



SCOPE FOR SOCIAL WORK INTERVENTION IN RESETTLEMENT PLAN IMPLEMENTATION – A STUDY FROM KASHMIR

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ABSTRACT

Kashmir valley is a popular tourist destination and attracts abundant tourists from all over the world. To cater to the growing needs of annual and seasonal influx of tourists the state of Jammu & Kashmir has sought financial assistance from Asian development Bank to upgrade the transport infrastructure. But the execution of development projects perpetuates involuntary resettlement which in turn leads to adverse impacts on the Project Affected Persons (PAPs) in many ways. In order to address these adverse impacts resettlement planning is done to ensure that those affected are not left out in the process. However, the resettlement planning will be successful only when the Resettlement Plans (RPs) are prepared and implemented properly. There is no doubt that people-centered development is consistent with the values and goals of social work. A significant contribution of social work practice is its ability to span many levels of development. This paper highlights the scope for social work intervention in the implementation of a resettlement plan so that the issues of those adversely affected are addressed and mitigated properly. A sample of 15 subprojects (10 roads and 05 bridges) executed in Kashmir valley which had involuntary resettlement impacts were considered for this study.

Key words: Development Project, Intervention, Involuntary Resettlement, Project Affected Persons, Resettlement Planning

1. Introduction

Present age is the age of development. Every country tries to move forward on the path of development at a very brisk rate. The contemporary India is also on the path of rapid economic development and to augment this development, large numbers of infrastructural development projects are being carried out throughout the country. These development projects include dam projects, mining projects, urban infrastructure projects, roads etc. However, the execution of development projects perpetuates involuntary resettlement which in turn leads to adverse impacts on the Project Affected Persons (PAPs)¹ in many ways like impact on their land, residential

¹ According to multilateral funding institutions like World Bank and Asian Development Bank, PAPs are those persons who stand to lose, as a consequence of the project, all or part of their physical and non-physical assets, including homes, communities, productive lands, and resources such as forests, range lands, fishing areas, or important cultural sites,



houses, commercial establishments and other properties [1]. The affected people in the process of development need to be assisted at all fronts in order to prevent them from impoverishment risks [2]. In order to address these adverse impacts arising out of execution of development projects, resettlement planning is done in order to minimise such risks and to ensure that the affected people at least regain their pre-project standard of living. The ultimate objective of Resettlement Planning is to ensure that the affected people are provided with opportunities to re-establish themselves in an economically self-sustaining manner in the shortest possible time period. The resettlement planning will be successful only when the Resettlement Plans (RPs)¹ are prepared and implemented properly. Through this research study an attempt has been made to highlight the scope for social work intervention in the implementation of a resettlement plan so that the issues of those adversely affected are addressed and mitigated properly.

2. Social Work Intervention

Social work now-a-days is no more confined to its traditional primary methods of Case Work, Group Work and Community Work. It is emerging as an important profession in the modern world. Current evidence indicates that social work is here to stay and that in the decades ahead it will likely grow and expand its services [3]. A significant contribution of social work practice is its ability to span many levels of development. Social work commits itself to development and endorses development which is consistent with its professional value base. It is then incumbent on the profession everywhere to translate that commitment into practice [4]. The purpose of social work intervention is to promote human and community well-being. Social workers through their interventions assist people to address their needs and issues. The degree to which social work interventions are effective is determined by the degree to which client goals and outcomes are achieved [5]. Social work interventions range from primarily person-focused psychosocial processes to involvement in social policy, planning and development. Interventions also include agency administration, community organization and engaging in social and political action to impact social policy and economic development. The holistic focus of social work is universal, but the priorities of social work practice will vary as per the changing conditions from time to time [6].

3. Literature Review

The purpose of the development is to promote economic growth, alleviate poverty and improve living standards for all, and the outcome should generally be beneficial. Usually the projects are started with this objective of development, but consequences of these can however be quite disruptive some times for the project area people, as the project may require their land forcing them to displace/relocate [7].

commercial properties, tenancy, income-earning opportunities, social and cultural networks and activities. Such impacts may be permanent or temporary. This most often occurs through land expropriation, using eminent domain or other regulatory measures. They have no option but to reestablish elsewhere. People can also be affected through exposure to health and safety hazards which then force them to relocate.



Resettlement of affected persons and rehabilitation of their lost assets and livelihood are critical yet imperative social development exercises of infrastructure projects like linear road projects. Involuntary resettlement caused by development projects should be informed by comprehensive mitigation measures in order to reduce adverse impacts on the existing social fabric of PAPs. One of the most crucial aspects of implementing infrastructure development projects (such as roads and highways) is acquisition of land and/or properties and resettlement thereof of PAPs and their families/households [8].

Resettlement outcomes depend on the quality of implementation. Even the best plans, prepared with tremendous attention to detail, do not by themselves improve the lives of resettlers - unless resettlement programmes are also diligently implemented. Although resettlement planning in the projects of the World Bank and other multilateral development agencies has by and large improved in the last decade, resettlement implementation continues to be a challenge [9].

It has been seen that the participation of Non Government Organizations (NGOs) in project design and implementation can improve project quality. It is therefore advisable to identify an NGO, at an early stage, which will help in the implementation process in a desired and productive way. It can also record and document the needs and inputs of the people and can give a constant feedback to the project authorities/executing agency. In other words, an NGO will act as a catalytic agent in helping the affected people to resettle and rehabilitate themselves in a proper fashion. In fact, it has been experienced that where a credible NGO has been associated in the early stages of the project, Resettlement & Rehabilitation (R&R) has been done on a successful note [10].

Further it has been realized that resettlement planning and implementation need dependable and accurate data, reflecting the precise impacts on PAPs so that appropriate entitlement policies can be developed. RPs succeed if formulated on the foundation of adequate and accurate information about people to be affected, their likely losses and vulnerabilities they are likely to face as a result of the imposed change. Implementation is also prone to failure when RPs are executed obstinately, that is, when information gathered in advance is implemented without incorporation of unforeseen changing local circumstances. Therefore, those in charge of R&R need to know the basic techniques of data collection. In order to better prepare for land acquisition and resettlement, data can be effectively collected by means of survey, census survey and socio-economic surveys. These surveys can be further supplemented by the Participatory Rural Appraisal (PRA) methods [11].

It is through proper Resettlement Planning and Implementation that those adversely affected are assisted to improve or at least restore their income and living standards. Through the use of integrated social work approach Resettlement Plan implementation can be done effectively because social workers work with the affected people and people have confidence in them [1]. This can be highlighted from the fact that now the Safeguard Policies of the multilateral agencies clearly state that the implementation of the Resettlement Plans should be done through involvement of NGO's [10].

4. Universe of the Study

Kashmir valley is a popular tourist destination and owing to its natural scenic beauty the valley attracts abundant tourists from every nook and corner of the world. Tourism in the state is one of the important constituent of the state's economy. However, the infrastructure to cater to the annual and seasonal influx of people is insufficient



and the state lacks good surface transport network especially in the valley. Keeping this thing in mind the state of Jammu & Kashmir has recognized the need of a planned economic development by building the necessary infrastructure throughout the state. Towards this goal ADB provided loan for one of the Infrastructure Development Project under which 30 roads and 22 bridge subprojects were executed in Kashmir through J&K Economic Reconstruction Agency (a Special Purpose Vehicle (SPV) established for implementation of externally aided projects in the state of J&K).

However, for the purpose of this research study a sample of 15 subprojects (10 roads and 05 bridges) which had involuntary resettlement impacts were chosen. The sample subprojects considered for this study included the following:

1. Qazigund- Kulgam Road subproject in Anantnag District.
2. Natipora-Newa-Pulwama Road subproject spread over three districts - Srinagar, Budgam and Pulwama .
3. Natipora-Chadoora- Char-I-Sharief Road subproject in Srinagar and Budgam Districts.
4. Shadra-Kamalkote Road subproject in Baramulla District.
5. Batamaloo-Tengpora-Jehangir Chowk-SKIMS Road subproject in Srinagar District.
6. Humhama-Budgam-Arizal Road subproject in Srinagar and Budgam Districts.
7. Bijbehara-Langanbal Road subproject in Anantnag District.
8. Potkhah-Pachhar Road subproject in Baramulla District.
9. Thajiwara-Shangus Road subproject in Anantnag District.
10. Sopore-Bandipora Road subproject in Baramulla and Bandipora Districts.
11. Soafshali Bridge subproject in Anantnag District.
12. Teilbal Bridge subproject in Srinagar District.
13. Tokina Bridge subproject in Pulwama District.
14. Bonchak Bridge subproject in Pulwama District.
15. Kanikadal Bridge subproject in Srinagar District.

The development model that has emerged over the years known as people-centered development model recognizes the need for taking people along the path of development. But in practice the model proves to be a hoax. There is no doubt that people-centered development is consistent with the values and goals of social work. A significant contribution of social work practice is its ability to span many levels of development. But to be affective, social workers would need to have a very well formulated understanding of the area of their intervention. The following paras will highlight the scope for social work intervention in RP implementation.

5. Social Work Intervention in Resettlement Plan Implementation

Mere preparing an RP does not serve the purpose, and it is actually the implementation of an RP which makes the difference. The implementation of a RP is an important stage of a Project Cycle². According to

² A project cycle in a development project consists of various activities of operations or stages – Project identification is the first stage followed by other stages namely pre-appraisal, preparation of Resettlement Plan (RP), implementation, monitoring and evaluation; project completion.



International Finance Corporation (IFC)³ without proper planning and management, involuntary resettlement may result in long-term hardship for affected people. Such potentially negative consequences diminish the developmental impact of the project, tarnish the reputation of the project sponsor, and are contrary to mission of improving the lives of people through private sector investment. Conversely, through proper resettlement planning, a sponsor can enhance the development impact of a project and thereby improve the living standards of affected people [12]. In most of the cases RP is primarily prepared to get the financial support for the project as it is one of the important prerequisite from most of the funding agencies. Most of the time RPs are made before the actual finalization of the engineering design and that is why the impacts envisaged at the time of RP preparation differ at the time of actual project execution/implementation. Implementation of a RP is the most crucial process because it is through this process that the aims and objectives of a RP can be achieved. First and foremost thing in the implementation process is to assess and understand the various institutional mechanisms which are in place as far as RP implementation is concerned. On the basis of this assessment, arrangements may be made regarding the R&R personnel required for the implementation of a resettlement plan. This will ensure that at the time of implementation of the plan, all positions in the project are in place [10].

5.1. Institutional Arrangement for RP Implementation

Implementation of an RP is to be carried out through a set of institutions at various levels. The primary Resettlement and Rehabilitation (R&R) institution in the project under study include:

- Executing Agency i.e. ERA, supported by Project Management Unit (PMU) which uses the services of the following institutions in implementation of the RPs.
- Design & Supervision Consultancy (DSC)
- Local Administration at State level
- Non-Government Organization (NGO)/Agency
- Grievance Redressal Committee (GRC)
- Independent M&E Agency/consultant

Executing Agency (EA) of the State government is responsible for overall strategic guidance, supervision, execution of the project, and ensuring compliance with the loan covenants. The Collector Land Acquisition and the Social and Resettlement Expert at the PMU level are the key officials responsible for RP implementation.

❖ Design & Supervision Consultancy (DSC)

The main role of DSC is in preparation of RPs for submission to funding agency and updation of same based on any suggestions and modifications required during the time of project execution. Here we see great scope for social workers as they can work with the DSC to carry out the process of RP

³ IFC – International Finance Corporation (A member of the World Bank Group) through its Environment and Social Development Department has prepared a guideline entitled “Handbook for Preparing a Resettlement Action Plan” which provides essential steps for best practice in designing and implementing RAPs.



formulation. Social workers can help in better family profiling of the affected families, assessing the vulnerability of marginalized, impacts on the community assets, specifying specific needs and proposing the livelihood restoration measures best suited, keeping in view the socio-economic fabric of the community affected.

❖ **Collector Land Acquisition**

The office of the collector is headed by the Collector for Land Acquisition (CLA) who is of the rank of an Assistant Commissioner (revenue) or above. The CLA is supported by lower revenue officials. The main roles and responsibility are as follows:

- Preparation of the revenue documents (*shajra and khasra*);
- Issuance of land acquisition notification;
- Receiving and hearing the objections (if any) related to acquisition;
- Coordinating with district administration for conduct of negotiations with PAPs;
- Processing the cases for compulsory acquisition in case negotiations fail;
- Preparation of the award of compensation;
- Verifying and distributing the compensation among the rightful owners.

Here the scope for social work intervention can be mainly for receiving the objections related to the acquisition. Social workers act as facilitators and as such can benefit the whole process of acquisition which usually becomes a cumbersome process if the PAPs are not taken along in the process. Secondly the social workers can also prove effective in verifying and distribution of compensation to the rightful owners. They can ensure that the compensation reaches the rightful owner. The social workers can better educate those entitled about the provisions for the mitigation of the impacts suffered by them as provided in the RP and entitlement matrix. They can make them explain the procedures of registering their complaints/grievances, make them comprehend the grievance redressal mechanism and ensure that entitlements reach to the rightful.

❖ **Social & Resettlement Expert (S&RE)**

The S&RE at the PMU level reports to Project Director on day-to-day activities of resettlement implementation. In addition, s/he is responsible for:

- Ensuring project compliance with loan covenants;
- Organizing the training and capacity building programme on resettlement management for the NGO/agency and other PMU and PIU staff on issues concerning - principles and procedures of land acquisition, public consultation and participation; entitlements and compensation disbursement mechanisms; Grievance Redressal and monitoring of resettlement operation.
- Undertake internal monitoring of resettlement implementation and prepare progress reports for submission to the funding agency;
- Oversee coordination with district administration and NGO for land acquisition and R&R and address problems or delays if any;



- Oversee translation of R&R policy in local language and its disclosure which helps people comprehend the policy better and raise their concerns if any.
- Monitor physical and financial progress on land acquisition and R&R activities;
- Participate in regular subproject meetings; and
- Organize bi-monthly meetings with the NGO to review the progress on R&R. This would ensure that all documentation is up to date and ensure that no rightful owner is left out.

Upon seeing the responsibilities of the S&RE of EA, one can say that professionally qualified social workers are more apt for this position than a person from any other educational background as such professionals can compliance with loan covenants, organize training and capacity building programmes on resettlement management for all those involved in the project, better understand principles and procedures of land acquisition, public consultation and participation; entitlements and compensation disbursement mechanisms; Grievance Redressal and overall monitoring of resettlement operation. They can oversee coordination with project administration and PAPs at large.

❖ **Non-Government Organization (NGO)/Agency**

The role of an NGO is critical for successful implementation of an RP in the project. This is because in most of the cases the EA has neither the mandate nor the expertise to deal with such complicated socio personal issues. NGOs mostly work at grassroots level and with requisite qualification and experienced personnel are in a better position to deliver the things at ground level. Moreover, the EA has to look after many other financial, contractual, administrative and coordinating issues which make the proper implementation of RPs an uphill task for them. Another reason for bringing in an NGO is to have an outside agency in implementation process to encourage transparency in the process and provide a forum to PAPs through an NGO to raise their concerns and voices. The EA however could not get any suitable NGO for implementation of the RPs because twice they have floated an Expression of Interest (EoI) for engagement of an NGO, but could not find any suitable NGO for the task. This clearly shows the dearth of NGOs working in the field of R&R in this part of the country. So here we see large scope for the social work intervention in the field of R&R. NGOs ensure compliance with loan covenants, organize trainings and capacity building programmes on resettlement managements for all those involved in the project, better understand principles and procedures of land acquisition, public consultation and participation; entitlements and compensation disbursement mechanisms, Grievance Redressal and convey them to the PAPs. So social workers through NGOs can perform such activities properly.

❖ **Grievance Redressal Committee (GRC)**

The key function of GRC is to solve the grievances of the public in general and PAPs in particular, in a quick, efficient and amicable manner. This is a forum that provides to the aggrieved party a platform for speedier disposal of cases without referring to judiciary. However, the GRC does not prevent anybody from approaching the court of law if he/she is not satisfied with the decision of the committee. GRC has been constituted in every subproject district to deal with the grievances of the PAPs. Professional social



workers can educate the people on the GRC mechanisms in place and help people access the same to sort out all of their issues/concerns.

❖ **Independent Monitoring and Evaluation (M&E) Agency/Consultant**

An independent M&E agency/consultant has been engaged by the EA in agreement with funding agency to undertake quarterly independent external monitoring of the RP implementation. This agency/consultant submits its reports quarterly via PMU to funding agency. The role of this agency is of paramount importance as it can be crucial in the following ways:

- To review and verify the progress in resettlement implementation as outlined in the RP;
- To monitor the effectiveness and efficiency of PMU, DSC and NGO/Agency in RP implementation.
- To assess whether resettlement objectives, particularly livelihoods and living standards of the PAPs have been restored or enhanced;
- To assess the efforts of PMU & NGO/Agency in implementation of the 'Community Participation strategy' with particular attention on participation of vulnerable groups namely (a) those who are below the poverty line (BPL); (b) those who belong to scheduled castes (SC), scheduled tribes (ST); (c) female-headed families; (d) elderly and (e) disabled persons.
- To assess resettlement efficiency, effectiveness, impact and sustainability, drawing both on policies and practices and to suggest any corrective measures, if necessary.
- To review the project impacts on Indigenous People and groups and assess the effectiveness of the mitigative actions taken;
- To develop specific monitoring indicators for undertaking monitoring for Resettlement, Indigenous People Development Plan (IPDP) and the Community Participation Strategy;
- Review results of internal monitoring and verify claims through random checking at the field level to assess whether land acquisition/resettlement objectives have been generally met.
- Involve the affected people and community groups in assessing the impact of land acquisition for monitoring and evaluation purposes.
- To review and verify the progress in land acquisition/resettlement implementation of subproject on a sample basis and prepare quarterly reports for the EA and funding agency.

5.2. RP Implementation Process

The implementation of Resettlement Plan requires very systematic and step by step approach. This also requires adequate manpower, funding, supervision, monitoring, inter departmental coordination, and constant follow up to succeed. Any one of these aspect if missing or weak shall affect the overall progress and timely completion of RP implementation. The various steps involved in RP implementation are described below:

- **Verification of Project Affected Persons** – The data on PAPs provided in RPs need to be verified and validated during the implementation. This is the first and foremost step in implementation process. In this step, each and every affected person is identified and recorded for further progress of

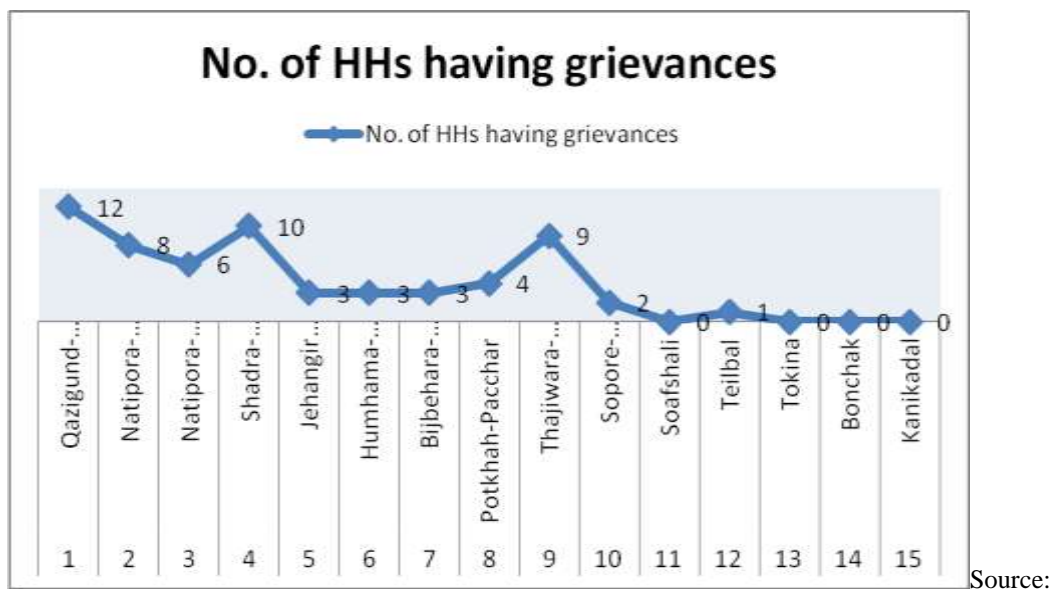


implementation. Both titleholders and non title holders need to be identified since international funding agencies like ADB and WB does not differentiate between the two. Here we see great scope for social work intervention as social workers work very closely with people and as such they can perform this activity better than anybody else. For the project under case study the verification of data was done in order to ascertain the legal titleholders for the payment of compensation because legally only the titleholders are eligible to receive compensation in accordance with the Land Acquisition Act of 1990.

- **Updating the census/ socio-economic survey data base** – Based on the verification of PAPs, the socio-economic data obtained during RP preparation stage needs to be updated. The updating of data will give a clear picture of actual impacted persons eligible for entitlement. Scope for social work intervention is also clear here as they will prove effective in obtaining the data on the socio-economic aspects of the PAPs.
- **Identity card preparation** – Preparation of identity card for each verified PAP is the next important step. An identity card should have photograph of eligible person, name, age, place/village/location, number of family members, caste, vulnerability, type of impact, entitlement category and signature of eligible affected person, NGO representative, EA officials. At least two copies of ID card should be prepared, one for PAP and the other for EA's office record. Scope for social work intervention is also seen for this activity. For the project under reference no such activity was carried out due to the fact that no suitable implementing agency could be hired by the EA to perform such a job.
- **Finalization of entitlement & Micro Plan preparation** – After verification and updating of data for each PAP, finalization of entitlement and preparation of micro plan is crucial. Maximum care should be taken while preparing micro plan and fixing entitlement for affected person. While fixing entitlement, it should be noted that nobody is deprived of his or her entitlement benefits as per prescribed policy. Once the entitlement is fixed for each PAP, it is easier to put it to a micro plan. Micro plan is a document which includes the much of the information as provided in ID card and also includes information on details of impacts such as area of structure, land, trees; eligible assistance under policy and actual amount to be received under each category of loss. The micro plan needs to be verified carefully and to be approved by the concerned authority from the project proponent. Social workers are apt for the preparation of micro plans by virtue of their professional knowledge and skills. For the project under reference no such activity was carried out due to the fact that no implementing agency could be hired by the EA to perform such a job and as such the proper approach towards RP implementation was absent.
- **Setting up of Grievance Redress Mechanism** – Setting up of a grievance redress mechanism is very important for addressing the grievances (if any) of the PAPs. Proper record of the grievances filed and their redressal should be kept by the EA. Here the social workers can prove instrumental in advocating at the part of the PAPs for filling their grievances and also helping the EA to find an



amicable solution to the problems/concerns of the PAPs. In this way the completion of the project in time can be facilitated. A Grievance Redressal Committee (GRC) headed by the District Magistrate (or his representative) in each district of the State was established to facilitate satisfactory implementation of RPs besides providing a mechanism to mediate conflict and disputes concerning compensation payments and cut down lengthy litigation. The GRC provided people, who had objections or concerns about their assistance, a public forum to raise their objections and through conflict resolution, addressed these issues adequately. During the course of RP implementation it was realized that in case of any grievance(s), the concerned PAPs most of the time directly approached the EA for redressal of their grievances. Fig. 1 gives an account of the number of HHs having grievances.



Record of grievances with the DSC

Fig. 1: Number of Project Affected Households having grievances

From Fig. 1 it can be revealed that 61 HHs from 11 out of 15 sample subprojects had grievances which were mainly related to delay in the payment of compensation, left out portion of land, delay in project completion.

- **Consultation with Project Affected Persons** – Consultation is a continuous process that continues throughout the project life, especially during planning and execution period. The project authority/EA must ensure that the channel of consultation is open to people during the project execution period. The EA during RP implementation was not able to do many consultations due to non availability of an RP implementing agency.
- **Opening of bank/post office account** – To eliminate corruption and harassment to PAPs in payment of compensation and assistance, it is advisable to pay through cheque instead of cash. Payment through cheque also automatically facilitate in keeping the record of payment. However, it is



possible that many of the PAPs may not have bank or post office account in their name. Therefore, during verification of PAPs the details regarding bank or post office account must be collected. While doing this care should be taken to avoid any mistake. This exercise will help the project authority in identifying those PAPs who do not have an account in their name. PAPs not having an account shall be helped by the project authority to open an account in nearest bank or post office branches. Social workers can facilitate this process and can help the EA to complete the formalities well in time. During the process of RP implementation the payment of compensation was made through account payee's cheques only. However most of the PAPs opened their bank accounts after the cheques were issued to them and this resulted in delay in payment of compensation. The cheques in the joint names were problematic as they can be deposited into joint bank account only and as such created inconveniences for some PAPs.

- **Notice for Corridor of Impact (CoI) clearance** – Once the above process is over the project authority/EA should issue notice for clearance of CoI to the PAPs. The notice can be given to individual PAPs (in case the numbers are less) or may be placed in the notice board of village panchayat office, prominent places (in case of market area). It is always advisable to put the notice in community place for every body's knowledge. The project authority/EA should take picture of community places where the notices have been placed as record. The notice period is normally provided three to four months from the date of issuance of it. Here the social workers can provide the information to each and every HH/PAP through their network. During RP implementation no such process was carried out because the acquisition process was initiated before the payment of compensation and in all subprojects the PAPs were compensated after the acquisition of their land and assets. This is quite contrary to usual practice of acquisition as per the funding agencies mandate where the payment of compensation has to be made first and then the people have to be informed well in advance to vacate the CoI so that the acquisition is done. Hence great scope for social work intervention.
- **Distribution of compensation and assistance** – Immediately after issuance of notice to the PAPs for clearance of CoI the project authority/EA should move with the process of distribution of compensation and assistance. Since the PAPs are normally provided three to four months time from the date of notice to vacate the CoI, it is imperative that the PAPs have received their dues in time for timely and smooth relocation. It should be noted that the process of sanction of amount and preparation of cheques in individual PAPs name takes some time, the timing of notice to clear CoI and distribution of compensation must be timed with the cheque preparation process. Every effort should be made to ensure that there is not much time gap between notice to clear the corridor and distribution of compensation. The date, time and venue of distribution of compensation must be intimated in advance to PAPs and ensure that the payment is made in public with the presence of locals. This shall eliminate the scope for corruption and create confidence and good will for project authority/EA. Proper record should be maintained for distribution of cheques and photographs taken during this event shall go in



long way in establishing transparencies in entire process. At every step of this activity we see the scope for social work intervention. Although the payment has been made after the acquisition of their land and assets, but all the PAPs had been paid the compensation for their lost land and assets. However the other assistance which include special lump sum grant to vulnerable families, three months income loss, transfer allowance etc were paid to the PAPs only in two bridge subprojects – Kanikadal and Teilbal.

- **Preparing for relocation** – The process of relocation is painful and time consuming. Therefore, the notice period for relocation to PAPs is given between three to four months. During this period the implementing authority should co-ordinate with the PAPs for smooth relocation and should have man and machinery in place to facilitate PAPs if need arises. Here the social workers can act as a mediator between the community and the EA on one side and can also prepare the PAPs mentally for the process of relocation. Social workers can also find the various amenities required by the PAPs at the newly relocated place. The project being the first of its kind in the State, due care was taken not to include subprojects which will involve dislocation of people from their homes and as such no relocation was involved.
- **Relocation of community resources** – The implementing agency must identify those resources along with the PAPs verification process and have a relocation plan for the same. The relocation plan must be drawn in consultation with the people using the facility. It should also be noted that before dismantling the existing facility an alternate must be provided to people to avoid inconvenience. As far as possible the implementing agency should try to relocate community properties away from the Right of Way (RoW) and on village or community land. This activity can best be dealt through the social work intervention. The effective mitigation of impacts on the community assets becomes possible through meaningful in-depth consultations with the community where there is lot of scope for social workers. From the project under study there are inferences where the community organizations instead of opting for cash compensation opted for restoration of the affected assets by the project authorities itself. For example in case of Kanikadal bridge subproject 02 shops of the local mosque committee were got reconstructed by the Government and handed over to the local mosque committee.
- **Internal Monitoring** - Monitoring is an integral part of any project activity. This is particularly true with resettlement plan implementation, where the progress of civil works depend on R&R progress. A successful monitoring mechanism is that which not only keeps track of the ongoing activities but also looks ahead in terms of assessing project success towards attaining intended goals [13]. To assess the ongoing project activity and accomplishing the target, it is imperative to identify key indicators. The indicators for regular monitoring are activities to be performed and target achieved against each such activity. While designing the monitoring mechanism, the objective should be to develop a monitoring framework that is consistent, simple and less cumbersome from the point of view of regular field level reporting. Scope for social work intervention for carrying out the process of



monitoring is great as social workers by virtue of their knowledge are apt for carrying out the process of monitoring. The EA carried out the internal monitoring but owing to non availability of a suitable implementing agency/NGO for the implementation of the RPs, the internal monitoring was not a regular activity as the EA was not adequately staffed for the purpose.

- **Preparation of monthly progress report** – The results of internal monitoring should be presented in a report format at the end of every month. This will provide details of task and achievements at the end of a month. Presenting the data in a report format will give a clear picture to the decision makers on total task in the project vis-à-vis tasks remaining to be completed. The reporting also facilitate the project manages in allocating the resources in area where the progress is lacking or need of additional resources to speed up the work. The monthly progress reporting is self assessment of project authorities and fixing the loose ends if any. The report should also highlight any issues that need to be brought to the notice of highest officials. The social workers can carry out this process with ease as they are professionally qualified for such activities. During the RP implementation it was found that internal monitoring reports were prepared at the EA level. However the preparation of reports on the monthly basis was not done owing to lack of staff at the EA and also due to no availability of the agency for the implementation of RPs.
- **Submission of Progress Report** – Like monthly internal monitoring report, a progress report need to be prepared by the project authority for submission to funding agency on quarterly basis. A quarterly progress report contains the progress for the entire quarter and any other matter that need to be brought to the notice of funding agency or highest project authority.
- **External Monitoring** - An independent agency/consultant shall conduct an evaluation study of R&R aspects of the project to determine whether or not the objectives of the RP in terms of restoration of incomes and living standards have been achieved. The methodology for the evaluation study is based on the follow-up socio-economic survey to determine the impact of the project on income levels and living standards of the affected people. Social and economic assessments of the results of delivered entitlements and a measurement of the income and standards of living of the PAPs before and after resettlement are integral components of this activity. The study should also focus on the process adopted by the implementing agency and come out with good and bad practices in the implementation process. The agency/consultant involved for the purpose should also propose appropriate additional provisions that may be necessary to achieve the stated objectives. The NGOs or the experienced social work practioners can perform this activity properly. To carry out independent external evaluation an external independent monitoring agency has been engaged by the EA for the purpose. The agency submits biannual reports to the funding agency in which the overall satisfaction with regard to RP implementation was conveyed keeping in view the first experience of the State to handle an externally funded project.



6. Discussion

It is an established fact that many lose out in the race for development. The directly affected, as per the law, are entitled to compensation and other benefits as part of resettlement and rehabilitation. However, the indirectly affected- depending on the owners' lands - are left without any protection. Some of them get contractual jobs when the project is under the construction stage but no long term rehabilitation measures are available to them. Development experts find a new role in planning (and implementing) a good R&R for the PAPs. Sensitizing project officials to achieve such a goal is another relevant area open before the researchers and NGOs [14]. This also justifies the scope for social work intervention in the implementation of a RP.

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ⁱ A Resettlement Plan (RP) is associated with a development project which has involuntary resettlement impacts. An RP also known as Resettlement Action Plan (RAP) is a perspective plan prepared for the PAPs of a project in order to address and mitigate the adverse impacts arising out of the execution of a Project. Plans and programmes for both physical resettlement and economic rehabilitation of the affected are envisaged in this document. In other words, it is a time-bound action plan with budget, setting out resettlement strategy, objectives, entitlements, actions, responsibilities and mechanism for monitoring & evaluation mechanism (ADB, 1998).