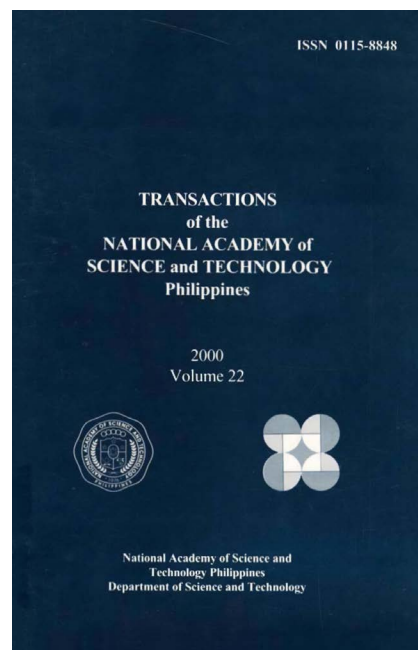


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# Human Settlements as an Intervention in Community Development

Fe L. Porciuncula and Pura Depositario

<sup>1</sup> Central Luzon State University, Muñoz, Nueva Ecija 3120

<sup>2</sup> University of the Philippines Los Baños, College 4031 Laguna

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## **HUMAN RESETTLEMENT AS AN INTERVENTION IN COMMUNITY DEVELOPMENT**

FE L. PORCIUNCULA<sup>1</sup> AND PURA T. DEPOSITARIO<sup>2</sup>

<sup>1</sup>*Central Luzon State University  
Munoz, Nueva Ecija 3120*

<sup>2</sup>*University of the Philippines Los Banos  
College 4031 Laguna*

### **ABSTRACT**

This study focused on the Bagong Buhay resettlement in Nueva Ecija settled by displaced families from Pampanga and Zambales as a result of the Mt. Pinatubo eruption in June 1991. It analyzed the complexities and attendant characteristics of the resettlement process, its outcome and viability, the factors affecting such outcomes/viability, and the implications that may be useful in future resettlement planning, implementation, monitoring and evaluation.

The resettlement of Mt. Pinatubo victims as in the case of Bagong Buhay proved to be an important and powerful mechanism through which the displaced were assisted to rebuild their life anew. Results of the study revealed that resettlement was a complex, stressful, and often difficult process. The settlers had to adapt to a new and unfamiliar environment and at the same time create productive enterprises and new social organization to cope with the new situation.

The implications of the study point that resettlement must not be approached simply as a movement of the displaced to a new land but must be holistically approached as a development opportunity to mobilize the resources of the state, different government organization (GOs)/nongovernment organizations (NGOs), and the settlers themselves who are the main actors in the pursuit of development.

**Keywords:** resettlement, community development

### **INTRODUCTION**

Resettlements have become part and parcel of the development process and pose major challenges to governments trying to promote strategies for economic growth and social change.

Resettlements caused by development projects (i.e. dam construction) as well as disasters continue to be of great concern to development planners and project designers. In the case of resettlements due to disaster, the Mt. Pinatubo experience in the Philippines brings to fore a more complex and painful type of resettlement. The Mt. Pinatubo eruption had caused adverse impact in terms of loss of life, social and economic disruption, and damage to property as well as the environment. The extent of damage caused by the volcanic eruption had forcibly led to massive relocation of the affected families as thousands abandoned their homes and moved to resettlement areas sponsored by the government.

In such a case, the task of re-creating a new and viable community becomes enormous as the people are faced with great uncertainties. The displaced are also faced with the task of developing entirely new production system as well as a coherent and viable patterns of community organization in an unfamiliar environment.

For these reasons, development projects that caused displacement of people from their own environment should be avoided or minimized or planned with utmost care. Since natural disasters, social disruption, and the implementation of development projects will continue to accompany future technological, social and economic change, further improvements in resettlement policies and strategies in planning, implementing, monitoring and evaluation and in the social science research on resettlement remains imperative. Likewise, while it is certain that more lands will be settled in the next decades, there is a need for policy makers and development workers to design effective forms of intervention in the resettlement process.

This research attempted to explore and achieve an understanding of the resettlement process and its effect on the displaced population and the social, economic, and environmental consequences of resettlement. The increasing concern for environmental sustainability requires that the consequences of resettlement be critically considered and that future project design includes plans to mitigate the negative environmental consequences associated with resettlement. Certainly there are lessons to be learned which becomes relevant in identifying situational factors likely to facilitate the success of new settlements and policy issues that need to be addressed in planning for future undertakings.

### OBJECTIVES OF THE STUDY

This study was committed to meet the following objectives:

1. To describe and assess the process followed in establishing a resettlement community;
2. To assess the implications of the policies and strategies invoked by GOs and NGOs in the process of establishing a resettlement community;
3. To analyze the settlers' response to their resettlement with particular reference

- to their coping mechanisms as well as their receptiveness to development opportunities;
- 4. To determine the positive and negative outcomes of the resettlement process and factors affecting such outcomes;
- 5. To find out problems and critical issues in resettling the displaced people; and
- 6. To develop an alternative framework useful for the systematic planning, implementation, monitoring, and evaluation of resettlement.

## METHODOLOGY

### Conceptual Framework

The occupation of a new land by the displaced population and its gradual transformation into a community operating as a social system is a dynamic process shaped and influenced by changing conditions and several factors affecting it in a variety of ways.

The resettlement process encompasses the various stages of a dynamic transformation of a land into a new community commencing with planning, continues through the move and reinstallation of the resettlement area, adaptation to the new environment paving the way for economic and social development and ends with handing over and incorporation. The resettlement process thus indicates that the displaced population passes through development sequences as they move away from their old community and adapt to their new environment. It also indicates the settlers' coping mechanisms or the kind of response exhibited to their new situation, the environment as well as the opportunities for development.

The resettlement process necessitates the involvement of many actors with the inherent roles and functions in close partnership with one another, citing in particular the GOs, NGOs, and the settlers themselves. Resettlement building is always a major and complex feat of human creativity, receptiveness, and ability to adapt to and control natural environment (McMillan et al, 1992). The key factor in the resettlement process is its social actor - the settler himself or the population group at work. The settlers thus, take center stage not only because they are the direct beneficiaries of resettlement as a development intervention but also because their involvement is fundamental in the success or failure of the outcome of the resettlement process. The resettlement process is conditioned and determined by the roles and actions of the government with particular reference to its policies and strategies zeroing in on project design, resource mobilization, project planning, implementation, monitoring, and evaluation. Complementing this is the role of the NGOs with a particular task to play given its familiarity with the settler-beneficiaries and excellent position to directly link and collaborate with both the people and the government as well. It is put forward that the interface and collaboration between

the GO-NGO-Settlers will influence the nature and outcome of the resettlement process.

Resettlement as a process is in itself a process of change with the outcome either positive or negative. The outcome either social or economic at the individual level is influenced by a variety of socio-economic, communication related, and psychological factors. The outcome at the community level may be positive or negative focusing on land tenure, socio-economic and institutional development and environmental impacts. The outcome is also influenced by several factors such as the resource base of the community, budget allocation, scale of resettlement, and settlement management.

The viability of resettlement as a development intervention becomes the final outcome on the basis of the socio-economic and environmental consequences.

The hypothesized conceptual framework is presented in Fig. 1.

### Research Instrument/Data Collection

This study was conducted in Bagong Buhay resettlement in Palayan, Nueva Ecija, Philippines involving 182 respondents.

Primary and secondary data were gathered in the conduct of the study. Personal interview was conducted to gather the primary data using an interview schedule involving the household heads as the main respondents of the study.

A participant observation technique was used to observe the settlement and its production patterns, non-farm activities, topography and climate in the area, patterns and manifestation of kinship and community support, manifestations of deforestation and soil erosion as well as the conservation practices employed, evidences of abandonment, and other activities and behavior which may be deemed useful and important to the study.

Primary and secondary data were also gathered from key informants particularly project staff from GOs/NGOs involved in the resettlement area using a questionnaire. Project documents, reports, and minutes of agency meetings were used in the collection of secondary data.

An Assessment and Development Classification Guide developed by the Department of Agrarian Reform with the indicators and point system based on the National Economic and Development Authority (NEDA) standards were used and validated to determine the level of development of the resettlement community focusing on land tenure status, socio-economics, and institutional development.

An environmental impact assessment (EIA) was also undertaken to determine and assess the impacts of resettlement. A group of experts from Central Luzon State University together with the researcher undertook the EIA using an interaction or Leopold matrix. The matrix listed activities relevant to resettlement along a horizontal axis and existing environmental characteristics along a vertical axis. The interaction matrix identified and evaluated impacts on the basis of interaction between activity and the subsequent impacts on the environmental setting.

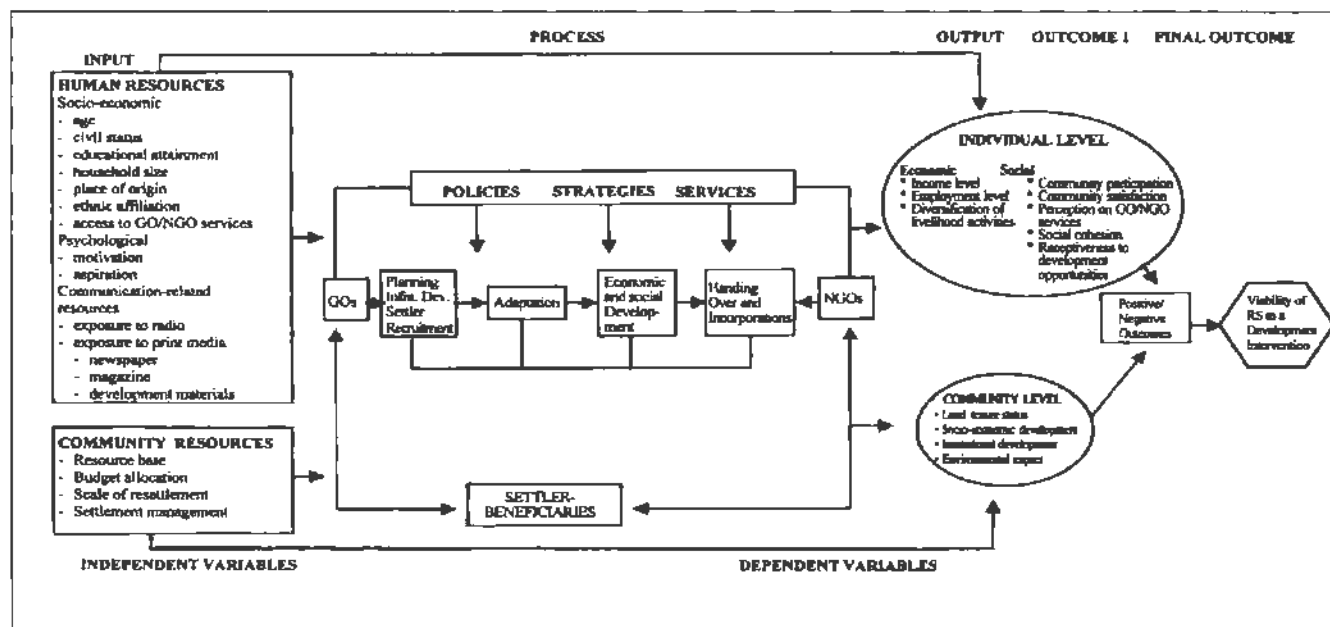


Figure 1. Conceptual of the resettlement process showing the outcomes and hypothesized relationships between the independent and dependent variables.

## Data Analysis

This study addressed both the area of content (through quantifiable indicators) and the process as well.

The viability of resettlement as a development intervention was determined both at the individual and community level.

The quantifiable data were processed and analyzed using the Statistical Package for the Social Sciences (SPSSx). Descriptive statistics using the mean, range, percentage, and standard deviation were used to summarize the descriptive data. The Pearson Product Moment Correlation was used to determine relationships of the independent and dependent variables. As correlation merely shows the direction of the relationships, multiple regression analysis was utilized to determine the extent to which the variables can explain changes in the outcome of the resettlement process. The multiple regression analysis was also utilized to determine how the viability of resettlement could be predicted from the economic social outcome of resettlement.

The resettlement process was analyzed in the context of the components and stages of resettlement and the corollary events activities involved. Contextual analysis traced back the events that happened, defined the environment, ascertained the development stages and described the actual state of affairs, described the interaction of people/GOs/NGOs, stating in detail the features and characteristics of the resettlement community and exposing the problems, strengths and weaknesses as well.

## RESULTS AND DISCUSSION

### The Settlers and the Settlement

The 200-hectare Bagong Buhay resettlement is nestled on the foothills of the Sierra Madre range and forms part of the Fort Magsaysay military reserve in Nueva Ecija. A greater portion of the resettlement was forested (89.30 ha) with 20 ha used for residential purposes while 16.25 ha were utilized in the establishment of schools, chapel, parks, market, community building, and roads. The area intended for agriculture purposes was limited to a minimal 8.5 ha.

The Iglesia ni Cristo (INC) organized its own resettlement program in an effort to help its brethren displaced by the Mt. Pinatubo eruption. As they abandoned their place of origin, the victims moved to Bagong Buhay taking the challenge of rebuilding their lives and establishing a new community.

After four years since the mass movement of the settlers on February 20, 1992, Bagong Buhay evolved as a community with the people sharing a common territory, enjoying a sense of belongingness, brotherhood and unity and the resilience to live life to the fullest and strive to attain their common needs and aspirations.

The selected socio-economic characteristics of the respondents revealed a mean age of 43.38 years with the age structure reflecting that majority of them

belonged to the working age (15 years and above). This indicates a potential source of harness able human resource for development.

Majority of the respondents were married (87.9%) indicating that most of the settlers moved in the resettlement site with their families. The average household size was 4.6.

With regards to access to credit, majority (72.0%) availed of loans to undertake livelihood activities. Access to GOs/NGO services in the form of organizational support, extension services, production promotion projects, education, health, and recreation was also high with 86.8 percent of the respondents availing of the above services.

The level of motivation of the respondents showed an overall mean rating of 4.45 reflecting that as a whole the respondents were highly motivated. This indicates the respondents' high regard towards their work, pursuing it to fruitful conclusion and achieving the desired goal. The respondents also had a generally high level of aspiration to achieve a better life for them and their children.

The communication-related factors revealed that the only means of broadcast media available in the resettlement was radio owned by 67.0 percent of the respondents. More than half of those who owned radio, listened to development programs, mostly agricultural in nature aired by stations DZRJ, DZXO, DZMM, and DWNE.

Exposure to print media was relatively high with 66.4 percent and 87.9 percent of the respondents, having exposure to newspapers and magazine, respectively. Exposure to development materials was very low however, with 8.7.4 percent of the respondents having no exposure at all.

### **The Resettlement Process**

The resettlement process (Fig. 2) in the context of Bagong Buhay followed a series of stages reflective of the nature and complexities of the process as well as the response made by the settlers as they adapt to their new environment. Stage I (Planning/Site Acquisition) and Stage II (Screening/Selection of Settlers and Infrastructure Development) sets in motion the resettlement process with the different GOs/NGOs and the settlers themselves, actively involved in the planning process and the decisions concerning settlement management and the productive use of resources. The adaptation period (Stage III) was a difficult and stressful phase as the settlers were faced with the uncertainties of what lies ahead in their new environment. The period was characterized by a security-oriented, conservative attitude of the settlers as their priority focused on meeting their basic needs. They were cautious, taking very little risk and favor continuity over rapid change. This stage came to an end when the settler-families learned the ropes of adaptation, begin to feel comfortable and at home with their new environment.

The economic and social development phase (Stage IV) was characteristic of the settler families moving from a risk averse stance to a settled population ready to take risks. They were not only concerned in meeting their subsistence

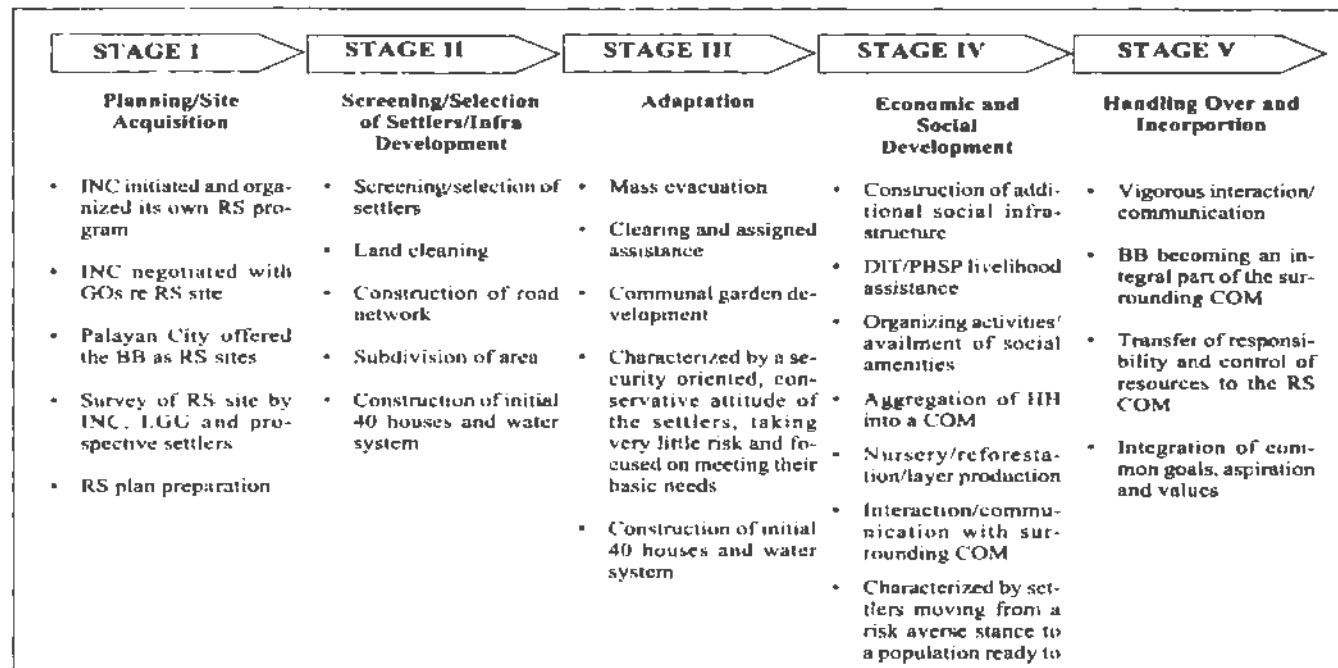


Figure 2. The resettlement process in Bagong Buhay

needs but also acting on an array of livelihood activities to diversify their source of income. It is to be noted however, that with a generally low level of diversification of livelihood activities, farm/non-farm enterprise development remained a thrust to be pursued to enable the settlers to have a sustained source of income. This stage was also associated with the settlers taking advantage of the social infrastructure present in the resettlement put in place through the concerted efforts of several GOs/NGOs providing assistance in the site. This stage also highlighted the evolution of the aggregates of households into a community as the settlers started to organize, undertake community activities together and felt the sense of brotherhood and unity in a territory they can call their own.

The last stage of the process, handing over and incorporation, necessitated the transfer of responsibilities and control over decision-making process and resources to the settlers themselves and other line/government agencies involved. Handing over proved to be a smooth and gradual process where the task to assume full responsibility was motivated by their commitment and reliance on their own capability to restore to normalcy their disrupted lives. Incorporation was evidenced by the integration of Bagong Buhay to the surrounding communities where they maintain social, economic and spiritual contact.

The length of each stage of the resettlement process varied and the sequence reflected the manner by which several actors interact and showed results of the settler's adjustments/responses in their new ecological, social, and economic milieu. Taking cognizant of the different stages of the resettlement process will guide planners to anticipate problems and formulate appropriate measures.

### **Coping Mechanisms**

For the settlers of Bagong Buhay, moving to a new place to live necessarily involved fundamental changes and responses. Over the years, they resorted to several coping mechanisms in order to survive in an unfamiliar and often difficult environment. The settlers struggled hard to diversify their income to meet their basic needs. The support of the family played an important role to cope up with the living condition in the area as spouses and the children helped to ease the economic burden of the family. Sharing of responsibilities and interdependence became focused as husbands and wives enjoyed equality in making decisions on matters pertaining to the family. The findings indicate that the degree to which the family members helped one another becomes relevant as they cope with their daily lives in the resettlement. Family bond remained strong with responsibility and commitment taking prominence in their family life.

The settlers of Bagong Buhay also relied on community support as evidenced by borrowing money/land and seeking advice from friends and relatives and community leaders and relying too on "sari-sari" store credit for their food needs. The kind of support exhibited by relatives was a manifestation of the traditional reciprocal obligations and expectations among kin relations in rural communities

The support from friends and community leaders were also manifestations of mutual sharing and helpfulness in times of need.

The GOs/NGO support on the other hand, opened windows to stimulate economic activities in Bagong Buhay and for the settlers to take advantage of the social amenities present such as schools, rural health unit, and other community buildings as well as recreational facilities. The spirit of "bayanihan" reinforced collective living as settlers shared labor, resources, and time as well. Home gardening proved reliable as the planting of vegetables, root crops, and fruit trees in their garden provided food and some cash for their everyday need.

The religious support became prominent as the settlers were saddled with the burdens of day to day living in the resettlement site. Being all INC, the church provided remarkable social function: cohesiveness, discipline, persevering faith and sacrifice. The church to them provided solace and a sense of security, provided meaning to their existence and the reassurance and hope for a better life in the future.

### **Policies and Strategies/institutional Linkages**

The resettlement outcome was conditioned and influenced by the policies/strategies invoked by several GOs/NGO assisting the resettlement area. The policy initiative of the local government of Palayan City centered on the development of infrastructures and administrative integration while the Department of Social Welfare and Development (DSWD) had long adopted its social rehabilitation and relief policy. The Department of Trade and Industry (DTI) focused its policy initiative in livelihood generation and the Philippine Business for Social Progress (PBSP) centered on organizing and capability building. The role of the Mount Pinatubo Commission in the resettlement effort was most profound on the provision of financial resources and decentralizing of planning and implementation tasks to the GOs and forging a partnership with the NGO in program implementation. The linkage among the actors in the resettlement involved a process of interaction aimed at assisting the community towards development. The linkage (Fig. 3) highlighted the significance of collective action and cooperative efforts resulting into clearer division of tasks among the GOs/NGO and the settlers, thereby generating an integrated community development.

### **Economic Outcome**

The economic outcome of resettlement (Table 1) at the individual level pointed to mean annual income from all sources posted at P54,700.00. Comparing the monthly household income to the 1994 subsistence threshold placed at P3,011.00 revealed that 40.6 percent of the households had incomes falling below the subsistence threshold which was more than the subsistence incidence at the national level (18.2%) and on rural areas (25.6%).

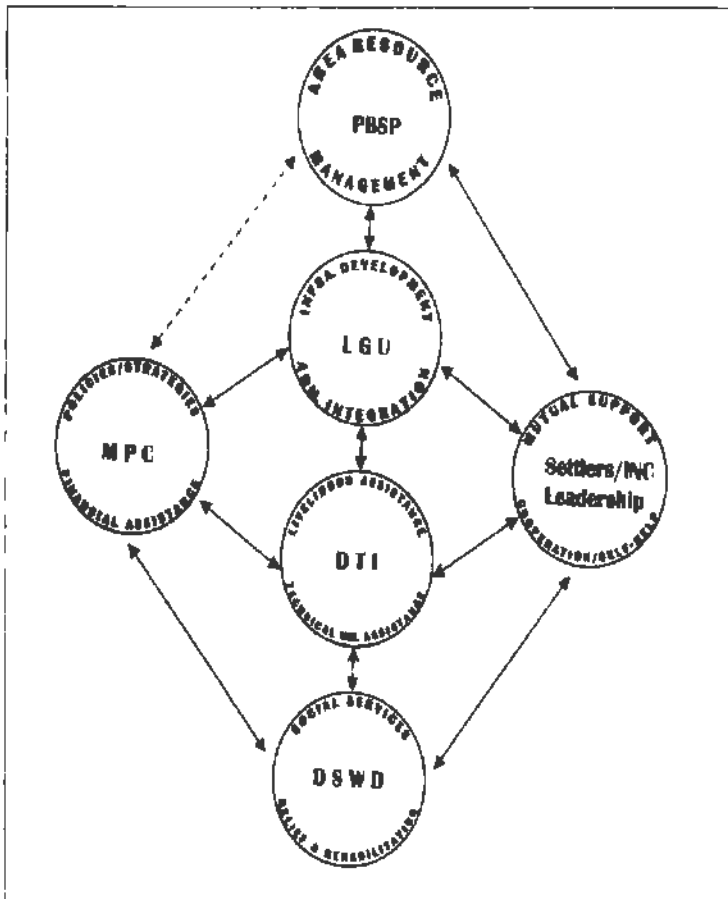


Figure 3. Linkages between and among the several actors in Bagong Buhay.

The estimated poverty incidence became more widespread with 63.7 percent of families having incomes falling below the poverty threshold. The result was much greater than the poverty incidence at the national level and in rural areas, placed at 35.7 and 47.1 percent, respectively. The results were indicative of the settler-families living marginally and that poverty remained a crucial concern which demanded urgent action.

The level of employment of the majority was moderate with 50 to 70 percent of the adults eligible for work were gainfully employed. The unemployment rate of 38.9 percent was considerably high compared to the 1995 unemployment rate at the national and regional level (Central Luzon) placed at 12.89 and 12.84

Table 1. Economic outcome of resettlement.

Item	Frequency/Value	Percent (%)
Level of income		
Range : P9,000 - 336,000		
Average : P54,700		
Poverty incidence		63.70
Subsistence incidence		40.60
Level of employment		
Total labor force	501	61.10
Employed	306	38.90
Unemployed	195	
Diversification of livelihood activities		
High	1	0.50
Moderate	4	2.20
Low	104	57.20
No diversification	73	40.10

percent, respectively. The employment outcome also showed a proportion of older citizens (12.62%) and women (25.56%) maintaining working capability and showed potential both for self-reliance and contribution to their families and community. The occupational distribution indicated a relatively high (46.07%) employment in constructed-related occupations indicating a change in occupational distribution of the settlers, transforming them into construction workers as a result of a shift in occupation from previous work as farmers, agricultural workers, fishermen, factory workers and as salaried workers. The change further indicated the kind of response made by the settlers as the new avenues for employment in the surrounding environment have their own demands for the skills needed.

The diversification of livelihood activities was found wanting with more than half of the respondents (57.2%) having low level of diversification and 40.1 percent having no diversification at all. This is indicative of the inadequate avenues or opportunities in the resettlement site to diversify their livelihood activities. The situation however, can be turned into a positive avenue or opportunity for more entrepreneurial thrust in the resettlement that is vital in an effort to enhance the income-earning capability of the settlers.

### Social Outcome

The social outcome of resettlement (Table 2) showed a relatively low level of participation particularly because of the low organizational participation with 55.5 percent of the respondents being non-members of any organization or association and with very few among the members holding any organizational

Table 2. Social outcome of resettlement.

Item	Frequency Value	Percent (%)
Level of community participation		
High	7	3.80
Moderate	24	13.20
Low	151	83.00
Receptiveness to development opportunities		
High	8	4.40
Moderate	87	47.80
Low	87	47.80
	Mean Rating	Description
Level of community satisfaction	3.17	Fair
Perception of life condition	2.87	Fair
Perception on services provided by		
LGU <sup>1</sup>	2.56	Fair
DTI	2.42	Unsatisfactory
DSWD	2.85	Fair
PBSP	2.97	Fair
Social cohesion	4.40	Moderately High

position. Similarly, organizational involvement in terms of planning and decision-making was limited to the officials of the organization with most members involved only in implementation. This pattern followed the pyramid type of participation where at the apex were the few decision-makers; at the middle base were those involved in monitoring and evaluation and at the lower base were the majority implementors/beneficiaries.

The level of community satisfaction was generally fair with a satisfactory rating placed on community relations, community leadership and physical location. The inadequacy of infrastructures and the bad conditions of the access roads led to an unsatisfactory rating. Investment in small scale industries and employment was practically nil resulting to the unsatisfactory rating of both criteria. The unsatisfactory rating indicates the need for the improvement of infrastructures and the need for investment in rural industries paving the way for more employment opportunities.

The respondents' own perception of life condition was generally fair and reflective of the settlers' capability to recover and fairly adapt to their new and unfamiliar environment. Perception on the services provided by the Palayan City government, DSWD and PBSB was fair with an unsatisfactory rating for the DTI. The fair rating for the LGU could be attributed to the fact that the city government

of Palayan City welcomed them with a place to settle and put in place the initial infrastructure in the area such as roads, housing and electricity. The DSWD assisted the settlers in the initial years of resettlement through the Cash for Work and Food for Work programs plus the establishment of two day care centers. The PBSP vigorously assisted in terms of organizing, providing credit, water source, and technical assistance. The unsatisfactory rating for the DTI could be attributed to the failed implementation of several DTI assisted livelihood projects which put most of the beneficiaries in debt.

The findings revealed that there was no disruption of community social cohesion. The settlers remained capable of continuity of purpose and action through shared work, common interest, cooperative decision-making and family ties.

Receptiveness to development opportunities showed that only 4.4 percent of the respondents were found to have high level of receptiveness. An equal number of the respondents (47.8%) were found to have moderate and low level of receptiveness. The results suggest that the existing opportunities in the resettlement site may not be adequate to create an attitude of greater receptiveness on their part. This may also be an indication that the existing opportunities were not responsive to the immediate needs of the settlers.

### **Level of Development**

The level of development of Bagong Buhay (Table 3) was also determined using the major criteria such as land tenure status, socio-economic development, and institutional development. On the basis of these criteria, Bagong Buhay was assessed as a developing barangay indicating to a certain extent its capability to put in place a land to be settled, the socio-economic infrastructures, and institutions that set in motion the development process.

The environmental impact assessment and evaluation looked into the interaction or interrelation between the major activities in the resettlement and the subsequent impact on the existing environment condition in the resettlement site. The overall assessment revealed a low level of environmental impact indicating that the major activities such as residential/bunkhouse development, land cultivation in areas with high degree of slope, agricultural activities, waste disposal and extraction of additional ground water were not that extensive as yet to cause greater environmental degradation.

### **Viability of Resettlement**

The viability of resettlement as a development intervention was assessed both at the individual and community level (Table 4). Viability refers to the feasibility and effectiveness of resettlement in achieving its stated socio-economic goals. Results at both levels revealed a moderate level of viability indicating that after four years of resettlement, moderate improvements had been made on the socio-economic condition of the settlers. This also suggests that moderate

Table 3. Level of development of the resettlement area.

Assessment Criteria	Points Earned
Land Tenure (20 points)	
Land distribution of untitled lands	15
Socio-economic development (50 points)	
Transportation	3
Housing	2
Education	4
Health	4
Power supply	4
Communication	1
Sports and recreation	4
Economy and livelihood	6
Ecological balance	2
Sub-total	32
Institutional Development (30 points)	
Status of organization/associations	13
Organizational/strengthening activities	3
Presence of development institutions in the area	2
On-going projects/activities	5
Sub-total	23
Total points earned	70
Development classification	Developing

## Levels of classification:

80 - 100 pts	= Developed
50 - 79 pts	= Developing
<50 pts	= Underdeveloped

improvements had been made to ease the difficulty of the settlers in adapting to their environment. This could be attributed to the immediate provision of a land to settle, the provision of basic community services, however inadequate they may be and the spiritual concern which enabled the settlers to respond positively even in the most trying situation they were in.

Yet, a lot more needs to be done as the economy and the livelihood of the settlers remained a formidable task to undertake. The level of poverty as indicated by a generally low level of income, high unemployment, and low level of diversification remained a critical concern. It is but imperative that the settler-families be led towards the development of greater livelihood and self-employment

Table 4. Viability of resettlement

Item	Frequency/Value	Percent (%)
Viability at the individual level		
High	24	13.20
Moderate	152	85.50
Low 151	6	13.20
Viability at the community level		Points Earned
ECONOMIC		
Income level		4.53
Employment level		5.84
Diversification of livelihood activities		1.23
SOCIAL		
Community participation		1.42
Community satisfaction		3.00
Perception of life condition		3.00
Perception on GOs/NGO services		3.00
Social cohesion		5.00
Receptiveness to development		2.14
Opportunities		10.00
Level of development		20.00
Environmental impact		10.00
	Total points	59.60
	Classification	Moderately viable
80 - 100 pts High viability 50 - 79 pts Moderate viability < 50 pts Low viability		

opportunities to provide sustainable income sources and eventual attainment of socio-economic condition, however slow and arduous the task may be.

#### Relationship Between Economic/social Outcome and Viability of Resettlement

Except for community satisfaction, all the economic and social outcomes were found to have significant association with the viability of resettlement at the individual level. The insignificant relationship between community satisfaction and the viability of resettlement indicates that community satisfaction did not in any way influence the viability of resettlement. The significant association with the economic and social outcomes were indications of the importance of the level

of income, employment level, diversification of livelihood activities, community participation, perception of life condition, perception on services provided by GOs/NGO, social cohesion, and receptiveness to development opportunities in determining the viability of resettlement. A critical consideration of these economic/social outcomes must be addressed in an effort to achieve greater effectiveness in developing resettlement programs.

A regression analysis to determine the joint effect of the economic/social outcomes on the viability of resettlement revealed that the combined economic/social outcomes account for 87.14 percent of the variation in the viability of resettlement and that other factors not included in this study must be influencing the remaining 12.21 percent variation in the viability of resettlement. The results establish the linking core characteristics of resettlement to the specific economic/social outcome. The F-test undertaken revealed that the economic/social outcomes were significant predictors of the viability of resettlement at the individual level.

### **Development Issues/Problems**

The study also points to several development issues and problems that must be addressed if current and future resettlements are to benefit larger number of settlers and with due regard to the environment. The identified issues/problems were marginal resource-base, resource conservation, land tenure status, housing rights, indebtedness, impoverishment, dependency, collaborative efforts between INC, GOs/NGO and the beneficiaries, settler homogeneity, maintaining balance between livelihood and infrastructure facilities, lack of greater means to secure access to social services, unsatisfactory transport condition, lack of investment and employment opportunities and poor linkage in the market system. The issues and problems tend to reflect the physical, social, economic, and institutional constraints and/or advantages specific to Bagong Buhay that may influence the planning and implementation of future actions aimed at a long-term and sustainable development of the resettlement community.

### **A Resettlement Framework in Community Development**

A resettlement framework (Fig. 4) in community development is put forward which highlights the lessons learned and findings of the study. The framework is also recommended to be used in the systematic analysis of resettlement particularly in planning, implementation, monitoring, and evaluation. The resettlement as it evolved into a community is theoretically and conceptually viewed as a social system made up of interrelated parts and elements composed of the settlers/grassroots institutions, GOs, and NGOs. Central to the framework are the concepts of participation, self help, interdependence, collective action, goal/task orientation, and cohesion. The resettlement community exists in a dynamic relationship with its environment as it receives various inputs and transforms these inputs through a process into outputs.

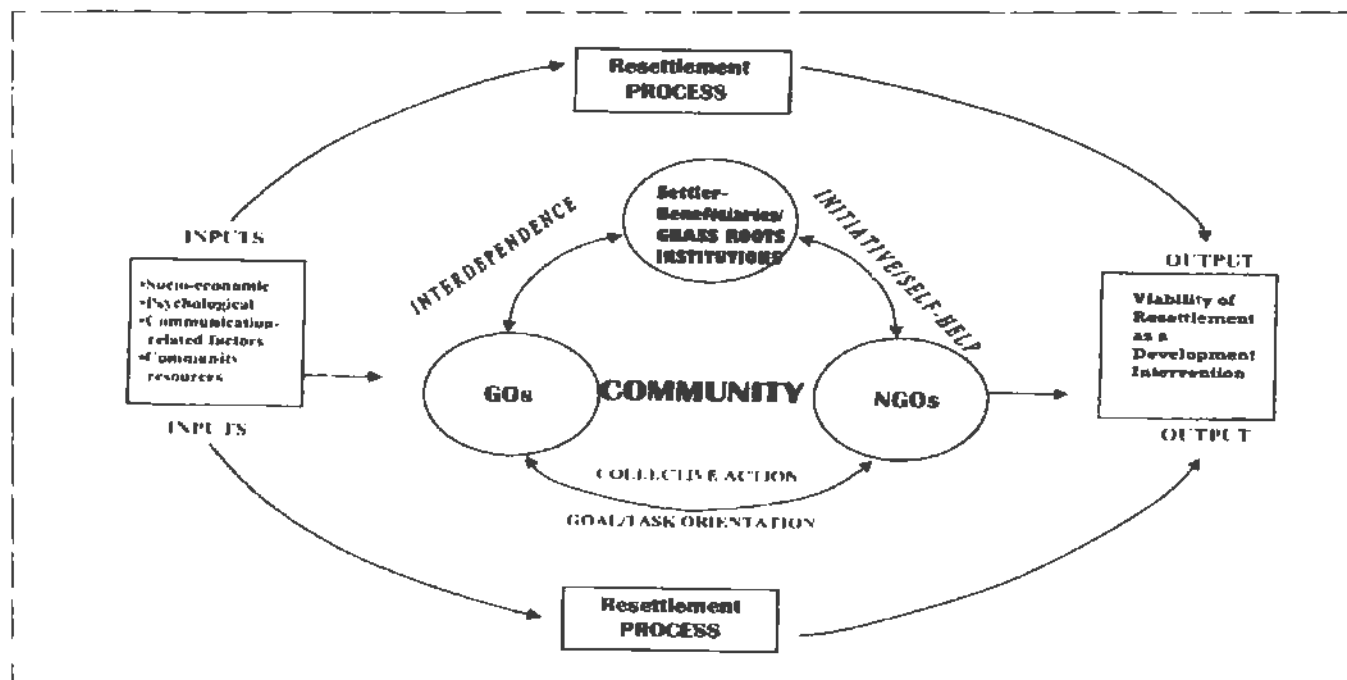


Figure 4. A resettlement framework in community development.

The lessons learned from the research point that the concepts and principles of community development as an approach and field of study had a broadening effect on the resettlement process and the evolution of Bagong Buhay as a new community. The principle of participation elicited settlers' initiative and greater involvement in the decision-making process. This broadened their roles and responsibilities through collective action developing greater reliance on themselves. The concept of goal/task orientation provided the identification and optimum distribution of interdependent tasks between GOs, NGOs, and the local people aimed at generating a capacity for growth and development. The settlers also demonstrated the principles of self-help and mutual aid - indications of their cooperation and willingness to run their own affairs in the long term. Developing a community based on social cohesion where the settlers remain capable of continuity of purpose and action was also shown, having been brought about by religious and ethnic homogeneity.

While the socio-cultural considerations stimulated the birth of a new community in Bagong Buhay, the outcome of the resettlement process point the need for an improvement of the economic condition of the people with the attendant problems and drawbacks that need to be resolved. Despite this however, results indicate that amidst the complexities and difficulties, resettlement as a process provided opportunities for the settlers to build a new productive foundation for life and develop new social relationships as well as a new social structure. Resettlement then must not be treated simply as a mechanism to transfer the displaced to a new land but must be holistically approached as a development opportunity to mobilize the resources of the state, different GOs/NGOs, and the settlers themselves in the pursuit of sustainable development. This therefore calls for changes through improved policy concerns and relevant research and development activities that will prove useful for future resettlement efforts.

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