

Hari Mohan Mathur, Editor No. 1 July 2001

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RESETTLEMENT News reports on ongoing operational, research and capacity building work in resettlement from around the world. The aim is to disseminate information, practical experiences and ideas among those working in resettlement agencies, development research organizations and management training institutes. It is published periodically by the Resettlement Information Network, an informal network of individuals engaged in the study and practice of resettlement management.

The submission of material relating to any aspect of development-induced resettlement is welcomed, and should be addressed to:

Hari Mohan Mathur
Resettlement Information Network
C95 Jagan Path, Sardar Patel Marg
Jaipur 302001, India
Tel/Fax: 91(141) 2364982
E-mail: hmmathur@datoinfosys.net
Website: www.displacement.net

Assisting Informal Dwellers

ADB Workshop on Resettlement Issues in Urban Development

A two-day Consultative Workshop on Urban Resettlement, organized by the Social Development Division (SOCD) of the Office of Environment and Social Development (OESD), Asian Development Bank (ADB), took place in Manila on 25 and 26 July 2000. The workshop participants included government officials from India and Philippines, NGO groups, representatives from universities and private sector.

The Social Development Division in the ADB is currently reviewing its Policy on Involuntary Resettlement and the corresponding Operations Manual (OM) section. One of the objectives of the workshop was to incorporate the recommendations of the workshop into the ongoing Policy review and review of the OM section.

The focus of the deliberations was on the rights and entitlements of informal dwellers to compensation and public participation and consultation in project preparation. Specific recommendations that emerged include the following:

Participants fully endorsed the objectives of the ADB's Involuntary Resettlement Policy and stressed that the national laws and regulations generally do not present any conflict in achieving the above objectives.

The resettlement policy and designed strategies must provide a better living environment and security of tenure to project affected persons and that any relocation to resettlement sites must ensure opportunities for sources of incomes in proximity of their place of residence.

Involvement of community organizations is absolutely important in resettlement policy formulation and project planning, design and implementation. Therefore project timeline must be flexible to facilitate emergence of community organizations and public consultative process reflecting people's perception and choices.

Appraisal of a project should not take place until community organizations are in place and are effective and until the public organizations are able to arrive at consensus regarding their needs, priorities, and acceptable strategies.

Since emergence of community organizations and the public consultative processes take time, these

upstream activities should begin in advance as soon as projects are identified in the Country Assistance Programmes.

Participants emphasized the need for necessary financial support to enable stakeholders play their defined roles. Multilateral agencies should set up special funds for social preparation that could be accessible to community-based organizations for public consultation and participatory process to emerge and for hiring NGOs where necessary.

In her closing remarks, [Anita Kelles-Vittanen](#), Manager, Social Development Division, Asian Development Bank, was emphatic that a minimum package of assistance, including security of tenure is necessary to address the problem of informal dwellers and that the development assistance needs to be supported by policy and legal provisions. She welcomed the establishment of a network of NGO groups from India and the Philippines as an important development and commended the formation of similar networks for sharing of experiences on complex issues of informal dwellers in the context of urban resettlement.

For further information, contact: [Dr Ruwani Jayewardene](#), Social Development Specialist, Asian Development Bank, Manila

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Opposition to World Bank Resettlement Policy

Groups monitoring the World Bank are warning that if its draft resettlement policy is approved, it will contravene the rights of those displaced by the institution's projects. "The current draft is simply unacceptable, and represents a step backwards in efforts to ensure that the fundamental human rights of those resettled by World Bank projects are respected", said [Aviva Imhof](#) of the International Rivers Network (IRN). "We would like to see the Bank move away from involuntary resettlement altogether, towards negotiated agreements as recommended by the World Commission on Dams' final report."

The World Bank has been reviewing a number of the policies that guide its operations, such as the Involuntary Resettlement policy in order to make it clearer and easier to implement. Imhof says the new policy is weaker than its predecessor in many respects, and IRN is now mobilizing NGOs from around the world to pressure the Bank to rethink its previous policies.

Under the new policy, only those who have 'formal legal rights' to the land they are displaced from will be given compensation by the Bank. Those without legal land rights would only receive resettlement assistance. The new draft policy regards those without formal legal rights as "occupying land in violation of the laws of the country". However, in many developing countries many people own land through traditional authority. Also, the new policy only covers those who suffer "directly" social and economic consequences of Bank projects. The term 'direct' is not adequately defined and there are fears that this may result in excluding those affected indirectly such as people living downstream of a dam project.

Contrary to the Bank's thrust, the World Commission on Dams specified in its report that impact assessment "includes all people in the reservoir, upstream, downstream and in catchment areas whose properties, livelihoods and non-material resources are affected." The Commission also recognizes those people affected by dam-related infrastructure such as canals, transmission lines and resettlement developments as suffering from the impact of dam projects.

[Maninder Gill](#) who is coordinating the review of the resettlement policy at the Bank says the institution has attempted to be as inclusive as possible, extending the public input period by an additional three months and even translating the draft into 11 languages. "There is no process in the world that can take into account the demands of 100 per cent of participants", says Gill. If the policy accommodates one side, you will continue to hear from the other, but we now have reached a stage where the Bank has to make its final decision.

Source: Development and Cooperation. No 3/2001, May/June (p.33)

Do Not Undertake Projects If There Is No Capacity To Hand Resettlement

The World Bank's Recent Experience with Resettlement

The Bank's recent study of involuntary resettlement shows that if countries do not have both the capacity and commitment to handle involuntary resettlement well, they should not embark on a large dam project. For years, the infrastructure and human sides of projects were utterly disconnected in most instances. That is now changing, as more countries voice their commitment to handle resettlement well. An even better indication of that commitment would be putting stringer monitoring and evaluation in place.

The best signal will be when governments treat resettlement not as a problem but as an opportunity. One key element in this is to mix land-based and diversified strategies, not just to restore people's incomes but to improve them. A second is to get outside the traditional project cycle and instruments. That means planning for income-generating opportunities well in advance of resettlement and continuing to assess how the resettlers are faring after the dam and relocation are complete. It also means going beyond the project's funds to tap other resources. The third key element is to work with NGOs, the private sector, government agencies, and external donors- to improve resettlement's chance for success.

Public agencies are typically limited in their capacity to handle resettlement. In most of the study's cases, public sector agencies have a technical mandate, unrelated to resettlement. In India and Indonesia, the irrigation department was initially responsible for resettlement; in Thailand, Brazil, China, and Togo, it was the power-generating authority. In addition, obtaining the cooperation of other public agencies that are needed to make resettlement a success (agricultural extension, health, education) can be difficult.

Genuine country commitment to doing resettlement well is the key to success. In China, where the commitment to restore resettlers' incomes was a clear mandate, the resettlement succeeded even in such remote areas as Yantan. In India, the idea is beginning to gain acceptance, but this has taken time to achieve. Above all, monitoring and evaluation have to be an integral part of planning and implementation – not a Bank-inspired exercise that enters and exits with the Bank's presence. The borrowers' undisguised indifference must give way to their recognizing these tools as the essential basis for improved management.

Governments are becoming more committed to good resettlement. In two of the cases, borrowers exceeded Bank standards. There are naturally many levels of commitment. Sometimes there is commitment at higher, more policy-oriented levels, but relatively less at the resettlement officer level, where the resettlement posting is sometimes viewed as an undesirable two-year career step. At other times dedicated individuals in the field are frustrated by indifference at higher levels, which robs them of the resources and other tools needed to perform effectively.

In Brazil, although the implementation agency intended to provide the infrastructure and services resettlers needed, often the federal government did not or could not allocate the funds needed to do so. This led to delays that further increased costs. In Indonesia, implementation proceeded without knowledge of the large number of affected villagers who refused to move because local governments were not responsible for reporting on their migration. Although central government's commitment was questionable in any case, the lack of follow-up at the local level aggravated the situation. At Nangbhetto, too, responsibilities were not successfully transferred as planned to other ministries.

Improving incomes is too big a challenge for implementing agencies alone. Except in China – where decades of experience with a command economy, allocating jobs, and planning for incomes provided the necessary institutional capacity and political will – government agencies and bureaucrats lack the flexibility and grassroots experience to design income-generating options well-suited to resettler capabilities and needs. NGOs should be called on to make a much greater contribution. The private sector can also be drawn in. Looking ahead, governments should solicit cooperation and useful inputs from the earliest stage, forging a wide range of public, private, community, and institutional partnerships.

In all circumstances, adequate resource allocations are essential both during and after the construction period. In Brazil, Togo, India, and Indonesia, relocation preparations and resettlement activities lagged behind because too few resources had been dedicated to them. In Thailand, by contrast, ample resources enabled the implementing agency to achieve a satisfactory resettlement outcome (resettlers are not necessarily satisfied, as NGOs urge them to complain and get more compensation).

Although intelligent planning is a prerequisite to sound implementation, excessive reliance on "paper plans" is dangerous. Reality almost always differs from plans. When it came time to move in Indonesia, despite surveys of villager desires before planning in Kedung Ombo resettlement, far fewer people were willing to enter the transmigration programme than originally said they would go. In China, plans estimated that larger numbers of people could find farm-related employment than proved to be the case. In both instances, adjustments had to be made.

This is the downside of the progress with planning. Although better planning usually means better implementation, this assumption has not helped up for involuntary resettlement. As a subsidiary operation, resettlement continues to receive inadequate attention during implementation. In none of the six cases did implementation follow plans, either because implementation failed to keep up with the timetable, or because plans made incorrect assumptions about resettler needs and resource endowments. Countries that monitored results and had the flexibility to alter plans when warranted did the best.

Source: OED. 2000. Involuntary Resettlement: The Large Dam Experience. Washington DC. World Bank Operations Evaluation Department (Precis Number 194) Winter 2000

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An Evaluation of ADB's Involuntary Resettlement Policy

Policy Impact of Involuntary Resettlement

This special study, conducted by the Operations Evaluation Office of the Asian Development Bank, examines the impacts of ADB's Involuntary Resettlement Policy. The study found the policy framework comprehensive and largely relevant in providing fair treatment to people affected by ADB-financed projects. It showed that the Policy has made considerable gains in achieving its development objectives, enhancing payment of compensation for lost assets, providing improved housing and infrastructure, and restoring livelihood for resettled families. Likewise, it found new awareness in dealing with vulnerable groups, particularly the poor and the landless. On the other hand, the study revealed that both ADB and the executing agencies were weak in supervising and monitoring resettlement activities. DMCs faced several constraints in implementing the Policy, including lack of a comprehensive national legal framework that matches the Policy, weak institutional capacity in most DMCs for resettlement activities, poor supervision and implementation of resettlement activities, insufficient local financial resources to carry out the planned resettlement activities, weak or inadequate initial social analysis during project preparation, and lack of commitment for resettlement activities on the part of many DMCs. To alleviate these constraints, the study recommends streamlining implementation of the Policy, adopting appropriate national policies, providing adequate ADB financing for resettlement, strengthening supervision and monitoring of project resettlement, strengthening institutional capacities of both ADB and its DMCs, and improving initial social assessment.

Source: Asian Development Bank. Annual Report 2000 (p.50)

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World Commission on Dams

The New Delhi Meeting on the WCD Final Report

A one-day meeting to discuss the final report of the World Commission on Dams

(WCD) took place at the India International Centre (IIC), New Delhi on 26 May 2001. The meeting was well attended, with representatives from non-governmental organizations outnumbering persons from other backgrounds. The presentations of the WCD Final Report revolved mainly round the WCD mandate, process, findings and conclusions. [Ms Medha Patkar](#) was among the main speakers on the occasion. The discussions in the meeting did not reflect a unanimous position on dam building in future, but they were both lively and well informed. It seems the controversy surrounding dams is unlikely to die.

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International Network on Displacement and Resettlement

A major activity that the International Network on Displacement and Resettlement (INDR) has planned is to set up a website at www.displacement.net to share news of interest to its members. The plans include placing *Resettlement News* on the web. The website is expected to become active shortly.

The Network was formed on 2 August 2000 in Rio de Janeiro on the sidelines of the Xth World Congress of Rural Sociology. [Ted Downing](#) was elected Chair and [Alan Rew](#) was elected Treasurer. [Juliettee Hayes](#) was appointed Secretary and [Satish Kedia](#), Editor. About 40 resettlement specialists from all over the world were present on the occasion. INDR has since added more resettlement specialists to its membership list, and also issued electronically the directory of its members to date. Membership is open to resettlement specialists on payment of a small membership fee.

For further information, contact: [Ted Downing](#), Chair, [Alan Rew](#), or [Jules Hayes](#), Secretary (on membership).

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Workshop on Social Risks in Development Projects

ERM India/IDFC Resettlement and Rehabilitation Network

With a one-day Workshop on Social Risks in Development Projects organised at the India International Centre (IIC), New Delhi on 9 May 2001, the Environment Resources Management India (ERM India) launched a Resettlement and Rehabilitation Network. The Network is an initiative of the Infrastructure Finance Company Limited (IDFC). The IDFC has assured one-year funding support to ERM India for this activity.

The objective of the Workshop was to bring together persons concerned with the issues of resettlement and rehabilitation to deliberate on ways to contain social risks that often arise in development undertakings. The thirty-four participants who attended the workshop came from a diverse background representing government, industry, research institutions and NGOs. They set their own agenda for group meetings. Four groups were formed around the following four themes: (1) The Challenge of Economic Rehabilitation, (2) Locating Gender in R&R, (3) Dealing with Non-Legal Ownership, and (4) Transparency, Consultation and Participation. The groups identified major issues and also the strategies to address them.

The role of the R&R Network also came up for discussion in the final plenary session. There was general agreement that the Network should focus on information and experience sharing, capacity building and policy development. The Workshop concluded with the hope that the Network will find ways to become financially self-supporting once the IDFC one-year grant has been used.

For further information, contact: [Professor T. K. Moulik](#), ERM India or Ms [Bharti Solanki](#), IDFC

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Forced Migration Review Calls for Papers

The December 2001 issue of *Forced Migration Review* will include a feature section on resettlement projects. For further information contact: Editors, Forced Migration Review, Refugee Studies Centre, Queen Elizabeth House, 21 St. Giles, Oxford, OX1 31A, UK. E-mail: fmr@qeh.ox.ac.uk

Source: Forced Migration Review, Number 10, April 2001

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New Publications and Websites

Resettlement Policy and Practice in Southeast Asia and the Pacific

This publication is based on two related workshops sponsored by ADB and World Bank, with financial support from the Australian Agency for International Development. The workshops dealt with the policies and practices applicable to development projects and other phenomena when an element of involuntary resettlement or economic and social dislocation takes place.

For further information, contact: ADB Publications Unit, PO Box 789, 0980 Manila, Philippines.

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