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## **Planning Rural Settlements for Refugees :**

**Some Considerations and Ideas**

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## PREFACE

Over the years, UNHCR involvement in rural settlement schemes has increased considerably, first in Africa and now expanding to other continents. While each settlement is unique, certain similarities of policy and design can be identified. Likewise, certain time sequences of surveys and other procedures should be followed when rural settlements are being planned.

The High Commissioner has repeatedly stressed the need for comprehensive, well-composed, well-documented projects. In this connexion, the Office has developed and is installing a Project Management System (PMS) which will formalize our project planning efforts.

Most UNHCR officers, both in the field and at headquarters, are not rural settlement specialists; rather, they are generalist administrators. Yet, as generalists, they are often called upon to direct and/or supervise the overall planning and development of a rural settlement project. UNHCR officers are often responsible for drawing up the terms of reference for, and then overseeing the implementation of, surveys and reports by outside technical specialists. Therefore, they must be able to evaluate and make policy decisions or recommendations based on these reports.

This handbook has been prepared to help UNHCR officers new to these areas of endeavour. It is geared, not to provide the answer to every question, but to ensure that certain questions and considerations are raised and dealt with. Rather than have each officer "rediscover the wheel" the material which follows is based on experience gained in a number of earlier settlement projects. The handbook provides no formulas for success: only considerations related to planning and implementation. It is hoped that by placing more emphasis on the initial planning of a rural settlement project its chances of success will be enhanced.

Basically, there are three ways of settling rural refugees. First, through spontaneous integration when refugees assimilate into the local population, independent of UNHCR aid. Secondly, through assisted spontaneous integration, whereby UNHCR provides some (usually limited) funds to expand the local social services infrastructure in the area. Thirdly, through organized rural settlement whereby refugees are grouped into one or more locations, given access to land; UNHCR finances infrastructure, social services, and agricultural development until the settlement reaches self-sufficiency and can be handed over to the government. This handbook deals only with this last alternative, i.e. that of organized rural settlements.

The major focus of this handbook is on the technical aspects of developing a rural settlement. These matters are important considerations for the physical feasibility and economic viability of the settlement. UNHCR provides substantial assistance in the establishment of such organized rural settlements. In the initial stages of development, a rural settlement is viewed as a project or a series of projects. The goal, however, is to see that this assistance enables and facilitates the settlement's transformation into a living community, in harmony with its environment, with the country at large, and viable over time.

It must, however, be remembered that the metamorphosis from a settlement project into a community or village is a long process. Life is breathed into a settlement through social and cultural values and practices of those who live there. Though no survey can adequately identify or quantify these factors, they too should be carefully studied when designing and implementing projects which establish homes for rural refugees.

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## I N T R O D U C T I O N

i. The planning and development of refugee settlements present unique problems and challenges to host governments, UNHCR, and implementing partners. Refugees may arrive in a country from almost anywhere, in numbers varying from less than a score to tens of thousands. After their arrival, the pressure of numbers, emergency needs and the necessity for haste militate against comprehensive planning and careful settlement development.

ii. It is in this context of uncertainty and haste that governments, UNHCR, and implementing partners must plan in the midst of a crisis. For UNHCR, many calls for new assistance result from such emergencies and crises. To most effectively provide timely assistance to governments hosting new influxes of refugees, UNHCR must be able to treat a crisis as a more-or-less routine occurrence. From any given emergency a rural settlement project often evolves, which takes several years to become viable. It is during the initial emergency that the foundations of the settlement project are decided upon. Despite this emergency action, careful and diligent planning must take place.

iii. Drawn from UNHCR experiences in several countries, whether direct or through consultants and implementing partners, the considerations and guidelines in this handbook are presented as an initial step towards consolidating some of the lessons learned.

iv. The steps envisaged in this paper which lead to sound rural settlement project planning are:

- Reconnaissance of new sites and site selection (paras 2 - 3)
- In-depth site surveys (para 9)
- Policy and design decisions (paras 11, 12)
- Final settlement layout (para 13)
- Project submission with plan of operations (para 15).

### RECONNAISSANCE OF NEW SITES

1. Selection of a suitable site is extremely important since the eventual viability and success of a settlement is very much dependent on the quality of the land and its location. As far as possible, a number of sites should be investigated to select the most suitable one. To do so, it will usually prove necessary for the host government and UNHCR to assemble a site survey team of specialists and technicians, including local talent, outside consultants and/or experts working with international organizations. Such a survey should be well-prepared (usually by the UNHCR field office) and include in its terms of reference specific subjects to be investigated. (See paragraph 6 for composition of the team.)

2. Before the actual arrival of the team and the commencement of the reconnaissance survey, the following preparatory information should be gathered for each indicated settlement site:

- 2.1 Existing maps of the areas (topographical maps on scale 1:100,000 or 1:50,000 are enough at this stage);
- 2.2 Aerial photos and photo mosaics if possible;
- 2.3 Background information on:
  - climate (rainfall pattern, temperature, etc.);
  - geography, geology;
  - land and soil characteristics (kind of land utilization, crop patterns, etc.);
  - existing infrastructure of the area (e.g. roads, schools, dispensaries, etc.).
- 2.4 General information on land tenure, administrative framework of surrounding villages/areas.
- 2.5 Verify if specific development studies have been made on the region where the potential sites are located and if they fall within a wider development plan of the government.
- 2.6 A socio-economic survey of the refugee population to be settled should be undertaken as early as possible after their arrival in a country to provide baseline information on attitudes, motivations, social structure and relationships; leadership potential, types and levels of skills present among the refugees. Such a survey would include: demographic structure; rate of population increase; economic structure including previous and present occupational background; social structure and cultural patterns; degree of previous contact/involvement with the outside world; attitudes and expectations of the refugee population; agricultural experience and practices, etc. (see Annex A for possible terms of reference for socio-economic survey).

3. The actual on-site reconnaissance survey should include:

- 3.1 Determination of boundaries, total surface area, approximate area available for cultivation, proximity to sensitive areas.
- 3.2 Determination of previous use of the land, presence or absence of local inhabitants, traditional patterns of cultivation or grazing for which the land may be utilized during some part of each year or during some years and not others (such as land left fallow for 3-5 years before re-use, or land used by nomads for grazing during some parts of the year).

- 3.3 Evaluation of land resources in terms of vegetation, soil fertility, natural resources, topographical handicaps, building materials.
  - 3.4 Review of water situation including groundwater, surface water, presence/absence of perennial streams for both domestic and agricultural use.
  - 3.5 Determination of health questions, including prevalence of disease, pests, quality of water available.
  - 3.6 Assessment of accessibility of the site in terms of initial transfer of refugees, provision of donated food commodities, delivery of construction materials and access to markets for inputs and produce.
  - 3.7 Assessment of the socio-economic framework of the region including markets, transportation, regional or district social services, communications, human and environmental resources available to assist the project, local living patterns, levels of development and technology.
  - 3.8 Assessment of the local administrative and social context (standards and practices) into which a refugee settlement would be placed and an evaluation of prospects for its successful social and administrative integration after handover.
  - 3.9 A discreet assessment of the attitudes of the indigenous population towards the presence of refugees from a particular area would be useful, as well as an evaluation of the effects of the projected settlement on the demographic characteristics of the district and on the economic and social life of the wider region.
4. The reconnaissance report should present the above findings and give an approximate figure on the number of refugees (optimum and maximum) the site could sustain.
5. Available potential sites should then be ranked in order of suitability and one site selected for further study.
6. Time needed: Approximately one week at each site plus one week to write the report. Personnel: water specialist, an agronomist, a health specialist or epidemiologist, and a socio-economic or rural settlement specialist. Representatives of UNHCR and where applicable any implementing agency, plus relevant government experts, may be usefully included.
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## IN-DEPTH SITE SURVEYS

7. After an initial decision has been made to develop a particular site into a rural settlement, longer-term studies should be conducted on which the framework of the overall development of the settlement project (i.e. a detailed multi-year plan of operations with annual work programmes) can be based and project implementation planned.

8. Accurate and adequate initial surveys will provide the baseline data which are necessary for proper planning and essential for later monitoring of progress, assessment of problems, and evaluation of results. While in absolute terms the cost of such baseline surveys may seem high, they are (as an investment in the future) relatively inexpensive when compared to total project expenditures over the life of a settlement project. Included in the benefits of such planning should be the probability of avoiding costly mistakes based on inadequate knowledge of the potential viability and sustainability of a particular site.

9. The following surveys and studies are suggested as a minimum for making policy and design decisions and for proper planning of project implementation. It must be emphasized that these surveys and studies are intimately inter-related. Implementation of these surveys should not be undertaken in a piecemeal manner. Each survey should relate logically to the other surveys, thus, for example, specifications of the scale of maps should be consistent as should the design of reports. This problem could be resolved by commissioning a single firm or government department to do all technical surveys, thereby ensuring that the specifications of each dovetail into the other. This approach is difficult to realize, however, as few firms are able to conduct the wide variety of studies and surveys needed. Alternatively, then, one should consult the physical planner and/or the firm which will do the final settlement layout to determine the kinds of reports and the level of specificity he/they may require (see Annex D for sample terms of reference for final settlement layout). Actual studies or surveys needed should normally include:

- 9.1 Aerophotographic cover should be developed for the area; often already available from government ministries, necessitating only reproduction and printing costs.
- 9.2 Topographical survey and mapping, including prominent land features, accurate determination of boundaries, assessment of total area and of amount available for use by the refugees. (Time: approximately 1-2 months.)
- 9.3 Soil survey and land suitability studies: including an assessment of soil fertility, erodability, land available for cultivation, land which is unusable for agricultural purposes, land use alternatives available and land management considerations (including the protection of forest reserves and soil fertility). Such a survey should give: an approximation of the amount of land needed to sustain one household at subsistence level;



the number of refugees which could therefore be supported on the land available; the approximate costs of developing this land into a viable agricultural settlement and the measures needed to maintain the agricultural viability of the settlement over time. (Time: approximately 3-6 months. FAO and/or national soil services, resources and personnel if available would reduce costs considerably.) (An example of the terms of reference/specifications for a land suitability survey is attached as Annex B.)

- 9.4 Water studies: including evaluation of rainfall and other meteorological data, completion of a surface water survey and, usually, a groundwater survey. These studies should focus on both the quality and the quantity of water available from various sources and for various uses and should include an assessment of the size of population sustainable with additional expenditures for water development, giving a cost/benefit analysis for such development. Any developmental recommendations should include estimates on the appropriateness of the technology level recommended in terms of resources (funds and technical expertise) available after handover to ensure full maximum operating capacity. (Time: approximately 3-4 weeks. Specialists needed: hydrogeologist and water engineering technician.) (An example of the terms of reference/specifications for water surveys is attached as Annex C.)

#### SETTLEMENT DESIGN

10. On the basis of the above-mentioned surveys (ref. paras 9.1 - 9.4), certain policy and design considerations can be discussed and agreed upon. Experience has shown that several topics should be included in the discussions on project policies and design, with decisions taken on basic assumptions, standards, goals and methods of implementation prior to the development of the detailed plan of operations and timetable.

11. Policy considerations which should be discussed and then decided include:

- 11.1 The fundamental purpose of the settlement project itself, the level of development to be achieved by handover, and the target date for handover to local government administration.
- 11.2 The economic basis of the settlement after a thorough study of the options available, (i.e. subsistence farming, cash crop farming, outside employment, reliance on money economy, or a mixture of these options). These considerations should take into account the need to ensure longterm economic viability of the settlement, maintenance and/or replacement of resources (such as forests, land, water, roads, social services infrastructure, etc.), continuation of the economy over time and estimates on how proceeds from economic production will (if at all) offset government costs for operations of social services and settlement infrastructure.

- 11.3 Annual target per capita income envisaged and means of measurement and economic evaluation.
- 11.4 The uses to which land should be put and the relative amounts allocated to each (for forests, grazing, reserve, open spaces, huts, cash crops, communal farms, agricultural demonstration, social service centres, markets, etc.)
- 11.5 The type of agriculture organization to be developed; availability of land for fallow and water for irrigation if needed. Traditional land clearing is usually practiced in rural settlements with the "slash-and-burn" agricultural procedure most widely used. Under such procedures, maximum fertility exists only during the first two years without the addition of fertilizers. If nothing is done to artificially or naturally increase the fertility of the soil, it will rapidly deteriorate. Traditionally, rotation has been used between cultivated and fallow plots to maintain some level of natural fertility. Efforts of agricultural extension workers in some settlements to introduce chemical fertilizers (even at heavily subsidized prices) often meet with resistance vis-à-vis subsistence crops and minimal acceptance vis-à-vis cash crops. In addition, access to chemical and/or natural fertilizers is often uncertain and unreliable. In some areas, manure and compost could be usefully employed. Methods for ensuring continued soil fertility must be reviewed and recommendations for action made.
- 11.6 Forms of land tenure which might serve as incentives to higher agricultural production and greater settler satisfaction/contentment. Means to avoid either fragmentation of holdings and/or consolidation of holdings. Local custom and national law in this respect have to be taken into consideration.
- 11.7 The intended size of the settlement (initially and subsequently) and comparison of this with the administrative experience and organization of the local government body which will be responsible for operation of the settlement after hand-over; considerations of maximum size versus optimum size; of economies-of-scale versus diseconomies-of-scale. The maximum carrying capacity of a settlement in terms of land, water and human resources should be determined. There is some evidence to support the conclusion that considerations of economies-of-scale often favour larger settlements. While this may be true, there is some point at which these savings are considerably reduced. Once the optimum population has been reached, additional increases incur a disproportionate and increasingly expensive burden to expand and maintain a target level of services. Given these considerations of diseconomies-of-scale, and given the special circumstances of refugees, what would be the optimum size of the refugee settlement? That is, what the optimum size a settlement SHOULD be is not always the same as what the maximum size COULD be if analysis were based solely on physical factors of land and water.

- 11.8 The roles and responsibilities for caring for and catering for population growth through natural increase, including government and UNHCR roles during settlement development and that of the government after handover to provide and maintain a certain per capita level of services and amenities. The rate of natural increase of many refugee settlements is often greater than that of the indigenous population due to a distorted age distribution among refugee populations. The ramifications of a high rate of natural increase are considerable, including a need to continually expand the area of cultivable land and other infrastructure resources/services even after handover. This represents a tremendous post-handover burden of capital outlay and consequent recurrent expenditures to be borne by the government.
- 11.9 Creation of an on-going population census and registration system which includes information on age, sex, education and the special skills of each person, date of arrival in the settlement, materials and equipment provided and plot number allotted.
- 11.10 The degree to which the preferences and skills of the refugees will be included in the design and implementation of the settlement, and how this involvement will be organized and/or formalized during project implementation and after handover.
- 11.11 Use to be made of the community development approach (see para 24 below) to land settlement as the main method of project implementation.
- 11.12 The degree of refugee participation in managing their own villages, in planning for the settlement and in developing divisional and/or district development plans, and in ensuring quality/quantity of services/benefits after handover.
- 11.13 Types of formal or informal refugee organizations desired for best project implementation and for continuation and self-reliance after handover.
- 11.14 The role of a cooperative movement/society in the economic activities of the settlement, especially the viability and sustainability of the cooperative in terms of: full participation of the members; managerial and marketing expertise and staffing; existence of a market; access to resources; ability to expand; and long-term viability.
- 11.15 Considerations relating to employment of refugees on the project, including salary levels, use of self-help, emphasis on self-reliance, use of food-for-work.

- 11.16 Level of material assistance (clothes, food, kitchen and farm implements, blankets, hut-building material, etc.) to be given to the refugees.
- 11.17 Implementation of a strict policy of distribution and termination of the rationing of food and other commodities based on the number of years a refugee has been in a settlement. In determining the level of food aid to be provided, two considerations must be kept in mind. The first is the quality (protein content) of the food and the provision of an adequate diet. The second is the effect of continued distribution of substantial quantities of food aid which could induce dependency among refugees, and reduce their incentive to work to increase production. It is undeniably true that food and other rations serve a vital function during the initial installation phase of a settlement. What is less known is the point at which such aid becomes counter-productive. The mechanism by which aid will be withdrawn should be decided upon early in the project and explained to refugees and other interested parties.
- 11.18 Consideration of a plan for "matching contributions" by government and the refugees, each bearing specific burdens and responsibilities for project implementation.
- 11.19 The level of basic infrastructure (housing, water supply, roads, etc.) to be provided under the project, the standards to be utilized, the means of construction and implementation; the appropriateness of capital investments/technology vis-à-vis usage and skills to maintain/sustain the investments over time; and consideration of the ability of the government and/or refugees to meet the maintenance and operation costs of the settlement after handover.
- 11.20 Emphasis to be given to utilization of local materials readily available to decrease initial costs and make operation and maintenance easier to sustain.
- 11.21 Choice of the appropriate level of technology becomes important. As has happened in some projects in the past, the viability of a settlement has depended on a level of technological sophistication (and consequent high recurrent operating costs) which was not sustainable after handover. Technological sophistication implies a cost, material and operational burden which is often inappropriate given the political/administrative context of the project. Access to spare parts, fuel, skilled operators and repairmen, and sufficient operating funds are often limited. In the context of limited resources in many developing countries for almost unlimited priority government projects, refugee settlements cannot expect special consideration or access ahead of local indigenous settlements.
- 11.22 Integration of the levels of technology adopted for the various sectors.

- 11.23 The degree of emphasis (in terms of resources and trained staff available) in the initial year(s) of project implementation to be placed on socio-economic development (such as community development, agricultural extension, household and village sanitation) as opposed to capital development (such as building construction and other physical infrastructure).
- 11.24 Early anticipation of manpower requirements (such as the cooperatives management) and commencement of training to meet them.
- 11.25 Use of village development teams to visit rural areas so that the action of various extension workers (health, community development, agriculture) is coordinated and consistent.
- 11.26 The specific kinds and numbers of staff and expertise required to implement the project (teachers, social workers, agricultural extension workers, construction supervisors, etc.) and the source for each (UNHCR, government, voluntary agency, refugees).
- 11.27 The procedures for handover of the settlement, including the possibility of phased handover (see para 24) of sectors to local government for operation and maintenance once initial establishment and installation has been completed under the project.
12. Design considerations should be discussed among all parties (including the refugees themselves, as it is their community) and then agreed upon:
- 12.1 Physical design and layout of the settlement, especially whether to create a centralized main settlement core which could provide a focus for inter-village activities as well as facilitate access to central services by the villagers, or to adopt a more scattered, decentralized approach.
- 12.2 Creation of satellite villages with some land available on the fringes for expansion of the community and substantial reserves for forest, firewood, and ecological balance.
- 12.3 Development of a central focus for each village by grouping social community service centres together with markets, schools, shops, community hall, library, well, etc.
- 12.4 Size and distribution of individual household plots and communal farms, taking into consideration the size and labour capabilities of the family or social group, customs and traditional practices, soil fertility, and type of agricultural utilization envisaged. Three of the many layout design possibilities are linear, concentric, and pie-shaped (refer Annex D). The linear layout consists of

a grid pattern of roads. Fallow or reserve land is available only at the edge of this settlement. For all practical purposes, villages themselves cannot expect to meet population growth; therefore, new villages on the fringes of the settlement must be created. The concentric design is where villagers reside on small contiguous plots with larger fields for family or communal farming available on land outside of the village itself. Another design is the pie-shaped, combining characteristics of the linear and concentric in that the village "pie" is divided into "slices" with houses grouped collectively at the centre on the narrow points of the "slices" while the remainder of their plots extend behind them as the "slices" become bigger. Each of the three systems has positive and negative aspects, all of which should be carefully evaluated in terms of the end product desired and the prevailing standards and practices in indigenous villages, before the settlement layout is decided. Consideration should also be given to the type of layout used by the refugees in their own country.

- 12.5 Size, utilization, distribution and placement, maintenance, management and operation of: land reserves and open spaces; protected forest areas; communal farms and live-stock schemes, etc. As land is cleared, the forests are removed. For any rural settlement, rapid and extensive deforestation could have a significant negative impact on soil fertility, erosion, presence of ground water, etc. Reafforestation projects are often very difficult to establish in areas where deforestation is an act of initial development, a period of time when long-term consequences are too often ignored.
- 12.6 Heavy early emphasis on agricultural experimentation and demonstration including establishment of control plots to test the effects of continued use on soil fertility, of the use of various chemical and natural fertilizers of various rotation schemes, of fallow and land rejuvenation, and to train farmers in new methods.

#### LAYOUT SURVEY

13. After completion of the various in-depth surveys and following the decisions taken regarding policy and design considerations of the settlement, the final settlement layout can be completed. In many cases, this could be done by the implementing partner when one has already been selected. In other cases, an outside firm could be hired to provide the general layout of villages on the site, including placement of roads and social service facilities, water development, etc. (An example of the terms of reference/specifications for the settlement layout is attached as Annex E).

### PROJECT MANAGEMENT SYSTEM (PMS)

14. All decisions regarding the policies, design and implementation of the settlement project should be contained in a plan of operations agreed upon by all parties concerned. Using this detailed and specific plan of operations, implementation, monitoring and evaluation are easier and routine.

15. Elements of a Project Management System (PMS). The major focus of the PMS is the careful and detailed submission, design and description of the project. It is on this work that all else depends. The entire PMS consists of specific project submissions which will incorporate detailed plans of operations; (see Annex F, Project Submission Outline, with Part C being the Plan of Operations). The project submission follows the outline below:

PART A. Basic Information

PART B. Background and Justification

PART C. Plan of Operations:

1. Project purpose
2. Project description (by sector and component)
3. Objectives by sector and component
4. Summary time chart
5. Project inputs and budget

PART D. Monitoring, Reporting and Evaluation:

1. (Quarterly) monitoring and reporting
2. Mid-Project review(s)
3. Annual narrative and financial reports
4. Certification procedures for handover/completion
5. Final project narrative report

16. The actual agreement for a multi-sectoral/multi-year rural settlement project would consist of two parts: the overall Basic Agreement incorporating the Plan of Operations and indicative multi-year budgets; and a series of Annual (financing) Agreements making reference to the Basic Agreement and the Plan of Operations and then specifically spelling out the Work Programme (i.e. objectives and time schedule) for a specific financial year and the Annual Budget for the project. (The system and format are diagrammed in Annexes F, G and H.)

### PHASES OF SETTLEMENT IMPLEMENTATION

17. Preparation for installation:

- 17.1 Hiring and training of government and project settlement staff; their arrival and accommodation at site prior to transfer of the refugees.
- 17.2 Demarcation of settlement area.
- 17.3 Site development, including site clearing and levelling, water supply and basic roads.
- 17.4 Demarcation of individual plots.

- 17.5 Establishment of warehouse or storage area(s) and stocking with basic drugs, food, equipment and utensils to be distributed to refugees upon (or soon after) arrival.
  - 17.6 Possible reconnaissance of the area by representatives of the prospective settlers including perhaps some initial clearing or other infrastructural development at the new village site by an advance work-party of refugees.
  - 17.7 Administrative arrangements and procedures for the reception of refugees, including registration and census forms, procedures for allocation of plots and equipment, etc.
  - 17.8 Physical arrangements for reception of the refugees (including housing, sanitation and nutrition during the period immediately after arrival).
  - 17.9 Arrangements for transportation and transfer of the refugees.
18. Installation of the individual refugee and his family:
- 18.1 Reception of the refugees (including registration).
  - 18.2 Provision of agricultural materials, equipment, and household utensils to refugees and recording quantities issued and to whom.
  - 18.3 Distribution of farm plots.
  - 18.4 Construction of temporary houses.
19. Development of the settlement as a whole:
- 19.1 Organization of basic services and roads.
  - 19.2 Provision of basic material, goods and agricultural inputs.
  - 19.3 Initiation of agricultural extension and training.
  - 19.4 Distribution and specialization of tasks in the economic field.
  - 19.5 Encouragement of habits and traditions of group and joint action for community purposes.
  - 19.6 Organization of settlers into village units and training for self-government and self-reliance of these villages.
  - 19.7 Expansion of communal activities, etc.
  - 19.8 Construction of permanent dwellings.
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20. Integration of the settlement into the economic, social and political life of the wider district, region and nation:

- 20.1 Phasing out should begin as soon as the settlement is considered viable; the definition of "viable" would have been decided upon and recorded in the Project Description included in the Plan of Operations. Project administrative personnel and facilities could be phased out first and technical personnel and facilities later.
- 20.2 Getting the community ready to take over responsibility from the project administration after handover and work cooperatively and constructively with government departments and officials.

21. Indicators of readiness for handover include:

- 21.1 Completion of land distribution.
- 21.2 Completion of most urgently needed community facilities.
- 21.3 Attainment of self-sufficiency for family needs in food and living conditions, which was roughly described in the Project Description.
- 21.4 Willingness to invest and take economic risks to further develop individual and/or collective enterprises.
- 21.5 Development of a dynamic mentality and self-reliant attitude among the settlers. The ultimate goal of handover should be the withdrawal of all external management (UNHCR as well as the government). The settlers should be involved in the process from the very beginning.
- 21.6 Maturity and degree of cohesiveness of the community including its ability to take decisions and follow them through, to stimulate initiative and functional leadership, and to make spontaneous use of governmental resources.

22. Integration can be facilitated by:

- 22.1 Relating local production potential to national/regional/district needs.
- 22.2 Relating the land settlement programme to the overall plan for social and economic development of the larger governmental and market units.
- 22.3 Fostering friendly relations between the settlers and the local indigenous population.
- 22.4 Participation of the settlement in the social services system of the wider region.
- 22.5 Expanding the services and facilities of the settlement over a wider region to include the nearby local population.

- 22.6 Encouraging the people to seek out and use available local and regional governmental organs in the fulfillment of community projects (i.e. stimulate settlers to use available government resources in the wider area).
- 22.7 Encouraging and formalizing frequent consultations between project administration and local government officials.
- 22.8 Early notification of local government of target handover date and various costs involved.
23. The Community Development Approach to Land Settlement:
- 23.1 Creates a sense of community and local identity: providing incentives for group efforts and individual enterprises; ensuring continued improvements in living standards during project development and after handover; increasing the sense of local responsibility and decreasing local dependence on outside administration; improving co-ordination among government agencies and cooperation between government and people; relating local plans to district, regional and national ones; integrating local schemes into broader overall plans for economic and social development.
- 23.2 Stresses design of settlement operation which requires relatively little centralized leadership, relying heavily on "grass-roots" local-level organization and leadership.
- 23.3 Endeavours to assist in the emergence of organizations "from the bottom up", particularly the formation of village councils and cooperatives, and to assure full participation of those organizations in the planning and implementation of settlement projects.
- 23.4 Stresses discovery and development of local leadership elements both traditional and new (emerging natural leaders), by involving them in the development and management of the settlement.
- 23.5 Aims at increasing the individual's ability to analyse situations, to meet and solve problems and work together with others in cooperative ventures.
- 23.6 Aims at developing a new viable social organization. .
- 23.7 Aims at an effective integration of the community into the nation by linking self-help activities at the local level with national objectives.
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DRAFT PROCEDURES FOR HANDOVER

24. A handover date should be selected, with the involvement and concurrence of all parties, which:

- 24.1 Allows refugees to become self-supporting and self-reliant in meeting basic needs;
- 24.2 Allows for completion of all sectors of settlement infrastructure (some of which, in a programme of phased handover, will be handed over to local government immediately upon completion of the sector).

25. Once a date has been tentatively established based on the above criteria (para 24), the following procedure may be considered:

- 25.1 Completion dates for all construction should be set;
- 25.2 Post-takeover staff requirements should be set and annual recurrent expenses should be determined; these should then be discussed among all parties and officially sent in writing to the responsible Ministries and governmental organizations in sufficient time to ensure their inclusion in the relevant fiscal year budget proposal;
- 25.3 Redundant staff should be identified and given sufficient notice to secure alternative employment opportunities.

26. Just before the beginning of the transition to handover, it may be useful for a survey team (consisting of representatives from relevant ministries of government, implementing agencies, UNHCR field office and Headquarters and possibly representatives from FAO and WHO and/or outside consultants) to conduct an in-depth review of the settlement including the following subjects:

- 26.1 Completion of infrastructure, including analysis of: Overall adequacy; recurrent annual operation and maintenance costs; additional construction needed to meet stated national standards and/or the needs of an expanding population; etc.
- 26.2 Economic integration, including analysis of: Agricultural production; fertility of the soil; availability of water; viability of settlement as self-sufficient in food; anticipated annual per capita income compared with that of the country as a whole and with local regional and district figures; need for further extension work in agriculture or animal husbandry or management of cooperatives, etc.
- 26.3 Social integration, including analysis of: Refugee versus non-refugee interaction and coordination; refugee participation in local events and local social structure; relative isolation/integration of the settlement; social mobility within the settlement; and ability/non-ability to leave the settlement for a better job or education; need for additional community development work, etc.

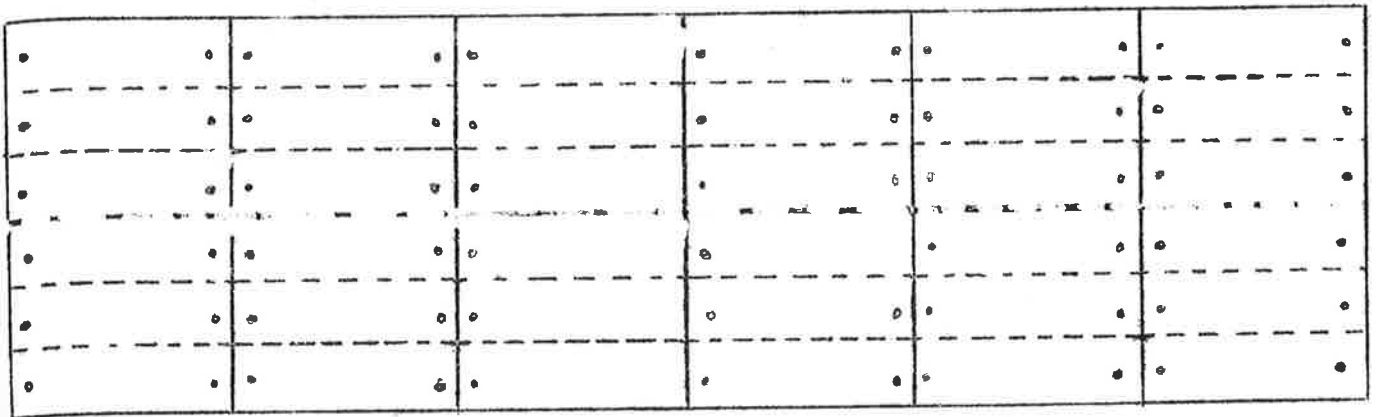
26.4 Administrative integration, including analysis of:  
Prospects for naturalization; participation of refugees in local decision-making processes affecting their settlement, election/selection of refugee leaders; participation of refugees in administrative matters outside of the settlement.

27. The results of this evaluation should be reviewed by the government, UNHCR and any implementing agency, and an agreement reached among them on the responsibilities and roles of each party separately and of all parties collectively (if any); in principle, this agreement should be in writing and signed/endorsed by all parties concerned.

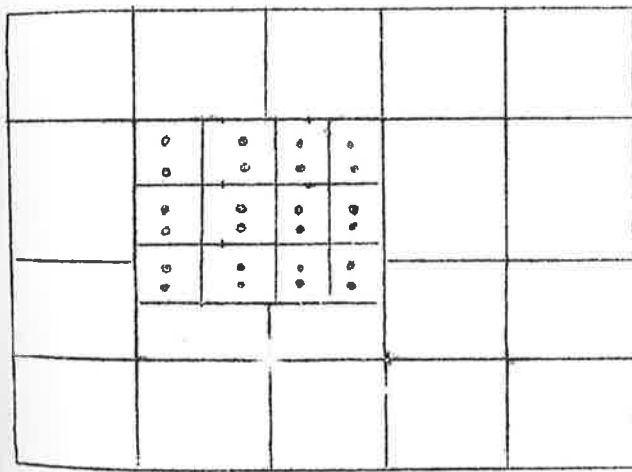
28. The phase-out and transition period could then begin; the refugees would be notified and brought into the transition planning and implementation.

Some Types of Settlement Layout

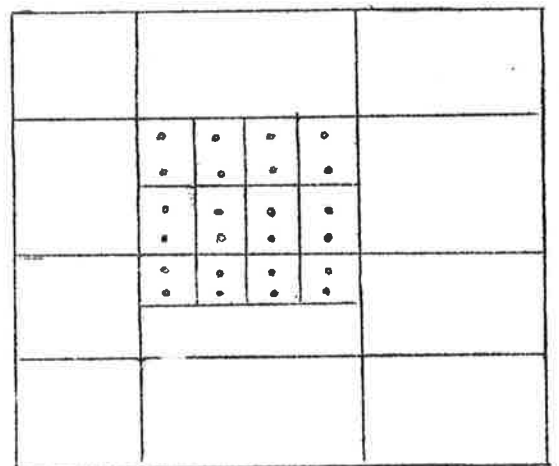
A. LINEAR



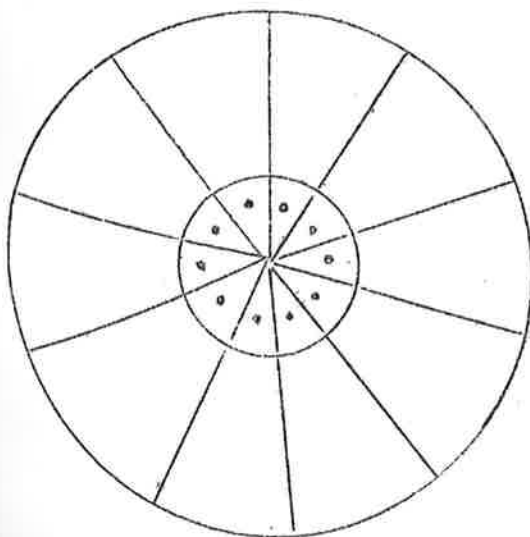
B. CONCENTRIC



OPEN/RESERVE



C. PIE-SHAPED



OPEN

RESERVE

