nigeria since Independence* by Ashamu (1979), focuses on the accounting difficulties, auditing irregularities and reliance on incomplete data as mitigating against sound fiscal and budgetary processes in Nigeria since Independence. The author suggests that to resolve the situation, accounting official should be exposed to adequate training and experts may be consulted as well on the issues arising out of the situation.

Dye in his work *Understanding Public Policy* (1981), observes that public policy is something that the government chooses to do or not to do. He limits the contours of policy-making decision to the jurisdiction and the discretion of the government, whether to act in response to the people’s demands or to ignore them as insignificant. The same theory is applicable to the implementation aspect. He thus contracts the world of public policy and makes the government an “Authoritative Elephant” in deciding the destiny of the people.
In another study titled, *City Politics and Public Policy* (1968), Wilson presents ironically the conception of local politics as an intervening variable between community characteristic and public policy. It is further strengthened a chief concern of the book to encourage a local government to make a public policy a central concern. Wilson firmly believes that such a concern has traditionally been a part of political science, since Aristotle attempted to show the capacity of various regimes to produce virtue among their citizens. This book is not the first to assert an interest in the policy outcomes of a local government. The theme is shared by several other papers, about eleven delivered at the panel discussion on a state and local government at the 1966 annual meeting of the American Political Science Association.

The book, *Four Cities* (1963), by Williams and Adrian is systematic effort to develop comparative empirical data on the public policies of four Michigan cities. The chief concerns are urban renewal programmes, fluoridated water supplies and the socio-economic characteristics of cities.

Koehn, in his paper, "Role of Public Administration in Public Policy Making" (1983), defines the role of administrators in initiating issues that affect the people. He views people in direct contact with them for the formulation of national policy. The paper asserts that the administrators are needed to provide expert and technical guidance to the politicians who are
mostly laymen in the making of policies and their subsequent implementation for national development. He significantly focuses on the gap between the politics and the administration.

2.3 PART III : REVIEW OF REHABILITATION POLICY

D.C. Sah’s report, Selectivity and Bias, Recent Reporting on Sardar Sarovar Project (1999) is a case in point. Sah’s report is on the ‘oustees’ of some 19 villages of Gujarat State. The studies are published in Monitoring and Evaluation (M&E) reports since 1981. These reports are interlinked. Hence the information presented in one report need to be repeated in every other. These studies are an outcome of surveys conducted for months without a help of interpreters.

The reports affirm that qualitative methods are better than anthropological. But at the same time, they do not discard statistics. Both the methods have their pluses and minuses. They all agree that statistical interference outside their social context tend to become the type of social scientific obstructions, practices and the philosophies supporting them erase any fear of subjectivity and transform local and particular experiences into general facts.
The reports do not paint a rosy picture of rehabilitation, as the author makes it out. The picture projected is neither negative nor positive. For the feature of neutrality on their part both supporters and critics of the Sardar Sarovar (Narmada) project have selectivity used these reports to suit their different purpose.

The objective of M&E report is to examine what government has done and what it has not done in the direction of 'rehabilitation' of the PAPs. The reports raise a number of issues, such as first generation problems of relaxation amenities, land related problems, relation with host villages, second generation problems of rehabilitation. Finally, the CSS assumes that 'tribal' societies in their very constitution lack 'modernity' and 'development.' The tribals of submerging villages of Gujarat are not a homogeneous group. So, what their scattered groups perceive need not at all be considered as their voice.

Together with the tribals' economic production and consumption, the report also analyses meticulously the data collected and forest produce gathered by the (Report No.15, pp. 64-65) and their consumption (Report No.15, p.70). The surprising fact is that the conclusions of these reports have not come out to be the reality.
Vidyut Joshi's book, *Rehabilitation - A Promise to Keep* (1991), is a case of the SSP to show how it deals with the entire spectrum of the issue of rehabilitation. It begins with some background of the project. Then it dwells on various issues on the project raised by different people. It then gives socio-economic profile of submerging villages and demystifies certain notions of homogeneous, stagnant, so-called Indian villages. It also describes in detail the gradual emergence of the Rehabilitation and Resettlement policy and its practice. It further analyses role of different voluntary agencies to affect rehabilitation schemes. The book concludes at pointing out a need for a national policy on the issue of rehabilitation and calls for people's participation in our development programmes. The author attempts to take a balanced view on different issues.

*The Dam and the Nation - Displacement and Resettlement in the Narmada Valley*, a book edited by Jean Dreze and others gives a due projection to the conditions of the tribals and tribal interest. It present a gradual evolution of the R&R policy in the light of the resettlement controversy surrounding tribal resettlement in the Narmada Valley. The controversy is informed by a variety of sources, like the news media, the government, the independent review team, environmental organizations and anti-dam activists. Most of these sources have their own perspectives. The book makes an attempt to reexamine the resettlement controversy in the light of the tribal people's experience.
The book also dwells on the Andolan politics to examine the way in which adivasis have become a part of a large, more diverse, movement against the Sardar Sarovar project. It depicts the complexity of the issue which unite adivasis with other political constituencies. These issues are situated in different social spaces, and spread across the world to show how different ideological streams of environmentalism come together in practice.

A few findings imparted by the latest reports of the Centre of Social Studies, Surat may be of interest,

(a) “In so far as access to basic amenities and services is concerned, it can be stated that the PAPs are by and large better off compared to the situation of their submerging villages” (M&E Report 21), (Report No. 21, pp. 48 and 50).

(b) “The services provided by the State in the fields of education and health care are highly appreciated by the PAPs” (Report No. 21, p. 36).

(c) “Crop diversification and market links are developing and yields have substantially improved compared to submerging villages” (Report No.24, p. 18).

(d) “While agriculture has become major economic activity after relocation, the proportion of population engaged as casual or agricultural labour has reduced. The reduced importance to labouring
activities is not because of lack of opportunities but because own agriculture is able to provide for family needs adequately.”

(e) “The trend of crop diversification observed after relocation, leading to a shift from subsistence farming towards high value crop production for markets has been maintained in the reference year as well” (Report No. 24, p.38).

(f) “At current prices the total annual expenditure of the households has increased about two and half times when compared to the expenditure level of the submerging villages. The improved purchasing power of household after relocation is undisputed even at constant prices” (Report No.21, p. 33, Report No.23, p. 30 and Report No.24, p. 39).

(g) “During reference year about 90 percent of the PAPs have reported that their economic condition has either improved or has remained same compared to what it was in their submerging villages” (Report No. 21, pp. 23 and 50 and Report No. 24, p. 35).

A few other reports that would be of vital significance in view of the Rehabilitation and Resettlement projects executed with due fairness at some other sites. The first one is by Dr. Asha Singh, Sociologist, Bhopal dated 20/04/1998. She reports, “100 PAPs of Kakrana and Sugat Village of Alirajpur Tehsil have been resettled in Khadgodara R&R site which was established in the year 1992-93. 75 PAPs have been provided IRDP benefits. There is a Primary School of 3 rooms. There is Fair Price Shop,
Flour Mill and Panchayat Ghar, ST Bus Stop and Post Office at host village. 62 PAPs of Kakrana have shifted here finally. 198 ha. of agricultural land has been allotted at this site which is outside the command. There are 8 tube wells at the site and 7 Tubewells are under construction. But some of the old tube wells are not in working conditions. Since this land is outside the command so alternative irrigation facilities should be provided to the PAFs. The land no doubt is very fertile giving very good crops – of Corn, Cotton, Tuwar Dal, Peanuts and Arandl but alternative sources of irrigation will give bumper crops to the PAFs. As per Mohan, Bhangi Bhikla, Remla Tusia, Edra and others, they are happy and contented here and at the same time they have improved their standard of living.”

The second one is the Biannual Report published jointly by Dr. Hari Singh, Gaur University, Sagar and the M&E Agency of the Government of Madhya Pradesh. The report states, “(a) “Majority of the oustees feel that their post-settlement socio-economic status is almost same. However, more than one third of oustees consider post-settlement life is better than the earlier life. As such, it can be concluded that in spite of shortcomings, the oustees are happy with the present situations;” (b) “One of the main reason behind their happiness is that shifting has changed their socio-economic status. Oustees of these four new settlement villages were earlier either marginal farmers or labourers. Under the compensation package, each one has received two hectares of land and have become land owners;” and
"Cultural change is observed among PAPs of Lilora. Hindi mixed with Gujarati is the common language of conversation among them. Economic conditions of the PAPs are much better than that in their old village" (Meeting the Challenges of Development, Sardar Sarovar Narmada Nigam Ltd., Gandhinagar, p. 47).

These reports are published in a government brochure, Meeting the Challenges of Development, published time to time in the interest of information to the public in general. They are significant to the purpose of the study, because they focused on a vital developmental aspects of the R&R projects. The first report expresses satisfaction over the facilities and infrastructure provided at the sites like Kakrana and Sugat villages of Alirajpur Tehsil. It as well stresses upon the need for improved irrigation for good agriculture, as the land allotted is good and fertile. Whereas the second report dwells on the issues of socio-economic conditions of the oustees as reflected from their interviews and surveys conducted among the oustees residing at Lilora village.

A few brochures issued by the Gujarat Government and elsewhere present examination on the environmental aspects of the Narmada Valley project including the SSP. They are published in the Gujarati and English language both. They have as well appeared in booklets, leaflets or journals. There is as such no visible linkage between the environmental issues and
the R&R movement. Still less visible is any evidence that the R&R centred movement is likely to adopt an environmental viewpoint/standpoint and transform itself into a movement against the SSP.

Fisher’s work, *Toward Sustainable Development* presents critique on the SSP. He remarks that the project has persistently repeated the mistakes, lapses and inadequacies that emerged at one stage in the evolution of the project. This is evident to prove and criticize. The Sardar Sarovar Project continues to be subjected to wide criticism. The criticism takes the form of “Isn’t the SSP a large dam? The argument ignores the fact that the SSP has yet to provide detailed empirical evidence to corroborate the general critique of large dams. Fisher discusses so many critiques and also avoid to mention some drawbacks on the SSP.

Uday Shelat’s unpublished article namely, “Resettlement in Narmada River Basin - Evaluation of Resettlement Policy in India” is again a remarkable contribution to the literature on R&R policies.

The paper examines the problems of resettlement of people affected by a large-scale water resources development project in India. It views that in absence of resettlement policy at the national level, the Government of Gujarat has evolved resettlement policies for the SSP on the Narmada River. It attempts to look into the policies, strategies and implementation process,
i.e. efforts made by the state government to resettle the project affected people in the new habitats. Finally, the paper depicts recommendations and suggestions to strengthen the resettlement process. The main objective of this study is to study the resettlement policies designed to help the displaced population of the Narmada basin.

C.S. Gajarajan’s paper “Irrigation projects and social justice case for a radical policy approach to rehabilitation and rural reconstruction” (1975), however, deals with the history of the Tungbhadra project rehabilitation scheme, through which the land owners benefited immensely and the farmers displaced from the project area were heavy loser. The rehabilitation of the displaced farmers from the reservoir land has not received full justification despite much efforts by the government. It is viewed that planned distribution of irrigation water more widely and quotably would solve the problem of the displaced farmers. The paper although deals with a different project, the issue of concern remains the similar to supplement the perspective on the issue, “Development of Agro-based industries with special reference to Narmada Valley Project” (1992) is a paper by the author that details on the Narmada Valley project, and the scope for some important agro-based industries. This project is expected to create huge irrigation potential which will enhance scope for agro-based industries in Gujarat. It has been estimated that 40 lakh acres of land will get irrigation facilities from this project in the coming 12 years. The paper further views
that the completion of the Narmada Valley project will help agro-based industries in Gujarat in three ways: (1) it will increase the availability of basic raw materials; (2) will increase availability of power; and (3) will create a big demand pocket through development of command area. That will provide a dynamism to the whole sector.

In the Belley of the River by Amita Baviskar (1997), is an account of the lives of Bhilala adivasis in the Narmada valley who are fighting against the displacement caused by the Sardar Sarovar Dam in Gujarat. Based on intensive field work and historical research, this study places the tribal community in the context of its experience of state domination. The author challenges current theories of social movements which claim that a cultural critique of the ‘development’ paradigm is writ large in the political actions of those marginalized by ‘development adivasis’ who lived in harmony with nature, combining reverence for nature with the sustainable management of resources. The book forces us to reexamine the politics of representation within the ideology of progressive movements.

The book presents a level of political action - resistance against the displacement by the reservoir of the Sardar Sarovar Project (SSP). Her interest in the lives of adivasis was shaped with the development of the project, the interest in their struggle was shaped through the Narmada Bachao Andolan, the movement against the dam perceived as a threat to
displace them. Both these emerged out of such an interpretation of culture. She begins, her argument with the discussion on the issue of the methodology by stating that the best strategy for observing the politics of the Sangath and the Andolan was to participate in their activities. She as well traces the history of adivasis in the submergence area of the Sardar Sarovar project.

Lasswell in his book *The Decision Making Process* (1956) presents various principles that facilitate group involvement in policy making, namely intelligence, recommendations, prescription, invocation, application and termination. Vepa in his book entitled, *Implementation: the Problem of Achieving Results* (1974) exposes the constraints, like financial difficulties, official corruption and indifference, lack of people’s participation, political consideration, lack of understanding of the project, inadequate expertise that affect the sound implementation of public projects and programmes. He beautifully presents the various problems related to the policy of implementation.

Another book, *Political Education* (1972) by McPherson examines various actions of officials in charge of the responsibility of implementing the R&R policy. He demonstrates which concrete examples that officials do resort to certain odd manners of indifference Pressman and Wildevasky (1973) have researched into the world of implementing public policy. In a
write-up coded implementation, they lament on disfunctionalism in programme management. They discuss about political/administrative conflict in the exercise of public policy decisions and implementations.

*Environmental Law and Public Policy in India* by Divan and Rosencranz (2001) views on the Indian environmental law, policy, problems and needs with the comprehensiveness of an American law. As a case book, it compiles all the leading cases in environmental law in India with concise extracts of landmark judgements and policy documents provide for a discussion on those projects which could potentially degrade the environment. Environmental law and policy in India in fact affect almost all sections of society. But those most deeply affected by it are the poor, the displaced and the dispossessed as a result of deforestation and exploitation of natural resources. The book reviews large development projects like dams, thermal power stations, ports and railway lines in the light of efforts to reduce their environmental impact. The book also reviews the legal dimensions of five important environmental campaigns namely, the successful campaign to conserve silent valley in Kerala, the ongoing battles to stop construction of the Tehzi dam in Uttar Pradesh (UP) and the Colossal Narmada Valley project, the case to halt the Dahanu Thermal Power Station an the Konkan Railway case. Notes and questions are interspersed throughout the chapter and intended to encourage critical thinking amongst lawyers and law students. This updated edition will prove
invaluable for students, academics, lawyers, activists and NGOs. The author of this book has successfully attempted to compile the case materials and statues and the book acquires a look of policy oriented and practice oriented study.

Another report by Bradford Morse-Berger Committee (1992) submitted to the World Bank, it titled, *Resettlement & Environmental Issues of the Narmada Project*. In their report, the committee categorically state that all the encroaches in 14 out of 33 villages of Maharashtra would be treated as landless with part entitlements and will face ruin after resettlement. Morse Berger committee makes such a dramatic statement not once, but six times in their “Letter to the President” and achieved a desired result. Berger views that thousands of tribal oustees will face ruin and that intricate network of inter-dependent relationship between land owners and landless labourers in the rich and fertile region will be completely destroyed because of submergence.

The most important criticism of Morse Review is that the strategy of incremental changes in the R&R adopted by the World Bank has failed and that it must be abandoned. The Morse Report further claims that the Government of India’s Ministry of Environment and Forest (MOEF) did not give environmental clearance to the SSP in February 1983 because the proposals did not meet the MOEF’s guidelines. When the clearance was
finally given in June 1987, a condition was attached that required the environmental measures to be planned and implemented *pari-passu* with the project works. This *pari-passu* clause has been severely criticized by Morse Berger. He states that rehabilitation would not be feasible either in Gujarat or in any other state.

The Independent Review Mission (IRM) (1992) report calls upon the World Bank to "Step Back" from the Sardar Sarovar project on the grounds that the rehabilitation is "Impossible." Human Rights, especially of the tribal population are being and must necessarily be intrigued, and that on account of lack of water, Narmada project will in any event "not perform as planned."

The findings of the IRM report would be condemned by millions of potential beneficiaries. They include even the so-called project affected persons still subject to continued deprivation and immiserisation at the point when an opportunity almost at their hands reach after a decades long controversy, adjudication, investigation and mobilization (to effect a positive transformation in their lives). There are many insights and suggestions in the IRM report.

Basak's book, *Irrigation Engineering* brings a new view on some investigation works for "Minor Irrigation Scheme in Hilly Area" and
“Irrigation-cum-Navigation Project” under Irrigation Department, Government of West Bengal and Central Water and Power Commission, GOI. The book covers a number of issues related to important irrigation projects in India. It illustrates each issue with self-explanatory figures. It also provides numerous worked-out problems to improve upon the problem-solving efficiency in the interest of the further researcher. The book presents each issue technically and with the figures of irrigation scheme.

Verghese in his volume *Winning the Future* (1998) sets out to look at and answer critiques of four major water resource projects, Narmada, Tehri, the Indira Gandhi Nahar (Rajasthan Canal), each at various stages of construction and a mature project like Bhakra-Pong where both costs and benefits are visible and measurable and no longer a matter of speculation. Bhakra and Pong show that large dams are not necessarily disasters.

Verghese has found it necessary to include a fair amount of detail in order to answer the sweeping and persistent criticism directed against these large projects. The report of the Independent Review Mission on the Sardar Sarovar Project which he finds flawed and pretentious, has been comprehensively rebutted.

Verghese shows up the enormous benefits likely to be conferred by these projects and asks whether India can afford not to built them. He
examines the tribal condition and the project and development alternatives postulated by stop the dam lobbies.

The message in his volume is that India must. With prudence and confidence seize and opportunity to go in for big development projects especially like the SSP.

To sum up, (a) policy whether at the local level, at the state level or at the central level has to conform to the provisions laid down in the constitution, as these constitutional provisions address to the fundamental rights of the citizens of India; (b) The administrative apparatus imposes its own restrictions on the choice. The reason is that government, everywhere or any where, with whatever ideology it holds, is compelled to rely on the bureaucracy and the technocracy for the execution of their purposes and policies. The Indian bureaucracy as such, with its post-colonial ethos, has its own ramification on the policy making process, and so its role in the process of implementation is viewed to be inevitable; (c) Policies, specifically public policies, are made to carry the best of the nation's goals, aims, intentions. They are the means for their realization. The ultimate aim they carry is the well being of the people; and (d) Implementation is an action-oriented process. It translates into reality the plans, projects and programmes declared by competent authority, which are abstracted by mature policy-making. It takes into consideration various external factors,
like the constitutional guidelines and directives to operation within the legal framework of the laws of the land, the customs, the traditions and the conventions. The execution of public policy, therefore, is a sacrificial function of different persons within a given political set up, who play the assigned roles in order to attain the set national goals. Public policies are those which are developed by actors like the government and their agencies.

Policy implementation is not an end of policy-making. It is rather a continuation of framing further policies through other means. A new policy is derived on the basis of an experience of implementation. It then turns out to be a revision, or rather improvement on the present one or the previous one. It is thus a process of gradual enhancement of the policy-vision to help further enhancement in the implementation to ensure eventual enhancement in the conditions of the affected people, the environment, people’s well-being and the overall economic strength of the country. So, all efforts must be made to improve upon the implementation process so that not only the best results of the existing policies mode could be attained but the exercise proves to be more fruitful for making the best policies in the times to come.
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