CHAPTER 3
GENESIS AND EVOLUTION OF REHABILITATION AND RESETTLEMENT POLICY IN INDIA

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CHAPTER 3

GENESIS AND EVOLUTION OF REHABILITATION AND RESETTLEMENT POLICY IN INDIA

3.1 HISTORICAL BACKGROUND

The R&R policy has a very interesting and evolution. It is a case in maturing of democratic governance and citizen participation. It affords an unusually unique academic scope for testing various claims of a constitutionally guided liberal democratic governance and political system. It is also a great case of incomplete, hasty, half-hearted bureaucratic or executive initiative from the top and the efforts of the victims to oppose and protest against such deliberately or unintendly left deficiencies in the policy as a matter of their democratic rights. This policy has such wide-ranging ramifications that, it has pulled into play almost all political institutions of the state, government and of civil society. The outcome of the long, intense and often acrimonious interface among all concerned and involved in shaping R&R is considerably positive and benefiting to all concerned.
REHABILITATION: CONCEPT, FACTORS AND SIGNIFICANCE

The most important aspects of any post-disaster stage is the rehabilitation of the affected communities. At this stage, the resettling of the affected communities in terms of social and economic rehabilitation as well as rebuilding the damaged houses should be taken up. The main objective of any rehabilitation package should be to bring back the affected community to continuity and restoration as early as possible. The rehabilitation package should not be an exercise merely in providing help either financially or rebuilding, repairing the damaged houses. Any rehabilitation programme should be focused on the redevelopment of the affected communities, regions rather than merely the provisions of facilities. The basic concept behind any rehabilitation package should be to bring back the affected communities/areas to its original state that existed prior to the disaster.

The rehabilitation package should be aimed at a total recreation and reconstruction of damaged or evacuated physical and social infrastructure as well as the economic and social rehabilitation of the people in the affected or new region. Besides, the package should also aim at strengthening the existing infrastructural facilities to face possible future disasters in a far better manner.
The rehabilitation package offered after any disaster may be classified into the following categories:

1. Housing and Infrastructure Redevelopment
2. Social Rehabilitation Programmes
3. Economic Rehabilitation Programmes
4. Other Related Programmes and Activities.

The housing and infrastructural part should cover such requirements and amenities as housing, civic amenities, roads, bridges, electric power supply network, communication network, water supply schemes, irrigation and related structures, public buildings etc. The social rehabilitation programmes should cover health, education, and social programmes for children and women. The economic rehabilitation packages should cover the special programmes for rehabilitation agricultural farmers, labourers, artisans, livestock, special training programmes, social forestry etc. The package on other related programmes and activities should include all remaining portions of the rehabilitation package like development of efficient material (food and other items) and repairing of monuments etc.

**REHABILITATION: SOCIAL ASPECTS**

As described earlier the social rehabilitation package may include the following components:
1. Strengthening/restrengthening of existing health facilities and infrastructure.

2. Rehabilitation of educational activities within the disaster affected region.

3. Rehabilitation of women and children affected by the disaster.

Due to any disaster like earthquake, cyclone, food or landslide etc. many people lose their lives, a large number of people receive injury of varying degrees thus requiring immediate medical attention.

In case of earthquake, majority of injured people may sustain fractures of various types, head injuries and other internal injuries. For all these, necessary surgical treatment must be provided within the shortest possible line. For this purpose the authorities in the affected areas must, if need be, take the help of defence forces within the emergency period itself.

Most of the disasters including earthquake, cyclone, flood etc. leave behind in their wake widespread destruction of educational buildings and equipment.

Any rehabilitation programme must include the rebuilding of the fully damaged buildings and repair/retrofitting of the partially damaged buildings.
However, the most vulnerable group affected by any disaster in physical, emotional and economic terms is women and children. The rehabilitation of this group must be a major component of any rehabilitation package.

The entire rehabilitation programme for women is based on intensive counseling, interaction and training. For implementation of social-economic rehabilitation programme for women, large number of training programmes must be started for NGO workers, *anganwadi* workers and other village level government functionaries.

**REHABILITATION: ECONOMIC ASPECTS**

The concept behind the economic rehabilitation of the disaster affected area is to retain the same level of economic growth of the entire region as in the pre-disaster stage. In the situation arising due to a disaster, a large number of people lose their close relatives, physical property, etc. and remain under traumatic conditions for quite some time. The main purpose of economic rehabilitation is to bring the affected community into the mainstream again.

The economic rehabilitation of any disaster affected area may include the following components:
1. Agricultural rehabilitation of disaster affected areas;
2. Rehabilitation of artisans and marginal businessmen affected due to disaster; and
3. Rehabilitation of livestock affected due to the disaster.

During any disaster, a large number of farmer families suffer losses of lives and property. In most disaster affected areas, a large number of artisans along with the small businessmen loss their livelihood. For a large number of people under this category, the disaster results in loss of a market place for the final products or raw materials. Another way is to rehabilitate the affected people under this category by starting the rural industrial units at block level within the disaster affected areas. The rehabilitation of all such affected people under this category can be done by providing them various inputs like working sheds, internal roads, electricity, water supply, etc. For economic rehabilitation, apart from making the economic loss assessment, it becomes necessary to raise funds.

This chapter, therefore, deals with the historical perspective of the Rehabilitation and Resettlement Policy on the Sardar Sarovar Project (the SSP) and the related issues. This historical perspective is presented in three phases as follows:
Phase I: Pre and Post-Independence Period

Phase II: The Project Period (1980s)

Phase III: Implementation of Policy

3.1.1 Phase I: Pre And Post-Independence Period

The Sardar Sarovar Project is an inter-state multipurpose joint project of four states, Gujarat (GJ), Madhya Pradesh (MP), Maharashtra (MH) and Rajasthan (RJ). This project seeks to harness the Narmada waters in the interest of fertility of the land and growth of agriculture and generation of hydel power to further the economic development in the region. It was originally conceived in 1946.

The Narmada is the largest river in Gujarat in terms of the flow of water. It is also a major intersecting river as it passes from Madhya Pradesh and Maharashtra besides Gujarat. Investigation on the Narmada Valley and its water resources and power potentials commenced in 1947. A site for dam was proposed at Gora village in Gujarat. The foundation stone was laid by the then Prime Minister, Pandit Jawaharlal Nehru in 1961. The development plans then were subjected to many revisions partly due to technical considerations, but largely due to interstate disputes regarding sharing of benefits and costs of the SSP. In view of increasing disputes and their unresolvable status, a tribunal had to be set up by the Government of India.
called a review is carried out on the literature on research ideas exploring the issues of policy-making, public-policy and its implementation, its economic value, and the roles played by the state and the people in its making and operating, it would interest us to look at the historical development in case of the Rehabilitation and Resettlement Policy on the Sardar Sarovar Project on the river Narmada in Gujarat. The Narmada tribunal, the tribunal gave its final verdict in 1979 which was supposed to be binding on all concerned parties. In the light of tribunal's award the planning for the new project was started in 1979-80 (S.D. Sabnis, 1991:1).

In 1946, prior to the Independence, the Central Government was requested by the concerned state to undertake a survey in order to explore the possibility of water resources in the Narmada valley. After the Independence, the Central Water and Electricity Commission (CWEC) was set and commenced its work on the project since 1947. In 1956, the commission prepared a schemes known as the "Bharuch Project." It was decided to provide irrigation to 10.97 lakh acres of land by building a barrage of 162 feet height near Golagam downstream. In 1957, the place of this barrage was shifted to Navagam, and it was through that the scheme could still be made a bigger one. According to this scheme, it was necessary to construct a 320 feet high dam near Navagam, which could provide irrigation to 20.4 lakh acres of land.
However, in 1960, when the Gujarat State emerged on the political map of India, this amended scheme was immediately sanctioned and its working picked up the momentum. The planning commission sanctioned both the dams, namely 162 feet check dam of Bharuch project and 320 feet Navagam dam. In 1962, the Gujarat State gave administrative sanction to the project. Pt. Jawaharlal Nehru laid the foundation stone of the Navagam dam in 1961. The preliminary work commenced. The Gujarat studied the downstreams availability of the catchments area of the Punasa dam and it was found that almost 10000 square miles of catchment was totally lying unused between the two dams. If the height of Navagam dam could be raised upto 460 feet, this unused catchments area could also be made useful. If the height of the dam was raised the canal also needed to be widened up to 300 feet. This would result into the possibility of providing irrigation to regions upto Kutchh, as well as the desert lands of Rajasthan. It, however required the consent of the State of Madhya Pradesh (M.P.).

In 1962-63, negotiations between the two states were held in many rounds. Madhya Pradesh was not willing to allow the height of the Navagam dam to be raised above 425 feet. The then Chief Minister of the Gujarat State, Shri Balvantray Mehta made efforts and consequent, the Bhopal agreement took shape in 1963.
Further, on 5th September 1964, the Navagam Water Resource Development Committee was formed under the Chairmanship of Dr. A.N. Khosla known as the Khosla Committee. It studied the problems in detail and submitted its reports. According to the calculation of the committee, the annual average of water volume came to 360 lakh acre feet. However, according to recommendations of the committee, Gujarat was to have a share of 106.6 lakh acre feet for 46.8 lakh acre of land, M.P. was to have a share of 156 lakh feet water for irrigation, 65 lakh acre of Maharashtra was to have a share 1 lakh acre feet and Rajasthan was to have a share of 2.5 lakh acres feet of water resources.

The Sardar Sarovar project is a part of the Narmada Valley Project (NVP), the single largest river valley project in India. The entire NVP envisages the construction of thirty major dams of which ten will be on the Jawa, Barma, Sukta and Borgi. These dams have already been built. However, the NVP includes the construction of 135 medium and 3000 minor dams. The SSP is the second largest dam of the NVP in terms of area submerged and population displaced. Its construction started in 1961, but gathered momentum only after 1985, when the World Bank agreed to fund a part of the cost.

The Sardar Sarovar dam is intended to harness the Narmada waters for irrigation, drinking and domestic use and power generation. The 455 feet
high dam is being built at Navagam in Gujarat. As Baviskar views, the dam has to ensure to generate 1450 megawatts of energy (Bhaviskar, 1997:200). When Gujarat needs to erect water resources to cater to the requirement of 106.5 lakhs acre of land, the 465 feet height of the Navagam Dam would be adequate enough for the capacity. However, the Khosla Committee recommended the height of the dam at 500 feet. What would be the reason for such recommendations? Probably it would be a consideration like that since it was the last dam, and the water lying unused in other dams could also be collected and used in this dam.

In spite of the logical recommendation of the Khosla Committee, the Governments of M.P. and Maharashtra opposed the recommendation of raising the height to 500 feet. Their argument was that increased height of the dam would cause submergence of vast tracts of their fertile lands.

When such developments were on Maharashtra had been almost through the scheme of Jalsindhy Dam. The government of Maharashtra entered into an agreement with the M.P. Government on distribution of water resources and electricity. When this agreement was being given the final touch by the two states, the Khosla Committee was still working on the project. The Central Government and the Khosla Committee sought to bring Rajasthan on to the platform of the disputes to cause a balance with Gujarat and Rajasthan on one side against M.P. and Maharashtra on the other. The
negotiations, however, could not throw up a solution to these disputes. Finally, the State of Gujarat demanded that a tribunal be set up on the water disputes under the Inter-state Water Disputes Act (Joshi, 1991:1-4).

M.P. raised an objection even to this demand made by Gujarat. Inspite of this objection, the water disputes tribunal was founded in 1969 under the Inter-state River Water Dispute Act 1956. According to the award of the tribunal, the responsibility of the rehabilitation of the oustees from M.P. and Maharashtra rests on the Government of Gujarat (GOG). The tribunal also ordered that these oustees be rehabilitated in the Narmada command area. However, where the oustees are rehabilitated, the different facilities like roads, school, Panchayat Grih etc. would be provided according to the standards laid down by the tribunal. The tribunal submitted its final verdict report in December 1979. The final verdict report dwells on the following points:

(a) **Height of the Dam**: FRL 138.68 m. (455 ft.)

(b) **Allocation of Water**: Million Acre Feet (MAF)

  - Madhya Pradesh 18.25 MAF
  - Gujarat (GJ) 09.00 MAF
  - Maharashtra 00.25 MAF
  - Rajasthan 00.50 MAF
(c) **Power Allocation**

- Madhya Pradesh 57%
- Maharashtra 27%
- Gujarat 16%

(d) **Drinking Water**

- 8215 villages (45.1% of total villages of GJ)
- Supply for Gujarat and 135 urban centres covering population of about 30 million people in the drought prone areas of Saurashtra and Kutchh.

(e) **Provision of Rehabilitation:**

The Government of Gujarat has to provide for rehabilitation and civic amenities for the oustees resettled in Gujarat on the following scale:

1. Land: Every oustees family from whom more than 25% of their land holding is acquired, will get irrigable land to the extent of the land acquired subject to a minimum of 2 hectre (5 acres) per family and subject to the maximum prescribed in the land ceiling law.

2. Resettlement Grant: Rs.750/- per family.

3. Grant in Aid: Upto Rs.500/-

4. Civil Amenities: For every 50 families: a drinking water well and a platform. For every 100 families: A primary school with 3 rooms. For every 500 families: A Panchayat Ghar, a dispensary, a seeds stove, a children’s park, a village pound. In addition, a provision of 30% area of roads, common plots etc. For further details, see Appendix No. I. (Appendix are given at the end of Chapter 5.)
The Narmada Water Disputes Tribunal (NWDT) also gave its verdict about the canal. According to this verdict, the canal at this stage would maintain 300 feet water level. A distance of 180 miles the slope of the canal would be maintained at 1 feet at every 12,000 feet. Thenafter, the Saurashtra Branch would be separated. The main canal ahead would have a slope of one feet per 10,000 feet during the length of the canal on the border of Gujarat and Rajasthan. The full water level of the canal on Gujarat-Rajasthan border would be 131 feet (Joshi, 1991:5).

3.1.1.1 The Rehabilitation Policy

A definite rehabilitation policy did not evolve prior to the Narmada project and its irrigation schemes. Yet, compensation of land had been granted to oustees in accordance with the provisions of the Land Acquisition Act of 1894. The Government dealt with individual owners of the land, but never with an entire village. In this light, the programme of rehabilitation and resettlement of an entire village was viewed as almost impossible (Joshi, 1991:53). It must be noted that individually government would have taken many years to vacate the plots and pieces of land: It would have proved a major bottleneck to the whole process.

Further, it needs a specific mention that there is no rehabilitation policy as such for the country as a whole till date. Except cases like
Maharashtra and Madhya Pradesh, no other state is known to have a Rehabilitation Act operating in the State. Most states seem to resort to issuing Government Resolutions (GR) or Government Orders (GO) and have undertaken welfare measures in order to meet exigencies of local situations. These GRs or GOs in operation seem to evolve a pattern that focuses upon the Government's approach to rehabilitation. Earlier, the government was almost non-responsive to the problem and treated it primarily as an issue related to administration. Now recently the government has developed concern towards the problems of the oustees and views the rehabilitation issue as a human issue rather than a mere administrative one. It seems to have realized that shifting (not rehabilitating) people from one place to another is an act that in no case ignore the socio-cultural dimensions. The government has still a long way to go in formulating a comprehensive rehabilitation policy honouring its constitutional obligations towards the deprived section of society. Once the status of the policy is reviewed, a brief review of the efforts putting by various state governments and the Government of Gujarat with regard to the rehabilitation of displaced persons would help further explanation on the policy.

In order to acquire private land for public purposes the British Government enacted the Land Acquisition Act in 1894. According to the act, the state did not make any legal provisions to provide alternative sources of livelihood to those whose land was acquired by the state, except
to give them compensation. The colonial practice with such legal
administrative provisions was continued by the government of Independent
India. Particularly, the Government of Maharashtra evolved a policy in 1976
to address to the acute need of rehabilitation arising out of many large-scale
projects of public welfare. As a legal part of the policy, it formulated an act
called the Maharashtra Act of 1976. The act has various interesting features
as a policy governing rehabilitation. Besides being a statutory condition as a
legislative act, it provided for a resettlement of displaced persons with a
grant of land in an area that was likely to benefit from the project.

Other states adopted the rehabilitation policy in respective
government resolutions, with other several positive features, the policy
recognized that in the case of public works entailing displacement of
people, it would be sufficient to merely compensate legal owners for
property acquired. Among the positive features of the policy that various
states adopted governments was supposed to grant land in lieu of the
acquired land; as well as concessions to oustees in government employment,
provision of transport, houses, public amenities, grants, subsidies, legal
protection, training and protective discrimination in favour of the neediest.

The policy adopted by the state governments of Orissa, Gujarat,
Maharashtra and Rajasthan had as its base precise definitions of an oustee
and a family. As the report by the Centre for Social Studies states, definition
referred to those people without their necessarily being owners of property. This trend was an appreciative departure from the earlier tendency. It meant that the policy was in consonance with the recommendations of the Central Government and meant specifically to ensure the rehabilitation of tribals (Report No. 2&3, Centre for Social Studies: 15-18). As observed earlier, it was presumed in the Land Acquisition Act that tribal oustees would be able to buy land from the open market with the help of the compensatory amount that they would receive from the government. They would thus rehabilitate themselves. The studies carried out at earlier irrigation schemes, however, presented a grave picture that the compensation that the oustees received thus got squandered away. The outcome was that the poor and illiterate tribal oustees could not rehabilitate themselves by purchasing land for them.

In the case of the dams so far constructed, no definite policy was conceived on the rehabilitation of the oustees. The policy emerged and developed only in connection with the Sardar Sarovar project. The project being an inter-state project affects four participating states - M.P., Maharashtra, Gujarat and Rajasthan. The Government of M.P. and Maharashtra raised objections on certain matter. One of the matters was the rehabilitation of the oustees of M.P. and Maharashtra. The Government of India was also to set up the Narmada Water Dispute Tribunal (NWDT) and all the issues of dispute over the Narmada waters were referred to the tribunal. The tribunal gave certain directions to the Government of Gujarat.
These directions formed from the very base of the first ever rehabilitation policy in India.

3.1.2 **Phase II: The Project Period (1980s)**

In December 1987, the Government of Gujarat (GOG) announced the first Rehabilitation and Resettlement (R&R) policy embodied in three civil Government Resolutions (GRs). The struggle that was launched in July 1980 for the R&R policy in the interest of oustees on account of the Sardar Sarovar (Narmada) project (SSP), ultimately bore fruits. Relatively little is known of this struggle outside Gujarat. Even less is the understanding that prevails about the nature of the policy and its true import. Hence, in the remaining part of this chapter, it is attempted to present a story on emergence of this policy. It touches upon the highlight of the struggle to achieve this policy. It also bring out some important implications of the policy which may direct the future struggle of the displaced people in the country.

The story begins with the Narmada Water Dispute Tribunal (NWDT) Award. The award was made public in 1978. The NWDT award broke a fresh grounds for the rehabilitation of the oustees affected by public purpose projects like the SSP. In the history of independent India, it was the first time that such a radical treatment was given to the problem of rehabilitation.
of the displaced persons. It would be worth to record that this revolutionary break through was not the outcome of the fact that the disputing states were indeed concerned about the well-being and welfare of the people going to be affected by the SSP. It was more of an outcome of the rivalry amongst the contending states and the extending of politics at that time. Maharashtra and Madhya Pradesh (M.P.) were trying their best to put hurdles as many to the project as possible. The R&R issue became quite a potent tool in their hands to employ against the venture of the Gujarat State. The Gujarat Government, on the other hand, was equally determined and cynical even more to counteract these hurdles with a single mind and vehemence. In a bid to remove this seemingly formidable bundle of rehabilitation, the GOG took a bold gamble. It accepted a total responsibility of rehabilitation of all the ouste families of Maharashtra and M.P. in the command area of the SSP. Accordingly, each family, as defined clearly and unambiguously in the Award, a major son married or unmarried, would get minimum of 5 acres of irrigable land, irrespective of the size of his individual land-holding in his village which is to submerge. It further provided that the oustees had a choice to resettle in their own respective states with the same benefits and that the total cost of their rehabilitation would be born by the Gujarat State.
3.1.2.1 Narmada Water Disputes Tribunal (NWDT)

The NWDT was constituted in 1969 under the Inter-state River Disputes Act, 1956. The NWDT did not accept when Madhya Pradesh and Maharashtra argued that the terminal site for construction of Navagam dam was not geologically suitable for a big dam. The present site is three kilometers upstream of the original one.

The NWDT laid down that the compensation for the submerged houses and land in Madhya Pradesh and Maharashtra would be taken over by the Government of Gujarat. About the rehabilitation of the oustees, the tribunal issued a clear and detailed direction to the GOG that the oustees should be rehabilitated in the Narmada command area in Gujarat. These directions formed the basis on which the rehabilitation policy on the Narmada project later on evolved.

The Narmada Water Disputes Tribunal (NWDT) constituted in 1969 under the Inter-State River Water Disputes Act 1956, issued orders that the responsibility of the rehabilitation of the oustees who belong to M.P. and Maharashtra would rest with the Government of Gujarat (GOG). The tribunal said that the oustees would have to be rehabilitated and besides, they would be provided different collective facilities like roads, school, Panchayat Grih etc. following the standard laid down by the tribunal.
Since issue of the rehabilitation of the Gujarat oustees did not remain a point of dispute, it did not fall under the jurisdiction of the tribunal. So the tribunal did not issue any order in this regard. However, inspired by goodwill and sympathy for the tribal oustees, the GOG passed two resolutions in 1979 for Gujarat oustees as well the first resolution announced that the government would provide land against the land acquired by the government as compensation. It was indicated in the resolution that the land would be allocated from that belonging to the Revenue Department of the GOG to the oustees as compensation.

The Second Resolution gives the oustees an option. Those oustees who are not willing to get themselves rehabilitated on the land provided by the government would have an option to buy land from the open market and the government would give them loans for it. If we look at both the resolutions collectively the second resolution would sound more effective within the prevailing force of open market.

Thus, the orders of the NWDT for the oustees of M.P. and Maharashtra are said to inspire the two resolutions of the GOG in the interest of the Gujarat oustees. Yet the fact remains that the first ever rehabilitation policy that emerged in view of the Sardar Sarovar Project has by far remained sketchy.
There are some salient features of the resolutions, which may be summarized as follows:

1. The rehabilitation policy holds a purpose that the conditions of the oustees would be improved following their rehabilitation. The rehabilitation would be provided at a place of their choice. They should be allowed to dissolve into the local population as sugar dissolve into milk. Their physical and social rehabilitation would be adequate enough towards that end. They would get optimum facilities for good living.

2. The participation of the oustees would be encouraged sufficiently in the planning of their rehabilitation.

3. Every landless oustees would be rehabilitated in either agricultural or non-agricultural area. The rehabilitation would ensure that he secures means of livelihood on permanent ground. It means that a land owning oustee would get compensation for the land he lost as per the prevailing market rates.

After the above resolution, the Government issued another resolution on 17th December 1987. The new resolution announced that a landless oustees would get two hectares of land. Then one more resolution was issued on 30th May 1988, under which it was announced that in case of an oustee who is a village cultivator, as well as of a land owning oustee the major son would be given two hectares of land.
In one more resolution dated 2nd June 1988, it was announced that a major son in a land-owning family would get two hectares of land as well. Thus a policy was formulated in such a way that all oustees of above 18 years of age would get the benefit of two hectares of land i.e. 5 acres of land.

Thus, a concrete rehabilitation policy on the SSP for oustees emerged gradually. There is no doubt whatsoever but it is the most liberal policy in the Third World countries. There was further indication in the resolution that the lands belonging to the forest department would also be procured for this purpose, even the Central Government has put ban on the use of forest land for non-forest purposes. There was undoubtedly no indication in the resolution that the Gujarat oustees would be rehabilitated in the Narmada Command Area i.e. even non-irrigated land would be given to them. It was further decided that by these resolutions the Gujarat oustees would get rehabilitation facilities on equal ground (on the same parity at par with) as the M.P. and Maharashtra oustees would get.

The NWDT Award, although became a product of such cynical calculations, has some salient features that provided for a vital foothold for the future struggle:
1. It defined an oustee family on clear and unambiguous sense. It planned decisively to work for the benefit of the oustees, especially tribals, who almost always happen to have joint land holdings.

2. The award was made subject to the statutory authority (status). It can be enforced through the court of law.

3. Each oustee family was made eligible to obtain minimum of 5 acres of irrigable land. This, in conjunction with the above two, is a truly revolutionary step forward.

Liberalized Gujarat Resettlement and Rehabilitation (R&R) Policy:

Main features:

1. Land: Every oustee in the category of (a) a co-sharer of original joint holding, (b) a landless agriculture labourer, (c) an encroacher on land owned by the Government and the forest department, and (d) a major son of a family would be provided 2 hectares of land per family.

2. Every family would be given Rs.45000/- for the construction of a core house in addition to plot for house measuring to (60 x 90 ft. = 500 Sq. meters.

3. Subsistence allowance of Rs.4500/- would be given per family.

4. For purchase of productive assets like bullocks and agricultural equipments, and of Rs.7000/- would be given per family.

5. House rectification: 1.5 point per house free of cost.
6. Insurance for house, death, personal accident etc. would be taken in the name of a beneficiary.

7. Irrespective of the number of families, each resettlement site would have a school, children's park, and dispensary to uplift the living of the oustees. This provision would be made specifically at a place where MP and MH oustees would be resettled.

3.1.2.2 Model of R&R Policy

The R&R provision indicated in the final report of the NWDT were much in advance of any such previous scheme. The liberalized Gujarat policy is widely acknowledged as providing a basis of rehabilitation that take care of the R&R provision.

The NWDT stipulation observed that each displaced family would be offered a minimum of 2 hectares of land in the Command Area of the project. The GOG further liberalized the package for even encroachers and landless labourers who would also get 2 hectares of land. The NWDT provided for 500 Sq.M. of a residential plot to be allotted for building of house. The GOG provision went beyond of grant-in-aid upto Rs.7000/- to be given to an oustee to purchase productive assets. As per the latest provision of the liberalization policy, a house of approx. 45 Sq.M. at the
cost of Rs.45000/- would be given to an oustee in lieu of a finished plinth and root tiles.

It is remarkable to note that under the provision of the rehabilitation scheme of the Gujarat government, displaced families were resettled in colonies with all civic amenities like approach road, primary school, dispensary, children park, tree platforms, drinking water facilities, electrification etc. In addition to them other benefits like registration in electoral rolls, issuance of ration card, accessibility to cooperative society and arrangements for vocational training like modern techniques of farming, serving, etc. were supposed to be imparted to an oustee.

3.1.2.3 National Rehabilitation Policy

Any rehabilitation policy has to carry a purpose of improving the conditions of the oustees after their rehabilitation. The rehabilitation has to be arranged at a place of the oustees’ choice. The oustees have to be provided with conducive environment to adjust well with the local population as sugar dissolves into milk. Their physical and social rehabilitation has to be adequate enough to fulfill these ends with adequate facilities.
The policy of rehabilitation on the Sardar Sarovar project that emerged after efforts for about a decade is the most liberal policy of the present time. It should be viewed in the light of the basic principles evolved from it that are recognized at the national level, particularly when projects like dam mining for minerals or some such projects are undertaken. Following principles should form the basis to rehabilitate all those who are affected by any project, may they be landless ones or landowners:

1. Those who are likely to suffer damage of any kind should be rehabilitated. The work of rehabilitation should be considered a part of that particular developmental project.

2. Those who are likely to be displaced should be compensated on the principle of minimum dislocation and adequately rehabilitated in adjoining areas.

Intellectuals and activists made efforts to ensure that a national policy of rehabilitation is formulated on the same ground as the national policy on environment had been formulated. The policy of rehabilitation and resettlement is based on studies of rehabilitation conducted by experts in different disciplines (Joshi, 1991:26 & 71).
3.1.2.4 Rehabilitation and Resettlement of People Affected by Submergence

The GOG implemented the R&R policy keeping in view the directives contained in the NWDT award. It as such went much beyond directives with a view to uplifting project affected families to project-benefited families. The aim was to put these families in good living conditions with enhanced spirit and mood for better living when the project of the Sardar Sarovar was planned, the land coming under submergence was estimated to be around 37533 hectares spreaded over the three states of Gujarat, Maharashtra and M.P. It would include some 7112 hectares of land in Gujarat, some 9599 hectares of land in Maharashtra and some 20822 hectares of land in M.P. As per the revised schedule of the implementation of the dam issued on December 1989 and approved by the Sardar Sarovar Construction Advisory Committee (SSCAC), a total of 245 villages would be affected in the states of Gujarat, Maharashtra and M.P. The Table 3.1 furnishes the data on state-wise break up of affected villages and number of affected families (PAFs):
Table 3.1

State-wise Break-up of Affected Villages and Number of Affected Families

<table>
<thead>
<tr>
<th>States</th>
<th>Village Affected</th>
<th>No. of PAFs</th>
<th>Population affected 1991 Census</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Full Partial Total</td>
<td></td>
<td></td>
</tr>
<tr>
<td>M.P.</td>
<td>1 192 193</td>
<td>33014</td>
<td>89796</td>
</tr>
<tr>
<td>Mah</td>
<td>- 33 33</td>
<td>3113</td>
<td>19650</td>
</tr>
<tr>
<td>Gujarat</td>
<td>3 16 19</td>
<td>4600</td>
<td>18000</td>
</tr>
<tr>
<td>Total</td>
<td>4 241 245</td>
<td>40727</td>
<td>127446</td>
</tr>
</tbody>
</table>

Source: Meeting the Challenges of Development, p. 34. Sardar Sarovar Narmada Nigam Ltd., Gandhinagar.

The Table 3.1 shows that in terms of the adverse effect on villages and people on account of the Sardar Sarovar Project, M.P. would be the most heavily affected state. Whereas Maharashtra and Gujarat would be moderately affected.

3.1.2.5 Group Settlement

In order to facilitate resettlement of PAFs in organized groups in the interest to maintain their social life, rehabilitation sites are developed with all living amenities like approach road, internal roads, drinking water as shown in Table 3.2. Housing plots are laid and allotted to PAFs at such well equipped sites. The State-wise distribution of PAFs is shown in Figure 3.1. These sites are made self-sufficient in civic amenities like, primary school,
dispensary, children park, free plantation, drinking water facilities, electrification etc. The affected families are resettled as village sections, community groups, and village units as far as possible as per preference they indicated.

Table 3.2
A Summary of R&R Regarding Group Settlement Amenities

<table>
<thead>
<tr>
<th>Sr.No.</th>
<th>Items/Amenities</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Rehabilitation Villages Developed</td>
<td>168 nos.</td>
</tr>
<tr>
<td>2</td>
<td>Allotted Agricultural Lands</td>
<td>7969 PAFs</td>
</tr>
<tr>
<td>3</td>
<td>Schools</td>
<td>95 nos.</td>
</tr>
<tr>
<td>4</td>
<td>Internal Roads</td>
<td>193 kms.</td>
</tr>
<tr>
<td>5</td>
<td>Approach Roads</td>
<td>84 kms.</td>
</tr>
<tr>
<td>6</td>
<td>Wells Opens Dug Wells</td>
<td>79 nos.</td>
</tr>
<tr>
<td>7</td>
<td>Piped Water Supply</td>
<td>73 nos.</td>
</tr>
<tr>
<td>8</td>
<td>100 mm Diameter Bore Wells</td>
<td>375 nos.</td>
</tr>
<tr>
<td>9</td>
<td>Street Lighting</td>
<td>160 sites</td>
</tr>
<tr>
<td>10</td>
<td>Houses Shifted (500 Sq.Mt.)</td>
<td>3673 PAFs</td>
</tr>
<tr>
<td>11</td>
<td>Productive Assets</td>
<td>7805 PAFs</td>
</tr>
<tr>
<td>12</td>
<td>Plinth</td>
<td>6824 PAFs</td>
</tr>
<tr>
<td>13</td>
<td>Subsistence Allowances</td>
<td>5847 PAFs</td>
</tr>
<tr>
<td>14</td>
<td></td>
<td>7372 PAFs</td>
</tr>
</tbody>
</table>

Source: SSPA, Narmada Bhuvan, Vadodara.
Besides providing all these facilities, other services like registration on the electoral roll, issuance of the ration card, accessibility to cooperative society and arrangement of vocational training for PAF were also considered. Inspite of facing a great deal of unforeseen challenges, the state government of Gujarat has made appreciable efforts in achieving a balanced rehabilitation and resettlement of not only its own oustees but also of
Madhya Pradesh and Maharashtra. Table 3.3 presents information on the current status of R&R across 3 states.

Table 3.3
Status of R&R Work in Three States as on February 2002

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Indicators/Details</th>
<th>States</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>M.H.</td>
<td>M.P.</td>
</tr>
<tr>
<td>1.1</td>
<td>Villages Affected</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Partly</td>
<td>16</td>
<td>33</td>
</tr>
<tr>
<td></td>
<td>Fully</td>
<td>3</td>
<td>---</td>
</tr>
<tr>
<td>1.2</td>
<td>Sub-Village Likely to be Resettle in Gujarat</td>
<td>19</td>
<td>16</td>
</tr>
<tr>
<td>1.3</td>
<td>Total Number of PAFs</td>
<td>4728</td>
<td>3221</td>
</tr>
<tr>
<td>1.4</td>
<td>Number of PAFs to be Resettled in Gujarat</td>
<td>4728</td>
<td>999</td>
</tr>
<tr>
<td>1.5</td>
<td>Number of PAF Resettled including Non-Agriculture PAFs</td>
<td>4642</td>
<td>781</td>
</tr>
<tr>
<td></td>
<td>% of Sr.No. 1.4 (Percentage)</td>
<td>98.18</td>
<td>78.18</td>
</tr>
<tr>
<td>2.1</td>
<td>Agriculture Lands Allotted to PAFs (Nos.)</td>
<td>4614</td>
<td>781</td>
</tr>
<tr>
<td>2.2</td>
<td>Total Area of Land Allotted to PAFs (Ha)</td>
<td>9134</td>
<td>1587</td>
</tr>
<tr>
<td>2.3</td>
<td>From Number of Submergence Villages</td>
<td>19</td>
<td>16</td>
</tr>
<tr>
<td>2.4</td>
<td>Total Number of Residence Sites</td>
<td>110</td>
<td>18</td>
</tr>
<tr>
<td>3.1</td>
<td>Subsistence Allowance (Rs.4500 per PAFs for the year)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Number of PAFs .... 1st Inst.</td>
<td>4554</td>
<td>589</td>
</tr>
<tr>
<td></td>
<td>Number of PAFs .... 2nd Inst.</td>
<td>4412</td>
<td>588</td>
</tr>
<tr>
<td></td>
<td>Number of PAFs .... 3rd Inst.</td>
<td>4190</td>
<td>252</td>
</tr>
<tr>
<td></td>
<td>Amount .......... (Rs. In Crores)</td>
<td>1.98</td>
<td>0.25</td>
</tr>
<tr>
<td>3.2</td>
<td>Ex-Gratia : (For Land Purchase)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Number of PAFs</td>
<td>4330</td>
<td>---</td>
</tr>
<tr>
<td></td>
<td>Amount .......... (Rs. In Crores)</td>
<td>32.06</td>
<td>---</td>
</tr>
<tr>
<td>3.3</td>
<td>Productive Assets Given (Rs.7000 per family)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Number of PAFs</td>
<td>4450</td>
<td>618</td>
</tr>
<tr>
<td></td>
<td>Amount .......... (Rs. In Crores)</td>
<td>2.23</td>
<td>0.32</td>
</tr>
<tr>
<td></td>
<td>% of Sr.No. 2.2 ...... Percentage</td>
<td>96.45</td>
<td>79.13</td>
</tr>
<tr>
<td>3.4</td>
<td>Resettlement Grant</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>PAFs</td>
<td>4038</td>
<td>234</td>
</tr>
<tr>
<td></td>
<td>Amount .......... (Rs. In Crores)</td>
<td>0.59</td>
<td>0.05</td>
</tr>
<tr>
<td>3.5</td>
<td>Insurance of PAFs</td>
<td>4599</td>
<td>781</td>
</tr>
<tr>
<td>3.6</td>
<td>Employment</td>
<td>393</td>
<td>11</td>
</tr>
<tr>
<td>4.1</td>
<td>Residential Plots Allotted</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>500 Sq.Mt. Per PAFs</td>
<td>4527</td>
<td>696</td>
</tr>
<tr>
<td></td>
<td>% of Sr.No. 2.2 ...... Percentage</td>
<td>95.75</td>
<td>69.67</td>
</tr>
<tr>
<td>Sr. No.</td>
<td>Indicators/Details</td>
<td>States</td>
<td></td>
</tr>
<tr>
<td>--------</td>
<td>----------------------------------</td>
<td>--------</td>
<td>----------</td>
</tr>
<tr>
<td></td>
<td></td>
<td>M.H.</td>
<td>M.P.</td>
</tr>
<tr>
<td>4.2</td>
<td>Transit Accommodation</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Constructed</td>
<td>4549</td>
<td>918</td>
</tr>
<tr>
<td></td>
<td>Allotted</td>
<td>3746</td>
<td>625</td>
</tr>
<tr>
<td>4.3</td>
<td>Plinth Provided Rs.10,000/- Per Plinth</td>
<td>4050</td>
<td>565</td>
</tr>
<tr>
<td>4.4</td>
<td>Core House Constructed</td>
<td>3537</td>
<td>512</td>
</tr>
<tr>
<td>4.5</td>
<td>Number of Houses Shifted</td>
<td>2952</td>
<td>601</td>
</tr>
<tr>
<td>4.6</td>
<td>Home Stead Electrification</td>
<td>2059</td>
<td>389</td>
</tr>
<tr>
<td>5.1</td>
<td>Primary Schools</td>
<td>108</td>
<td>18</td>
</tr>
<tr>
<td>5.2</td>
<td>Drinking Water Facility Open Dugwell/Borewell</td>
<td>340</td>
<td>56</td>
</tr>
<tr>
<td>5.3</td>
<td>Piped Water Supply</td>
<td>59</td>
<td>12</td>
</tr>
<tr>
<td>5.4</td>
<td>Internal Roads (KM)</td>
<td>110.19</td>
<td>21.86</td>
</tr>
<tr>
<td>5.5</td>
<td>Approach Roads (KM)</td>
<td>59.11</td>
<td>12.04</td>
</tr>
<tr>
<td>5.6</td>
<td>Street Lights</td>
<td>110</td>
<td>18</td>
</tr>
<tr>
<td>5.7</td>
<td>Tree Platforms</td>
<td>161</td>
<td>26</td>
</tr>
<tr>
<td>5.8</td>
<td>Religious Places Constructed</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>5.9</td>
<td>Children Park</td>
<td>110</td>
<td>18</td>
</tr>
<tr>
<td>5.10</td>
<td>Dispensary</td>
<td>27</td>
<td>18</td>
</tr>
<tr>
<td>6</td>
<td>Total Expenditure (Rs. In Crores)</td>
<td>1100.77</td>
<td>25.92</td>
</tr>
</tbody>
</table>

Source: http://www.sardarsarovardam.org

3.1.2.6 Rehabilitation Policy in Gujarat

The GOG has so far launched and accomplished several major, medium and minor irrigation schemes. These schemes carry the visual target to make river water available for agriculture and power. They are also supposed to help to control floods. At the inception of the fourth Five Year Plan, irrigation was provided to 4.40 lakh hectares of land by means of various projects. At the end of the fifth plan, it reached to 9.24 hectares. Some of the irrigation schemes completed during the plan period were like Mahi, the Ukai, Kakrapara and the Dharoi. The current Sardar Sarovar
reservoirs in Gujarat, next to Ukai. The Ukai project displacement of around 16000 families. The Government, therefore, issued a number of resolution between 1963 and 1968 relating to the oustees of the Ukai project.

Some other state governments have evolved rehabilitation and resettlement policies in the context of some specific project such as the Sardar Sarovar project in Gujarat and M.P., or the Mahi Bajaj Sagar Dam in Rajasthan. Whereas states like Tripura adopted a policy that was shaped entirely on the Central Government recommendations. Like Gujarat states such as Maharashtra, Orissa and Karnataka have evolved uniform policies that would govern resettlement of oustees affected by any project (Report No. 2&3:16-170).

Further, a comparison of policies adopted by different state government exposes several differences pertaining to the matters like rates of compensation, the area of compensatory agricultural land and the provision of alternative housing sites, basic amenities, grants, subsidies and health and education assistance. Some state governments follow resettlement policies wherein the aims of rehabilitations and guidance for administrative and regulative machinery for implementation of rehabilitation programmes are clearly stated whole in the case of others, obscurity and confusion prevail for lack of clear view on various matters. When the Maharashtra Act provides a model policy in some respects, other
states have yet to evolved clear line for resettlement and the implementation. The various GRs issued so far are found to be inadequate.

As indicated earlier in Table 3.2, most of the areas affected by the Sardar Sarovar Project are outside the Gujarat State. Hence, the tribunal decided in 1972 that since it had the jurisdiction to give directions to Gujarat for rehabilitation of displaced persons, it would prepare a guideline on the issue of rehabilitation and resettlement of the oustees. Accordingly, in 1978 when the award of the tribunal was declared, detailed direction was imparted to the Gujarat state regarding land acquisition, payment of compensation, and the rehabilitation package. It was the first time that guidelines for rehabilitation were set up on specific times for a project implemented by the GOG. The tribunal directed that Gujarat would bear all the costs, charges, and expenses including establishment charges, in view of the rehabilitation of oustees and their families in all the three states. Secondly, Gujarat was supposed to resettle PAPs from the adjoining two states who are willing to resettle in Gujarat. In case those PAPs who were not willing to resettle in Gujarat, the concerned state was supposed to resettle them. The liberal policy that the tribunal laid down was further liberalized by the three concerned states. The primary objective of the policy is to improve significantly economic condition of the PAPs following their resettlement.
The GOG announced its R&R policy keeping in line with the directives contained in NWDT award. The major ingredients of the policy are as follows:

1. Grant of minimum 2 hectares of land for agriculture purpose of the size equal to the area of land acquired.

2. Every co-sharer would be eligible for 2 hectares per family.

3. Every family would be provided with a residential plot of 500 Sq.M. free of cost.

4. A sum of Rs.10000 would be paid to a family.

5. Resettlement grant will be payable at the rate of Rs.750/- per person. It would be raised at eight percent per annum to account for escalations in prices considering January 1980 as the base year (FACTS, 1998:34-36).

Every oustees family settled at villages like Golagamdi, Vadaj-1, Vadaj-2, Nada was supposed to receive a house site free of cost measuring upto 600 feet by 90 feet. Every resettlement site was proposed to be linked with a main road and certain civic amenities were proposed be provided to every group of oustees families resettling there. The amenities would include a drinking water well, a hand pump and a platform for every 50 families, primary school for every 100 families and a dispensary, children’s park and village pond each, for every 500 families.
In the light of the directives of NWDT and the steps taken by the Government of Gujarat to fulfill them, the efforts put in by the government machinery brought about positive results. The Table 3.4 details on the results:

Table 3.4  
Progress Achieved in Resettlement of PAFs in Gujarat is shown in Nutshell in Following Statements: (June 1999)

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Components</th>
<th>Unit</th>
<th>Gujarat</th>
<th>Maharashtra</th>
<th>M.P.</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>PAFs Total No.</td>
<td>No.</td>
<td>4600.00</td>
<td>3113.00</td>
<td>33014.00</td>
<td>40727.00</td>
</tr>
<tr>
<td>2</td>
<td>To be resettled in Guj</td>
<td>No.</td>
<td>4600.00</td>
<td>999.00</td>
<td>13936.00</td>
<td>19535.00</td>
</tr>
<tr>
<td>3</td>
<td>Agri. Land allotted</td>
<td>No.</td>
<td>4508.00</td>
<td>686.00</td>
<td>3099.00</td>
<td>8203.00</td>
</tr>
<tr>
<td></td>
<td>Percentage of (2)</td>
<td>(%)</td>
<td>98.84</td>
<td>68.00</td>
<td>21.34</td>
<td>42.3</td>
</tr>
<tr>
<td>4</td>
<td>Area allotted</td>
<td>Ha</td>
<td>8936.00</td>
<td>1347.00</td>
<td>6190.00</td>
<td>16523.00</td>
</tr>
<tr>
<td>5</td>
<td>Residential plots allotted</td>
<td>No.</td>
<td>4402.00</td>
<td>680.00</td>
<td>3091.00</td>
<td>8173.00</td>
</tr>
<tr>
<td></td>
<td>Percentage of (2)</td>
<td>(%)</td>
<td>96.51</td>
<td>68.07</td>
<td>21.88</td>
<td>41.41</td>
</tr>
<tr>
<td>6</td>
<td>Total no. of residential sites</td>
<td>No.</td>
<td>110.00</td>
<td>18.00</td>
<td>52.00</td>
<td>180.00</td>
</tr>
<tr>
<td>7</td>
<td>Subsistence allowance to PAFs of Rs.4500/- for the year</td>
<td>No.</td>
<td>4488.00</td>
<td>585.00</td>
<td>2665.00</td>
<td>7739.00</td>
</tr>
<tr>
<td></td>
<td>1st inst.</td>
<td></td>
<td>4334.00</td>
<td>584.00</td>
<td>2624.00</td>
<td>7542.00</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>4086.00</td>
<td>511.00</td>
<td>1970.00</td>
<td>6567.00</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>194.40</td>
<td>25.20</td>
<td>108.80</td>
<td>328.50</td>
</tr>
<tr>
<td>8</td>
<td>Ex-gratia for land purchase (difference amount for the land purchase and allotted to PAFs) PAF Amount</td>
<td>No.</td>
<td>4323.00</td>
<td>0.00</td>
<td>0.00</td>
<td>4323.00</td>
</tr>
<tr>
<td></td>
<td>Rs.</td>
<td></td>
<td>3046.60</td>
<td>0.00</td>
<td>0.00</td>
<td>3046.00</td>
</tr>
<tr>
<td>9</td>
<td>Productive assets (Rs.7000 lacs per family given for agricultural development) PAF Amount %age</td>
<td>No.</td>
<td>4349.00</td>
<td>593.00</td>
<td>2313.00</td>
<td>7255.00</td>
</tr>
<tr>
<td></td>
<td>Rs.</td>
<td></td>
<td>216.50</td>
<td>30.60</td>
<td>129.60</td>
<td>376.70</td>
</tr>
<tr>
<td></td>
<td>Lacs</td>
<td></td>
<td>96.47</td>
<td>86.44</td>
<td>74.64</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Percentage</td>
<td>(%)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The GOG launched and completed so many major, medium and minor irrigation schemes. The objective was to make river water available for agriculture and power and also to control the floods. It also evolved the R&R policy to safeguard the interests of those affected by projects. Some of the state governments have been evolved R&R policy in the context of some specific projects for e.g. SSP in Gujarat and M.P. or Mahi Bajaj Sagar dam in Rajasthan. However, states like Tripura work entirely on the Central Government’s recommendations. The picture that emerges is that states like Gujarat, Maharashtra, Orissa, or Karnataka have evolved uniform policies to govern resettlement issues of oustees affected by any project.

3.1.2.7 R&R in Gujarat

The Table 3.5 contains information regarding availability of land and resettlement of PAFs in Gujarat as on 30/09/1999:

<table>
<thead>
<tr>
<th>Sr.No.</th>
<th>Particulars</th>
<th>Quantification</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Availability of Land</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(i)</td>
<td>Total land acquired/purchased for allotment</td>
<td>21136 hectares</td>
</tr>
<tr>
<td>(ii)</td>
<td>Total land allotted to PAFs</td>
<td>16541 hectares</td>
</tr>
<tr>
<td>(iii)</td>
<td>Balance land available for allotment</td>
<td>4595 hectares</td>
</tr>
<tr>
<td>B. Resettlement of PAFs</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Total Number of PAFs resettled in Gujarat</td>
<td>8302 hectares</td>
</tr>
</tbody>
</table>

The land allotted to PAFs is a good quality agricultural land with black, medium, black, and sandy loam.

The PAFs in Gujarat are resettled in 180 resettlement sites in six different districts, namely, Vadodara, Kheda, Bharuch, Narmada, Panchmahals and Surat with respect to all relevant amenities. The Table 3.6 imparts information as regards some of the social infrastructural facilities provided in these sites:

**Table 3.6**

**Availability of Social Infrastructural Facilities**

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Particulars</th>
<th>Constructed</th>
<th>Under Construction</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Primary schools</td>
<td>156</td>
<td>18</td>
</tr>
<tr>
<td>2</td>
<td>Dispensaries</td>
<td>82</td>
<td>15</td>
</tr>
<tr>
<td>3</td>
<td>Drinking water open dug wells - Bore wells</td>
<td>530</td>
<td>00</td>
</tr>
<tr>
<td>4</td>
<td>Piped water supply</td>
<td>82</td>
<td>4</td>
</tr>
<tr>
<td>5</td>
<td>Approach Road (Km)</td>
<td>92</td>
<td>3</td>
</tr>
<tr>
<td>6</td>
<td>Internal Road (Km)</td>
<td>207</td>
<td>2</td>
</tr>
<tr>
<td>7</td>
<td>Street Lights</td>
<td>179</td>
<td>1</td>
</tr>
<tr>
<td>8</td>
<td>Homestead Electrification</td>
<td>4078</td>
<td>500*</td>
</tr>
<tr>
<td>9</td>
<td>Core Houses</td>
<td>6396</td>
<td>350*</td>
</tr>
</tbody>
</table>

*Approximately


The total cost incurred by Gujarat in providing agricultural land and civic amenities come to Rs.173 crores upto 21st July 1999.

A comparison of the policies adopted by various state governments shows several differences pertaining to the rates of compensation and
programmes. The R&R policy of Gujarat carries the seeds of the all India policy for displaced people. It possibly provides an additional tool in the hands of activists who are rightly worried about the purpose, direction and impact of the current developments in fashion. Early in 1986, a protest emerged in Maharashtra and Madhya Pradesh asking for better resettlement and rehabilitation policy. The chief demand for the oustees in Maharashtra and Madhya Pradesh was for minimum land entitlements (Arach-Vahini, 1991). In December 1987, when the first real threat against the Sardar Sarovar Project was felt, the GOG was forced to adopt the new R&R policy.

3.1.3 Phase III: Implementation Of Policy

The Gujarat State has a comprehensive policy for R&R. Some critics remark that though the policy is fine, it will not be properly implemented. Like our poverty alleviation programmes, only a small section of oustees will get full benefit of the policy and the major part would be grabbed by undeserving lots, operating as agencies of corruption. In this light, it would be interesting to review the process of implementation of the policy since its inception. It is necessary to mention that as the policy emerged gradually, the momentum for implementation too had gradual emergence.

The moment the policy was announced, the critics with awareness called it just a piece of paper. They doubted that the policy would never be
implemented. They raised multiple doubts such as, after resettlement following the new policy the oustees would not enjoy conditions of living better than that of the oustees already resettled. They argued that when there were simply no private lands of this size available on sale, the government would not move a finger to locate and acquire such lands. Again, it would be utter unrealistic to expect tribal oustees to identify and locate lands which they would be able to purchase without being cheated. They suspected that the government seemed to be shunning its responsibility as regards to resettlement and rehabilitation of the oustees. They therefore, suggested that we should force the government to identify new lands and the responsibility should not be shifted to tormented oustees. There arose uniformed criticism that the oustees would even incur heavy debts and it would make the whole process of rehabilitation a mockery. There were others too who were critical because they simply could not believe that the government, under the heavy pressure of the World Bank, had actually done it. They felt vaguely uneasy about it.

Following the NWDT award, the GOG commenced the implementation of the project. In the initial phase, the village in the close vicinity to the dam site were shifted to new habitats. This marked the beginning of the implementation of the policy, as the construction of the dam depended upon the evacuation of the submerging villages. As mentioned earlier, various NGOs who were active against the project,
mobilized the people and their efforts posed a threat to the work-in-progress. This compelled a revision of the policy. The revised policy was made more liberal with a view to benefiting the displaced people. After 1992, people showed consent to the policy and consequently, the resettlement work was furthered.

As per the present status, out of total 40,727 families, the Sardar Sarovar Punarvasvat Agency (SSPA) has resettled about 19,684 families on the newly settled 180 various NGOs. It is faster and more efficient. When some of these rehabilitated sites were visited at various times to collect the response of the people and it was found that by and large, the people are satisfied with the benefits granted to them. They have improved their income and the living standard over the last 10 years.

<table>
<thead>
<tr>
<th>States</th>
<th>Village Affected</th>
<th>Families to be rehabilitated including</th>
<th>Population Affecte</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Full</td>
<td>Partial</td>
<td>Total</td>
</tr>
<tr>
<td>M.P.</td>
<td>1</td>
<td>192</td>
<td>193</td>
</tr>
<tr>
<td>Mah.</td>
<td>-</td>
<td>33</td>
<td>33</td>
</tr>
<tr>
<td>Gujarat</td>
<td>3</td>
<td>16</td>
<td>19</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
<td>241</td>
<td>245</td>
</tr>
</tbody>
</table>

3.1.3.1 Rehabilitation Efforts

In a broad sense, resettlement is a physical act, while rehabilitation is more of an economic and social process. The SSPA has involved several NGOs in this task and their efforts bring up the positive results. Almost all the new habitat about 180 have been adopted by the NGOs under various development programmes. Accordingly, the programmes listed below are carried on satisfactorily:

* Planning and constructing children parks with play equipments.

* Constructing primary schools and kindergartens. The photograph below gives a view of one of the schools at one of the resettlement sites.

* Land for agriculture. The SSP officials took a very sympathetic stand on their problem. They helped people to revisit alternative sites by arranging special bus transport and gave them ample time to arrive at decisions. The SSR authority considered all the three options suggested by the victims and respecting the duly, carry out the resettlement as per the wish of the people.
PHOTOGRAPH 3.1
PRIMARY SCHOOL IN VADAJ VASAHAT (DABHOI)

PHOTOGRAPH 3.2
APPROACH ROAD BEING A SIGN BOARD INDICATING THE SARDAR SAROVAR RESETTLEMENT AGENCY AT SHINOR ROAD VASAHAT NEAR DABHOI
The SSPA too has allowed changes of any kind and made arrangements accordingly. After resettling in the new habitat, some families felt that they made a mistake. They wanted to go to another site. In some case, people felt comfortable at a place only after three or four years stay. During this process, oustees were allowed to cultivate land both at the old and the new place. In this transitional phase, one would find a husband at a new place and a wife and old place, or a father at a new place and a son at any old place. There is a long way to go in the process, as almost 50% of the families are yet to be resettled. But the SSPA has been successful to encourage people’s involvement and participation in this important aspect of selecting a land for residence and for cultivation. The reason was that the entire future of resettlers would depend on the decision they would arrive at as a result of this process.

3.1.3.2 People’s Participation in New Habitats

People’s participation in decision-making is most vital to the process of R&R. When people feel they are a part of the process, the programme has better chances of success. But if people do not get involved or be indifferent to the process, the programme fails miserably. They will instead criticize the government and the bureaucracy for the failure. It is worth noting that in case of the Ukai Dam project, launched in 1960, there lacked involvement of the people. Hence, the SSPA, from the day one, wanted that people be
involved in selecting the site and village planning. The heads in each village called frequent meetings where all the people gathered. At meetings the following scenario found to be emerging:

* In some cases, the entire village decided to resettle in a new place assigned.

* In some cases, individual family decided to go on their own. They did not bother about their caste and village. These were mostly joint families with many members. They decided to get separated from their village community and they felt most beneficial to settle at a site allotted.

* It is interesting to note that people changed their mind several times during this process of selecting the sites. They were concerned with two things in the new habitats: (1) land for a residential plot and (2) drinking water facilities that may be done by lying pipelines and installing hand pumps.

* Erecting water drainage projects and building culverts.

* Development of agricultural produce and crop demonstration etc.

* Afforestation projects around the habitats.

* Cattle care programmes, vaccination, and making them aware of the cattle diseases.

* Introducing lift irrigation schemes and other water facilities.
Organizing various training classes for preparing jam, jelly, tomato catch-up, tailoring, painting, knitting, especially for women to raise opportunities for self-employment.

* Organizing training for security guards and for driving car/truck and tractor.

* Introducing youth activities. Persuading youths to refrain from alcohol and other vices.
All these programmes were designed to help people and make them self-sufficient. The NGOs were putting their best efforts to make it successful.

3.1.3.3 Further Initiatives At The Instance Of Grievances Redressal Authority

(i) Separation of Functions and Induction of Additional Manpower in the SSPA

In order to strengthen the operational efficacy of the SSPA in implementation of R&R measures, a strategic policy decision was taken. By it three separate divisions were set up in the SSPA namely,
planning, resettlement and rehabilitation. Each of them was headed by a senior level officer of the rank of Additional/Joint Commissioner, who was assigned with full powers to deal with matters arising in the respective division. The GOG appointed three senior IAS officers to be the heads of the above-mentioned three divisions. They were supposed to function in the SSPA. The strength of the staff in the SSPA was considerably augmented by the appointments of 10 Deputy Commissioners, 8 Asst. Commissioners, 11 Mamlatdars and 43 Additional Extension Officers.

(ii) **Medical Cell**

Health was another vital issue of concern as regards the public health of settlement sites. To ensure it a medical cell was set up. It was headed by a Director (Medical). It had a nucleus of medical experts consisting of a Physician, a Gynecologist, an MBBS doctor alongwith, a Block Extension Educator, a Statistical Assistant and a Pharmacist has been set up in the SSPA. The functions of the Cell were specified as: (i) to act as a supervisory mechanism, supervising regularly the medical amenities, to review the discharge of functions, duties and responsibilities by medical and paramedical personnel working in the SSPA and also to make them duly accountable; (ii) to provide guidance to medical and paramedical personnel, as regards
health and hygiene aspects of PAFs and in the discharge of their functions and duties; (iii) to coordinate with Regional Deputy Director (Health), Chief District Health Officer, Chief District Medical Officer, Civil Surgeon and Superintendent/Dean of Medical Colleges, if any, and other authorities concerned; (iv) to fix the time schedule for the visit of the mobile medical vans to various sites and to establish linkage of their movement with the staff at the dispensaries; and (v) to organize Special Diagnostic Camps and to establish liaison with the District Level Officers for executing National Programmes. The Block Extension Officer was assigned to educate the PAF on general health and hygiene matters. As an instance of services provided, information of the cases treated under the aegis of the Medical Cell between 1st May and 30th September 1999 is given below:

<table>
<thead>
<tr>
<th>Treatment by</th>
<th>No. of cases attended/treated/referred</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mobile Medical Unit</td>
<td>46100</td>
</tr>
<tr>
<td>Experts</td>
<td>969</td>
</tr>
<tr>
<td>Medical Campus</td>
<td>469</td>
</tr>
<tr>
<td>Total</td>
<td>47538</td>
</tr>
</tbody>
</table>

(iii) **Medical Infrastructure**

The medical infrastructure, that was originally operative with 10 Medical Officers (MBBS), 20 Multi Purpose Workers (male) and
Medical Officers (MBBS). Each medical officer was allowed mobility with an ambulance van or a vehicle to visit dispensaries at the R&R sites.

(iv) **Diagnostic and Health Camps**

The SSPA put in efforts to cater to the health requirements of the displaced by organizing multi-specially Diagnostic and Treatment Camps. They are usually organized by the Medical Cell, with the help of NGOs regular intervals say fortnightly at the Community Health Centres (CHCs) at the Taluka Centres. Advanced investigation and diagnostic facilities like X-Ray, Electro-Cardiogram (ECG) and Ultra Sound are made available at each Diagnostic Camp. Furthermore, Laboratory Tests are also undertaken at these camps. Necessary arrangements are also worked out with a Local Medical College to provide for specialized facilities such as CT Scan examination and surgical intervention. Medical and health camps have become a regular feature of the SSPA programmes.

(v) **Health Survey**

In the month of April 1999, a comprehensive health survey was conducted by the Health and Medical Authorities in 172 out of 180
R&R sites following the direction of GRA. Under it, some 17186 PAPs were examined for medical check-up and all were provided with individual Health Cards. The survey identified 2898 PAPs as affected by various kinds of ailments, Medical officers are following up with these cases on regular ground and have administered proper treatment to them. In a follow-up survey conducted by the Medical Cell of the SSPA, some 10653 PAPs in the above-referred 172 sites were covered and all of them were given Health Cards. About 969 of them were afflicted by various kinds of ailments. They were identified and treated for the diseases. In all, 27839 Health Cards have been given to the PAPs in these 172 sites.

(vi) **Nutritional Supplements and Services**

Under Integrated Child Development (ICD) Scheme, nutritional supplement is provided to infants and lactating and expectant mothers. Anganwadi centres are identified under the Scheme for distributing nutritional supplement every month to about 4100 beneficiaries. As nutritional supplement called ‘Hyderabadi Mix’ has been provided to 2137 beneficiaries in the vulnerable target groups at 69 sites with the assistance of 5 NGOs. The medical officers have been instructed to identify other vulnerable groups and to make sure that the NGOs provide nutritional supplements to these groups.
In addition, approximately 5925 school going children at the R&R sites are covered under the Mid-day Meal programme of the State Government.

A Nutritional Status Survey of children between 0-6 years of age was carried out at 160 sites in July 1999. The children were classified into various grades of malnutrition as per criteria of Indian Academy of Pediatrics (IAP). It was found that out of total 4676 children surveyed, 2052 (43.3%) had normal weight, 1478 (31.6%) had PEM grade - I, 823 (17.6%) had PEM grade - II, 240 (5.13%) had PEM grade - III and 46 (0.98%) had PEM grade - IV, Total 61% of children were having PEM III and IV which indicated severe malnutrition, as against the State Average of 10-12%. Hence over and above the nutritional supplement given under ICDs, food packets were supplied to these children falling under grade II and IV.

Health Check Programme was organized at schools in July 1999. Under it, 132 schools out of 148 were covered. Some 3188 out of 3925 children were examined and 994 were treated for malnutrition and other related ailments.
(vii) **Agricultural Cell**

Agriculture, being the basic means of livelihood for the displaced, demands specific attention from the SSPA. In this light, an Agricultural Cell was set up. It is headed by a Deputy Director of Agriculture. Under him were appointed two Assistants of Agriculture, 6 Agricultural Officers, 1 Extension Officer, 1 Veterinary Officer and 1 Soil Conservation Officer. Cell was supposed to carry out functions like: (1) to assist the Grievance Redressal Machinery in resolving problems relating to agricultural lands; (2) to enhance agricultural productivity by adoption of suitable farm management practices; (3) to provide extension education to PAFs in the matters of technology transfer, agricultural operations, cropping patterns, use of improved seeds, fertilizers, insecticides, pesticides and agricultural implements; (4) to organize production and investments credits; (5) to create and identify marketing channels or outlets: and (6) to encourage cooperative spirit and endeavour amongst the PAFs. The cell was also expected to supervise and monitor various programmes in the field of agriculture and allied pursuits that the SSPA organized.

(viii) In the Kharif season of 1999, the adequate agriculture material was supplied to PAFs at subsidized rates. The objective was to help them reorganize and restore agricultural activities at new sites so that
they can raise enough livelihood to lead life in decent way. The Table 3.8 furnishes the detail of the material supplied to the PAFs by the SSPA:

**Table 3.8**

**Subsidized Material Supplied to PAFs**

<table>
<thead>
<tr>
<th>Sr.No.</th>
<th>Description of Material</th>
<th>Total Cost (Rs. in Lacs)</th>
<th>Rate of Subsidy</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>9881 Seed Kits of different varieties</td>
<td>24.56</td>
<td>50%</td>
</tr>
<tr>
<td>2</td>
<td>Herbicides</td>
<td>1.56</td>
<td>75-100%</td>
</tr>
<tr>
<td>3</td>
<td>Agricultural Implements (157 PAFs in 67 sites)</td>
<td>1.45</td>
<td>50%</td>
</tr>
<tr>
<td>4</td>
<td>30000 Fruit Tree Saplings</td>
<td>-</td>
<td>50%</td>
</tr>
</tbody>
</table>


(ix) **Improvement of Environmental Status**

Environment is the vital factor for healthy living. In the present context, it acquires high sensitivity as a weapon for protest. It forms the core issues on which most protests in the world today are grounded. In this light, the SSPA had to attach high priority to it. To ensure healthy environment, therefore the Forest Department was directed to organize afforestation on 27 R&R sites by planting 27000 saplings. They were to be protected by bamboos tree-guards. The plantation was done along the roadside or common plots on school...
premises and the like. On other sites afforestation is undertaken by NGOs.

3.1.3.4 Empowerment Of PAFs

The resettlement turns out to be truly beneficial to the displaced affected, provided it is converted into a sensible programme of rehabilitation of such people. As pointed out earlier, rehabilitation is more of a social and economical process, following the physical settlement laying a remarkable impact on the human psychology. Hence, it would be wise to attach value to people’s participation in rehabilitation programmes. People’s participation will generate manifold effects: (a) it would cultivate in them sense of responsibility to extend corporation to efforts of the government to their benefit; (b) it would give them satisfaction mingled with economic gains and community formation; (c) their morale would be uplifted with new confidence and interest in life to help them to live with good mental well being. The government, the SSP and the NGOs will have a helping hand from them, and (d) the overall impact of all these would go into making a healthy community.

Keeping this philosophy at the centre, some agencies were evolved to work as medarties to coordinate government’s programmes with people’s
cooperation. They include Vasahat Samiti, Punarvasvat Saathi, Local Self-Government and the like.

(i) **Vasahat Samiti**

In 163 out of 180 R&R sites, Vasahat Samitis were constituted. The Samiti consists of 5 PAPs, one of whom is a female. The Extension Officer acts as the convener and a representative of a NGO working at the site is co-opted as an invitee member. The Vasahat Samiti is vested with responsibility to sort out minor problems as and when they arise and also to monitor closely the development programmes that would take place at the sites. The Samiti, thus, secures informed participation of the PAFs in the implementation of the R&R measures and helps expeditious redressal of their site specific grievances.

(ii) **Punarvasvat Saathi**

Vasahat Samiti in each site selects one of its members as Punarvasvat Saathi. He functions as a coordinating agency between the PAFs at the site and SSPA/Government/Panchayat. Thereby he ensures informed participation of PAFs in the developmental works undertaken at their R&R sites. He also assists in expeditious redressal
of grievance. He is provided with financial resources for tackling minor problems at the site. He is required to utilize the money at his disposal in consultation with the Vasahat Samiti. In all 163 sites Punarvasvat Saathis are already appointed.

(iii) PAP Participation in Local Self-Government

Gujarat has an effective and vibrant framework of Panchayati Raj System. In the capacity of local self government at the grass-root level, Village Panchayats are the primary forums where problems arising in a village are debated and redressed. From amongst PAPs at different sites, four persons are elected as Sarpanch, 1 as Deputy Sarpanch and 26 as Members in the Village Panchayats concerned. To ensure more effective participation in the affairs of the Panchayat and to secure better integration of PAFs with the host community, at the instance of GRA, the GOG issued an order Under Section 98 of the Gujarat Panchayat Act, 1993. It provides that there shall be one or two invitees from amongst the PAPs, depending upon their strength at the sites. There are sixteen such village Panchayats within whose jurisdiction the R&R sites are located. Pursuant thereto, 196 PAPs are co-opted as invitees in these Village Panchayats in addition to elected representatives from amongst people.
The Final Report of NWDT states the requirement that there should be constituted one Panchayat Ghar for every 500 families. This amenity is not provided at any of the sites, as such, because none of the sites or group of sites on their own satisfies the statutory requirement prescribed in the Gujarat Panchayats Act, 1993. However, pursuant to the suggestion made by the GRA, the GOG has sanctioned the construction of Panchayat Ghar and residence of Talati-cum-Mantri, on a priority basis, for the above-mentioned 16 Village Panchayats. For 4 Village Panchayats, the construction work is in progress while for the remaining Village, erection of the Panchayat Ghars will be undertaken in near future.

3.1.3.5 Vocational Training And Self-Employment

In the present economic context, agriculture may not be realized as a means enough to provide for all needs of a farmer’s family. Secondly, since agriculture in India relies heavily on seasons and natural resources, it may not assure steady and certain income source to a farmer’s family. In such conditions, it is always felt to have a stand by economic source in the form of self-employment. Vocational training programmes launched by the Government of India have this objective in view. Since, similar thinking was felt in relation to PAPs/PAFs the GOG provided for vocational training to young farmers at the R&R sites.
(i) Vocational training is provided to PAPs/PAFs for improving their income levels and socio-economic status. Emphasis in this regard is laid on those dependents of PAFs who are not entitled to be called declared as PAFs. 299 such persons including 118 females have been sorted out for vocational training. In all, a 81 males are trained in carpentry and as security guards, while 118 females are imparted training in sewing and food processing. Necessary tool kits and sewing machines are supplied to these beneficiaries either free or at the subsidized rate of 50% of the cost.

(ii) 200 more dependents are to be given training in 8 class of trades such as carpentry, sewing, motor driving and electric wiring etc. during the remaining part of the year.

(iii) NGOs are closely associated in imparting this training.

(iv) In addition to the above measures, GRA has impressed upon the SSPA to actively involve the Tribal Area Sub Plan (TASP), District Rural Development Agency (DRDA) and District Industries Centre (DIC) in the task of self employment. They would provide assets to the PAPs/PAFs which will help them to generate additional income for their families. So far, 95 PAPs have been given the asset finance, while 106 PAPs have undergone skill upgradation. Besides, Government Finance Agencies, the Commercial and Cooperative Banks are persuaded to finance PAPs/PAFs on priority basis. Many of these agencies have agreed to earmark some of their funds in
beneficiary oriented funds for the PAPs/PAFs. As regards the skill upgradation schemes like TRYSEM are worked out for the skill development among PAPs/PAFs.

3.1.3.6 NGO’s Participation in R&R Programmes

A number of Non-governmental Organizations are actively participating in the day-to-day implementation of R&R programmes at various sites. Apart from adopting a cluster of R&R sites, they undertaken number of activities such as: (a) training for non-farm income generating activities; (b) training for self-employment; (c) provision of nutritional supplements; and (d) organization of health camps. All these activities are detailed earlier in this discussion. Besides, they are assisting the SSPA in erection of civil amenities at the R&R site. The GRA interacts with NGOs is constantly to ensure their closer involvement in all facets of the R&R implementation programmes. A photograph 3.5 shows that a team of eminent persons. Another photograph 3.6 explains the GRA’s interactions with NGO representation at a newly constructed site. The greatest benefits that incurs from their participation are their commitment to a noble cause and their non-commercial, non-profit-making motive that breed a noble work-culture and understanding among workers and beneficiaries.
3.1.3.7 Other Relief Providing Measures

(i) The GRA received representations from the PAFs. They complained about deduction of the sum of Rs.4000/- from the amount of Rs.45000/- given to them for the construction of their core houses at the R&R sites. The said amount would be spent on Mangalori roof tiles to be placed on the houses. The GRA looked at the prima facie and held the GRA recommended to the view that the grievance was well grounded the Executive Committee of the SSPA and on their recommendations, the committee resolved not to make such recovery or to refund the deducted amount to the concerned PAF. The decision is being implemented currently at all R&R sites.

(ii) In the initial period of resettlement, when the PAFs occupy tin sheds heat stress was in acute problem. Hence, such PAFs were given thatching of roofs with reeds of hay to be put on tin roofs. This cover would work as an insulating material. As a result the room temperature was reduced considerably and was brought down to comfort level.

Visited the sites developed by NGO, Divya Seva, Baroda, the team included Mr. Govind Ragho Khernar, Deputy Commissioner, Mumbai Municipal Corporation, Mumbai. He visited resettled villages and sites and
expressed his satisfaction over the work. He gave a few suggestions to build their house and some needful accommodation. He talked to the people at these sites asking about their well-being.

PHOTOGRAPH 3.5
MR. G.R. KHERNAR VISITED A SITE AT SHINOR ROAD RESETTLEMENT SITE, DABHOI TALUKA. TALKS TO ONE OF THE OUSTEES

Mr. Vinod K. Babbar, Narmada Planning Commissioner (Rehabilitation) visits the resettled site on regular intervals and interacts over valuable suggestions with the people and NGOs for better R&R planning.
A photograph 3.6 illustrates active intervention among the government officials, NGO and the affected people. It indicates healthy spirit that prevails on the part of the all three participation segments to generate more meaningful results. It also reflects upon a healthy tradition of calling active involvement of all concerned on the part of the Government of Gujarat and honouring the sentiments of the PAFs represented to them either through NGO or directly. The outcome of such an approach would naturally be remarkable in the sense that the oustees of the SSP have been more received fortunate to active attention and care from the authority than oustees of any other developmental projects in India.
As far as Gujarat is concerned all the submerged villages are properly settled. A survey of some villages under submergences is carried out and about 800 families are properly settled in different villages in Gujarat.

3.1.3.8 Reconstitution of Expert Committee for Land Purchase

Purchase of land for resettlement of PAFs involves lot of legalities. They are too complex to be complied with by the afflicted PAFs who are ignorant and down trodden. In order to provide expertise from a legal angle, therefore, at the instance of the GRA, a retired High Court Judge has been appointed to chair the Expert Committee for land purchase, they assisted by officers and NGOs who possess expertise and adequate information on all aspects of land under negotiation for purchase.

3.1.3.9 Further Initiatives by the GRA for Improved R&R

In order to improve the state of affairs of the R&R, the GRA has taken vital resolution to introduce the system of review and survey. The steps taken in its regards may be summarized as below:

(i) Review of Structural and Functional Aspects of the SSPA

After the SSPA started operating, a huge fund was imparted to carry out probably the world’s largest R&R programme. In the light of huge fund involved and the span of responsibility attached to it, the
SSPA evolved as a centre of attention across the world. As the controversy over the SSP emerged and grew sharper over sensitive issues like the equilibrium of its benefits, human rights, and environment, the SSPA became the target of public protests and needed to be reviewed periodically by a neutral agency. It was, therefore, decided that services of a management consultancy agency would be hired to review the structural and functional aspects of the SSPA. The review would be done with a specific reference to the setting up of three separate divisions called planning, resettlement and rehabilitation. It was hoped that the reviews enhance the efficiency in functioning of the SSPA with introduction of duty charts, monitoring, accountability, control and the like at all levels of functioning.

(ii) **Demographic Survey**

It was also decided to conduct demographic survey to document comprehensive information on PAPs at all sites, with specific reference to their family composition marriages, births, deaths, diseases, life expectancy, literacy, traditions and customs, socio-economic and cultural milieu, integration with host community, etc. It was expected that the information would serve as a benchmark on the R&R implementation. Also it would help organizing projects
of similar scope and dimension. The time of survey would be
determined when adequate preparations are made in right position.

(iii) **Workshop and Training**

It also proposed to organize a workshop on the R&R to serve
as a refresher and reorientation course. It would provide a perspective
and insight into various dimensions related to the R&R especially
issues related to rehabilitation. It would benefit employees of the
SSPA at all levels in all respects. Experts from various related
disciplines will conduct the workshop which would involve active
interaction from participants. It would be noted that officers of the
SSPA were recently sent to the Administrative Staff College of India
at Hyderabad for the training in resettlement and rehabilitation.

(iv) **Training Programmes on Resettlement and Rehabilitation**

It was proposed to designate and develop a state level training
institute of resettlement and rehabilitation. Accordingly, an institute
namely, Sardar Patel Institute of Public Administration was set up at
Ahmedabad. The institute conduct training programmes on
Resettlement and Rehabilitation. The programmes are designed
specifically taking into account the R&R policy of GOG and its
implementation at the sites developed for PAFs hailing from Madhya
Pradesh, Maharashtra and Gujarat. The objectives underlying the
Programmes are: (a) to impart training to the SSPA’s own manpower operating at different hierarchical levels; (b) to acquaint outside agencies involved in the R&R in different parts of the country with the work in this direction undertaken in Gujarat; and (c) to extend the benefit of training to officers of those agencies in case they choose to depute them for the R&R programme.

There are various governmental as well as non-governmental agencies that play a significant role in the policy execution. It is found that the legislature, the judiciary, political executives and non-governmental organizations contribute significantly in the execution of the policy. A very brief analysis of the role of each of them in the process of policy execution is outlined in the following lines:

3.1.3.10 Role of the Legislature

The role of the legislature in the policy implementation process is very significant. The legislature in a democratic political system exercises control over the administration by reviewing, scrutinizing and evaluating the functioning and the results generated by the administration. Thus, the legislature plays an important role in the policy execution process by controlling indirectly the activities of the executives. An executive is
accountable to the legislature for the validity and justification of his acts of policy implementation.

The legislative exerts control over the administration is in three folds:

1. Control over the policy;
2. Control over its implementation and the day-to-day functioning of the ministry and its departments; and
3. Control over the finance.

In a democratic system of government, the executive has to be careful while implementing the policy. It plays a major role in its execution. But it is supposed to do it within the framework stipulated by the legislature. So, the role of the legislature in policy implementation cannot be undermined.

3.1.3.11 Role of the Judiciary

The judiciary also play a significant role in the policy execution. The intervention of the judiciary is called for normally when the policy intent is not clearly worded and diverse interpretations of the policy are generated. In such cases, the court gives the verdict. Whatever the court decides is normally considered and accepted as the final word and becomes binding on both the parties, except in a case when the legislature further legislates on the court’s decision.
During the process of implementation, it is correctly apprehended that actions of the implementing agency may encroach upon the constitutional rights of an individual. It may be by reasons of error or misunderstanding or it may be a deliberate action. In this context, when the administrative agencies are given enormous powers to execute the policy, the individual rights need to be safeguarded against any kind of arrogant or egotistical step on the part of an executive.

3.1.3.12 Role of the Political Executive

In a political system, policy implementation is also as complicated a task as policy-making. The effectiveness of policy, however good it may be, depends on its proper execution. The political executive plays diverse roles in different kinds of policy systems. In a parliamentary system of government, a government executive forms a part of the legislature. Therefore, there has to be close cooperation between the executive and the legislature in the process of policy implementation.

The role of a government executive in policy implementation in India can be somewhat understood by having a look at the structure for the execution of the policies in the government. The ultimate responsibility regarding the implementation of a specific policy lines with the concerned government executive. He enjoys overall control over the personnel and
agencies engaged in policy implementation. Moreover, being a political representative, a government executive is in the position to have access to a channel of getting direct feedback from the target group with regard to the implementation of any given policy.

To sum up, the policy implementation process is action-oriented. It lays stress on issuing sound, clear, consistent and properly planned policy directives, developing the existing organizational structures and also creating new units, whenever required, to cope with quantum of task, training of the staff and equipping them with required knowledge and delegating to them adequate authority for proper administration of the policies.

Policy implementation is not the end of policy-making. It is rather a continuation of framing of policies through other means. So, all efforts must be made to improve upon-the implementation process so that the exercise proves to be more fruitful for making the better policies in the times to come.

The policy process is crucial as well as of critical importance for the success of governmental efforts. Proper implementation erects a bridge whereby the policy aims and objectives are linked up through governmental activities to the end results. There are a number of governmental and non-
governmental agencies and actors involved in implementation of the policies. Yet the major role is played by administrators.

3.2. **TO SUM UP**

India after independence embarked on an ambitious programme of economic development nation faced twin problems of unemployment and poverty. The land was rich with diverse natural resources but unharnessed. The crucial task was to channelize these resource-land. Water, minerals, forest and sea wealth so as to transform them into productive wealth for the people. The Sardar Sarovar Project (SSP) on river Narmada was conceived keeping these potentials.

The ambitious SSP on the river Narmada, which will displace an estimated 67,000 persons in three participating states, could mark the beginning of a new trend for two reasons. First, the programme of R&R is guided by an elaborate policy which seeks to ensure that, following relocation, the resettlers will promptly improve or at least regain the standard of living enjoyed by them prior to their displacement; and that they will be provided proper compensation and adequate facilities for their physical, economic and social rehabilitation. Secondly, the programme of R&R will be monitored and evaluated by an independent organization.
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