

## Chapter 14

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### Resettlement Policy and Practice— Action Planning

*This chapter is devoted to the action plans prepared by country groups from the two workshops in Manila and Port Vila. The action planning guidelines were developed and presented by Richard Manning, Consultant to EDI and facilitator for the workshops.*

#### Action Planning Guidelines

Early in each of the two workshops, participants were grouped into teams representing one or more countries. This was for the purpose of later reporting to the entire seminar on how the lessons of the workshop could be transferred to the situation applying in their home countries. Time was provided for the groups to work through a process of review of the main issues discussed at the workshop and formulate a priority list of actions they would want to encourage on their return home.

The principal stages of the action planning exercise are:

- Build a common understanding of the issues through their discussion in their own country-based group;
- Identify and prioritize the issues that are of greatest concern to the group;
- Consider the means at their disposal to carry consideration of each issue forward; and
- Formulate decisions that articulate the approach that the group would propose to follow in addressing each issue on return to their home country or countries.

These operational decisions should have five characteristics: They should be Specific as to their purpose, Measurable in their impact, Accountable in their management, Realistic in terms of resources, and Time-bound in their execution. This makes for SMART decisions.

Several of the small action planning groups contained participants from more than one country and this may have limited the degree of consensus that could be obtained on priorities. However, all groups making their reports to the plenary meeting of their peers on the last day spoke with confidence of the important issues facing them in their everyday work and drew on the workshop material to present credible suggestions for advancing the quality of resettlement activities. A short summary of the main points of each presentation follows.

#### Country-based Action Plans

##### Philippines

The group was concerned that the problems of squatters in urban areas were not being fully addressed. They felt that something like the former Ministry of Human Settlements

needs to be established to take responsibility for monitoring the implementation of resettlement guidelines being promoted by the National Economic Development Agency (NEDA). They were also concerned with the need to provide technical assistance for the preparation of resettlement action plans dealing with culturally distinct communities and that local government units needed to have clearer financial responsibility and commensurate resources for resettlement implementation.

### Thailand/Lao People's Democratic Republic

The group put forward some steps that could be taken by the Government of Lao People's Democratic Republic in the implementation of the Nam-Leuk hydro-power project to protect the downstream community from adverse impacts on their traditional fisheries. The proposal involved the setting aside of a fraction (1 percent) of the revenues from electricity sales arising from the project to be applied to meet the cost of either fisheries improvements or the development of alternative economic activity for those affected even though they will not be displaced and have not lost access to any land. The institutional mechanism proposed was the creation of village development committees that would ensure a fully participative approach to the amelioration program as well as facilitate official monitoring and evaluation of it.

### Viet Nam

The group foresaw the completion of consideration of national resettlement policies later in 1998 and the completion of work by officials on their translation into guidelines for preparing resettlement action plans (RAPs) soon thereafter. With this background, they argued for the development of training programs focusing on the preparation of RAPs to be held at all levels of local administration and in all parts of the country. A well articulated proposal for measurable, accountable, realistic and time-bound action was put forward.

### Republic of the Fiji Islands, Papua New Guinea (Manila Workshop)

The PNG representative outlined existing policy frameworks that were called upon in handling resettlement issues including for the acquisition of, and compensation for, land. He concluded that the existing Land Act needed amendment to take account of resettlement and make provision for a new or existing unit to be responsible for the implementation of the policy. In addition, for the handling of existing problems, a new unit should be established in the Housing Corporation to handle project related resettlement under the guidance of a committee. That committee should include representatives of government departments, statutory agencies involved in infrastructure, social service providers, and customary or traditional landowners.

The Fiji Islands group provided a comprehensive review of existing legislative and administrative machinery and proposed the following new arrangements:

- The newly formed resettlement unit charged with dealing with expiring agricultural leases on customary land should be relocated to the Ministry of Lands without delay;
- Establishment of a national inter-ministry coordinating committee on resettlement including representatives of NGOs and other stakeholders;
- Ministry of Lands to recommend establishment of a tribunal to handle disputes where negotiation of entitlements fails; and

- A coordinated program be implemented to strengthen the links between activities that displace people and programs designed to enhance opportunities for employment and micro- or small-scale enterprise promotion, working particularly with the Squatter Council and concerned NGOs.

## Indonesia

This group provide a most stimulating conclusion to the workshop in Manila with a comprehensive review of the actions needed to be taken to put currently agreed best practices into effect. Their specific recommendations were set out in priority categories from A to E and they provided a mini-SWOT (strengths, weaknesses, opportunities, threats) analysis of the means and resources accessible to undertake the actions. They summarized the extensive analysis presented in the form of one comprehensive recommendation as follows:

- Within five years, R&R policies, guidelines and all related instruments will have been made operational in all relevant development programs in Indonesia;
- To achieve this, training and other human resource development activities should be undertaken covering the public, private, and community sectors; and
- Indonesia will be hoping for the financial and technical support of ADB and the World Bank in undertaking the program.

## Federated States of Micronesia, Tuvalu, Kiribati

These small island states have special problems associated with the predominance of coral atolls having poor soils and very fragile water supplies. As a result, all development activities have significant environmental effects and overcrowding of the limited resource base has been a problem addressed by resettlement for many decades. The group presented two case studies. The first related to the expansion of an airport in Kiribati and the relocation of affected people to the remote Christmas Island. They set up a framework for this with consideration of compensation arrangements. Among the outstanding issues were whether or not to provide new housing at public expense and how to handle the problems associated with the fact that the move would alienate people not just from the land where they lived, but from other plots of land over which they had rights.

The second case came from the Federated States of Micronesia and concerned the resettlement of people whose land had been involved in slippage following unusually heavy rain. It was proposed that, as these and other environmental causes for resettlement were becoming common as population pressure increased, a national policy covering entitlements and procedures should be put in place. These procedures should recognize the need to train people for new occupations and to support the host community into which the resettlers would move.

## Papua New Guinea, Solomon Islands

This group discussed four kinds of resettlement problems that were of immediate and pressing concern for their governments. The first was to deal with displacements caused by natural disasters. It was considered necessary for rapid response procedures to be decided upon as recent experience had not been satisfactory. A national workshop was proposed covering all stakeholders including some who had been adversely affected in the past.

The second example involved mining development that displaces people. It was decided that the two countries should collaborate in the preparation of a policy workshop to be

held within six months and that they would take advantage of two of the workshop resource persons (one from PNG and one from Solomon Islands) to form an organizing unit with appropriate experience to coordinate such an event.

The third topic was that of urban squatters in PNG. In this case it was felt that the first requirement was much better information on the existing settlements so that better approaches, including resettlement, could be considered. To this end, the group proposed a research project based on a collaboration between the National Research Institute and the Office of National Planning Implementation.

Fourth, and finally, was another research proposal dealing with past tree crop (oil palm) development projects that had now shown problems associated with the original resettlement pattern that had left an unacceptable situation for the second and succeeding generations of the resettler group. The object of the research project, done in association with the responsible Department of Agriculture and Livestock, would be to avoid such inter-generational problems in the future. In all cases, there was a wish to open the workshop or research project to interested parties elsewhere in the region and to attract the support and interest of traditional funding agencies and the two development banks.

## Vanuatu

This group also dealt with three kinds of issues involving resettlement. Resettlement of one kind or another had been going on for many years in Vanuatu. It was felt that there was now a pressing need for a national policy to provide a framework for all future occurrences. This was set out as the group's first priority. The second was concerned with the urban area of Port Vila and the many informal settlements, mostly of groups from outer islands, referred to as squatter settlements. A highly consultative process was proposed involving all parties including the Council of Chiefs and the squatter people themselves. The third element dealt with the need to have a practical mechanism for handling emergency resettlement arising from natural disasters, in particular that which might arise from volcanic eruptions.

On each of these issues, the most immediate steps for action had been identified, the responsibilities assigned, the timetable set and some thought had been given to the availability of resources from within the country, elsewhere in the region, or from agencies such as ADB and the World Bank. Following are matters of general concern in Vanuatu: there was more concern for resettlement than for rehabilitation; compensation issues are still inconsistent; full information and consultation needs to be made more common; and there is a need to establish resettlement models drawing on those available from ADB and the World Bank.

## Fiji, Tonga, Western Samoa

This group applied the principles established during the workshop to the very pressing case of terminating sugarcane farming leases in Fiji. After 30 years, many of the traditional landowners in Fiji were unwilling to allow the Native Lands Trust Board (NLTB) to renew leases on the original terms. This presents serious economic problems for Fiji as it could undermine productivity in the sugar industry, which is a major export crop. An information gathering exercise was intended to provide a basis for negotiating to have more of the leases renewed, possibly on the basis of relaxation of the existing laws that ban share cropping and the payment of rent premia. At the heart of the problem is the fact that NLTB rents have been determined administratively rather than by markets and this has resulted in an unfair divi-

sion of economic benefits. The group expected the Fiji task force handling this topic to be fully briefed on the outcomes of the workshop and, as a result, to propose to the Government a much wider range of options for solving the problem.

## Conclusion

These presentations revealed that there was a need for a well articulated policy framework to cover involuntary resettlement and, in many cases, other types of resettlement in all the countries represented at the two workshops. For a few, that work is already in hand; for most, a great deal still needs to be done. The consensus emerged that the guidelines used by the multilateral banks operating in the region formed a sound basis on which individual countries could build for involuntary resettlement. In addition, and particularly in the Pacific, there was a clear need for guidelines dealing with other kinds of resettlement than the development based involuntary kind. Again, it was considered that the existing guidelines had a lot to offer in situations such as urban redevelopment of formal or informal squatter areas and even for emergency relocations in the face of natural disasters.

In addition to their group reports to the plenary, each participant completed an evaluation questionnaire and a summary of the scores given and comments made have been incorporated into Annex C.