

Resettlement Science and Management in Perspective

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Abstract: This paper intends to contribute the resettlement science and management in perspective by understanding the concepts, causes, types, branches, steps, risks and good practices of people resettlement. The paper shows that, the resettlement management is a new marginal science, which studies about the resettlement of a large group of people from one to another place. The main causes of people resettlement are included the need of new development era, necessary usage of natural resources for development projects, climate change, disaster, and so forth. There are two major types of resettlement-voluntary and involuntary resettlements. Resettlement science and management applies three management functions – planning, implementing, and monitoring (PIM). The resettlement has potential risks and also creates new development opportunities among resettled families, PAPs and other stakeholders. As expected, the resettlement is not just paid compensation and physical reconstruction but it goes beyond the social, economic and environmental reconstructions in the post-resettled communities. This needs to treat resettlement as development oriented in the holistic approach.

Keywords: Resettlement, Migration, Resettlement Management, Risk, Development Project

INTRODUCTION

Since the science of resettlement and rehabilitation is a new marginal science. With the continuous development of large scale water conservancy, hydropower construction and development projects, the resettlement workers realize more and more clearly that is extremely important to plan rationally resettlement, compensation and rehabilitation, implement successfully the plans and manage well implementation [1]. Displacement of large populations by development projects is not an associational occurrence; it is recurrent, widespread and massive. It has become a global problem. The growing weight on the public agenda of forced population displacements, experienced as a painful socio-economic pathology, result from four characteristics: geographic ubiquity of forced displacement; large aggregate demographic magnitude; catastrophic impoverishment effects; and grass roots protests with politically destabilizing consequence [2]. However, there is no fixed mode in solving the problem of compensation, resettlement and rehabilitation. Each nation, according to its own practical situation, has found out its own way to reach successful resettlement and rehabilitation and has accumulated valuable experience. We should raise our higher level of understanding of resettlement and rehabilitation, summarized the past experience and lessons, seriously learn from successful other experiences, deeply study various problems in this field, continuously perfect our work of resettlement and rehabilitation, and strengthen cooperation and sharing with other [3]. Thus, the resettlement should be

development oriented and it should be noted that, there are still many problems in this area, which need to be further studied and solved. For instance, the planning of resettlement, compensation and rehabilitation, the standard for compensation, the preferential policies and their implementation, the standard for post resettlement support, the monitoring and supervising resettlement, compensation and rehabilitation, and so forth. These will be more important way in the learning, teaching, practicing and managing resettlement science and management in the future. This review paper intends to contribute the resettlement science and management in perspective by understanding the concepts, causes, types, branches, steps, risks and good practices of people resettlement. This is descriptive research based on the documentary study, which was used for summarizing and describing the resettlement science and management. The paper was used only secondary data by collecting from different sources such as both published and unpublished materials, websites, and other sources. Finally, the paper presents and also summarizes the data/ sub-themes according to qualitative explanation.

RESETTLEMENT AND MIGRATION IN PERSPECTIVE

In the ancient world, population transfer or resettlement was the more humane alternative to putting all the males of a conquered territory to death and enslaving the women and children. The deportation of the elite of Jerusalem on three occasions to Babylonian captivity in the 6th century BCE was a population

transfer. The first feasibility of population transfer or resettlement was hugely increased by the creation of railroad networks from the mid-19th century. Population transfer differs more than simply technically from individually motivated migration, though at times of war, the act of fleeing from danger or famine often blurs the differences [4]. Nowadays, the terminology and concept of resettlement, displacement and migration have used in different words, for instance, Development-Forced Displacement and Resettlement (DFDR), Development-induced Displacement and Resettlement (DIDR), Involuntary Resettlement (IR) and so forth. In addition, displacement and resettlement means different things to different people including involuntary resettlers, forced resettlers, project-affected persons, internally displaced people, displacees, oustsees, eviction/evictees, refugees (war, environmental, disaster/climate refugees), and asylum seekers[5]. To get more understanding about resettlement, the English, Chinese and Lao words will be given meaning as examples. In English, the corresponding words are migration and resettlement. In Chinese, resettlement called “*Yimin*”, which is explained as coming into another country as a settler, and setting again in a new area in large numbers and in an organized way [6]. In Lao word, resettlement can be translated into two meanings as (i) relocating or moving people from one to another place (*Kan Nyai Thin*) and 2) reconstructing new residential and livelihood conditions (*Kan Tung Thin Than Mai*). The reconstruction of new resettlement sites include basic needs, housing and construction land, public facilities, administration, agricultural area, livelihood activities, and so forth. Officially, the resettlement (*Kan Chad San Nyok Nyay*) refers to all measures taken by the project owner to mitigate adverse social impacts of a project, fully or partially, on the project affected persons (PAPs), including compensation for lost assets and incomes and the provision of other entitlements, income restoration assistance, and relocation, as needed [7]. This official requirement emphasizes that, policymakers, practitioners and development projects have to arrange or provide all necessary resettlement elements before the relocation of resettled families and PAPs to new resettlement sites.

On the other hand, the migration in perspective is the movement of people from one place to another. As long as humans have wandered in search of food, they have migrated from place to place. But international migration is a relatively recent development. Only in the early 20th century was the system of nation-states, passports, and visas developed to regulate the flow of people across borders. International migration is the exception, not the rule. Most people do not want to move away from family and friends. In addition, governments try to regulate border

crossings. But international migration is likely to increase in the 21st century because of persistent demographic and economic inequalities and because many advances in communications and transportation facilitate mobility. Borders proliferated over the last century, sometimes placing legal and administrative boundaries between extended families, friends, and trading partners where there were none before [8]. Moreover, migration is a minefield for demographers; varying definitions and measurements can be difficult to sort out. Migration is the geographic movement of people across boundaries to establish a new permanent or semi-permanent residence. Along with fertility and mortality, migration is a component of population change. The terms “immigration” and “emigration” are used to refer to moves between countries (international migration). The parallel terms “in-migration” and “out-migration” are used for movement between areas within a country, which call internal migration [9]. In common practice, both migration and resettlement have the same meaning. In this paper, authors have considered that migration is common perspective and it has used in general term for movement of people from one to another place without clear planning, implementing and monitoring processes. On the other hand, the resettlement is new term and it has used by development financial institutions (DFIs) since last three decades. The resettlement focuses to deal with resettled communities, families and PAPs caused by development projects such as hydropower, mining, agricultural, road, industrial, and other projects. Likely, the resettlement in this context is more clear PIM for the people resettlement as development in the holistic approach.

CAUSES FOR RESETTLEMENT

The causes for moving are complex but over the past decade, as the evidence of global climate change has accumulated, academics, policymakers, and the media have given more attention to migration as a result of environmental change. A major concern is whether climate change will displace large numbers of vulnerable people around the world. For example, because of rising sea levels, the population exposed to flooding during extreme storms is expected to grow dramatically over the coming decades [10]. Unlikely, there are many causes for resettlement such as development-induced displacement, war, climate change, disaster, and other changes in the boundaries. In this particular paper emphasizes that, the main causes/ reasons for resettlement are also caused by new development projects of hydropower, mining, agricultural, road and other development projects. Thus, the primary goal of any involuntary resettlement process is to prevent impoverishment and to improve the livelihood of resettlers. To do this, governments and technical agencies must understand the economics of

dispossession, impoverishment, and the recovery and plan for growth at the relocation site [11]. Shortly, this paper considers that, resettlement will occur when the government changes the development policies, need for new development era, necessary usage of natural resources for development projects and so forth.

TYPES OF RESETTLEMENT

In general understanding, re-settlement can be divided in *voluntary* resettlement and *involuntary* resettlement. Whether voluntary or not, resettlement operations share many aspects of planning process. First, there is the determination of population to be moved. Second, there is the planning for the physical transfer, the movement from the old area of residence to the new. Third, there is the planning of the maintenance operation that will be necessary while the people re-establish themselves. Finally, fourth, there is the planning for the rehabilitation or re-establishment program. Thus, it is so much similar, however, as the same world indicate, there is one major difference between voluntary and involuntary resettlement. Namely, people choose to resettle in voluntary operations while people have no choice about whether to resettle in involuntary resettlement. This difference goes much deeper into psychological dimensions that are too often in sufficiency appreciated. People who choose to participate in voluntary operations have themselves decides to leave their home area. They may still feel strong emotional attachments to the area, but they have freely opted to move to a new area and start new life. Involuntary resettlers do not have this option. They must leave whether or not they want to. The unavoidable, forcible rupture of emotional attachments can lead to depression and psychological trauma. Another major difference between the two types of programs is that voluntary resettlers tend to be younger, economically more active as a group than involuntary resettlers [12]. The comparison of pairs of voluntary and involuntary projects showed that even though involuntary resettlement is a more difficult undertaking than voluntary resettlement, it consistently received less attention from project planners during conventional planning [13]. Similarly, resettlement is an inevitable outcome of socioeconomic development and it is closely related with social progress and development. Resettlement can be divided into voluntary resettlement and involuntary resettlement. Compared with voluntary resettlement, involuntary resettlement is more complicated. It involves social, economic, political and cultural aspects [14]. In the world today, engineering project construction-induced involuntary resettlement has attracted close attention. In this paper, resettlement means development project-induced involuntary resettlement. However, not all displacement and resettlement processes are same and we have to look at different types of people resettlement because we have

to understand the relevant differences, understand characteristics of various types and specific risks, organize our thinking about various types, risks and opportunities associated with each type, and understand helps better planning and management. In addition, if DFDR has a three-stage structures, the risk management tasks are also in each stage including (i) Preventive management of risks during pre-displacement expropriation- consider alternative feasible, consult with people and reduce size of acquisition; (ii) Risk management during transfer or relocation- provide assistance for relocation and additional grants for transfer and restoration; and (iii) Risk reversal during resettlement with reconstruction - measures for income and livelihood restoration, and better host-resettlers relation and community building [15].

BRANCHES OF RESETTLEMENT

In dealing with involuntary resettlement, we should follows perspectives of four different scientific disciplines like sociological, anthropological, economic and political dimensions. However, many researchers and developers seem to consider only economic dimension, in particularly the economic tools and financial analysis for planning resettlement and researches. At this time, development thinking at large is intensely concerned with broadening the frameworks of knowledge and action, particularly with incorporating social dimensions-social transformation-into the development paradigm. The same social concerns are also at the core of the proposed new development paradigm (NDP), which emerges from both the failures of past conceptions and the changes in the world that leads to the necessity of a new conception [16]. The voluntary or involuntary resettlement has different types induced by many reasons in the world. The involuntary resettlement caused by development project such as dams, roads, railway, airport, urban construction and other infrastructures, and disasters, environmental, conflict and wars, etc. Voluntary resettlement or migration caused by economic, social and environment, etc. It is discussed the concept, motivation and classification of resettlement, object and range of resettlement scientific study. The object and content of resettlement scientific study are analyses based on initial study on scientific system of resettlement. The discussion on branch subjects of resettlement management science, in which includes the resettlement sociology, social assessment, resettlement economic, resettlement management science, resettlement population, resettlement statistic, resettlement policy and practice, resettlement environment, resettlement psychology, resettlement engineering, and so on [17].For overcoming the resettlement management issues, China has initiatively created several institutional arrangements for resettlement management, for instance, the Special

Committee of Resettlement and Rehabilitation which is non-governmental academic organization was founded in 1987, the Resettlement Cadre Centre, the Resettlement Economic Development and Service Centre, the National Research Centre for Resettlement (NRCR) was established in Hohai University in 1992, that are responsible institutions for reservoir resettlement based on studying, training, organizing of economic development, coordinating, exchanging, serving, and building the capacity of resettlement management as well. Another best model is that the human resource development in the area of resettlement science and management was taught in the formal education through learning, teaching, researching and practicing at the higher educational level. Especially, both master's and PhD's degree in Resettlement Science and Management have only offered in the National Research Centre for Resettlement and the College of Public Administration, Hohai University that we may hard to find this major in the world. This major focuses more on advanced management, advanced economics, resettlement management, social sciences research, developmental studies, environmental and social impact assessment (ESIA), resettlement policies and practices, the planning, implementing and monitoring of resettlement, resettlement economic and other disciplinary courses.

RESETTLEMENT MANAGEMENT

Management science has promoted scientific research into the practice of management. Because management is a vast and complex activity, early researchers tended to adopt a reductionist approach by concentrating on narrow sub-problems [18]. The management is coordinating and overseeing the work activities of others so that their activities are completed efficiently and effectively. Efficiency is doing things right, or getting the most output from the least amount of inputs and while effectiveness is doing the right things, or completing activities so that organizational goals are attained. The management has four functions that include planning, organizing, leading, and controlling [19]. The resettlement science and management has applied at least three management functions including planning (P), implementing (I) and monitoring (M), which is called PIM processes in this paper. Resettlement sciences and management involves at least three functions of management science namely planning, implementing and monitoring of resettlement implementation caused by development projects. According to the dynamic model of settlement process (DMSP), there are four stages of dynamic model of settlement process include: (a) planning and settlement recruitment-where the government and other responsible agencies make decisions about the populations to be related, (b) transition-where relocation begins and resettlers act to reduce associated

stress, (c) preferential development-potential economic and social development, and finally (d) handing over and incorporation- the management of local production system and running of the local community are handed over to a second generation that identifies with the community[20]. If the process success, resettlers will be able to innovate, to increase their living standards, and to regain control over their communities [21].

The involuntary resettlement management can be summarized into three stages/ steps namely preparation, implementation, and monitoring steps (i) *Preparation step* -Resettlement planning includes early screening, scoping of key issues, the choice of resettlement instrument, and the information required to prepare the resettlement component or subcomponent. The scope and level of detail of the resettlement instruments vary with the magnitude and complexity of resettlement. In preparing the resettlement component, the borrower draws on appropriate social, technical, and legal expertise and on relevant community-based organizations and NGOs. The borrower informs potentially displaced persons at an early stage about the resettlement aspects of the project and takes their views into account in project design. (ii) *Implementation step* - The implementation of resettlement activities is linked to the implementation of the investment component of the project to ensure that displacement or restriction of access does not occur before necessary measures for resettlement are in place. The policy will be measured by (a) these measures include provision of compensation and of other assistance required for relocation, prior to displacement, and preparation and provision of resettlement sites with adequate facilities, where required. (b)the measures to assist the displaced persons are implemented in accordance with the plan of action as part of the project. An implementation schedule covers all resettlement activities from preparation through implementation, including target dates for the achievement of expected benefits to resettlers and hosts and terminating the various forms of assistance. The schedule should indicate how the resettlement activities are linked to the implementation of the overall project. (iii) *Monitoring step* - A description of the packages of compensation and other resettlement measures that will assist each category of eligible displaced persons to achieve the objectives of the policy. In addition to being technically and economically feasible, the resettlement packages should be compatible with the cultural preferences of the displaced persons, and prepared in consultation with them. Arrangements for monitoring of resettlement activities by the implementing agency, supplemented by independent monitors as considered appropriate by the FDI's, to ensure complete and objective information; performance monitoring indicators to measure inputs, outputs, and outcomes for resettlement activities;

involvement of the displaced persons in the monitoring process; evaluation of the impact of resettlement for a reasonable period after all resettlement and related development activities have been completed; using the results of resettlement monitoring to guide subsequent implementation [22].

If the proposed project will have involuntary resettlement impacts, the resettlement plan will address all relevant requirements specified in safeguard requirements, and its level of detail and comprehensiveness of the resettlement plan will be commensurate with the significance of involuntary resettlement impacts. A resettlement plan will be based on the social impact assessment and through meaningful consultation with the affected persons. A resettlement plan will include measures to ensure that the displaced persons are (i) informed about their options and entitlements pertaining to compensation, relocation, and rehabilitation; (ii) consulted on resettlement options and choices; and (iii) provided with resettlement alternatives. The developer will analyze and summarize national laws and regulations pertaining to land acquisition, compensation payment, and relocation of affected persons in the resettlement plan. The developer will monitor and measure the progress of implementation of the resettlement plan. The extent of monitoring activities will be commensurate with the project's risks and impacts. The developer will prepare semiannual monitoring reports that describe the progress of the implementation of resettlement activities and any compliance issues and corrective actions. The resettlement plans should cover executive summary; project description; scope of land acquisition and resettlement; socioeconomic information and profile; information disclosure, consultation and participation; grievance redress mechanisms; legal framework; entitlements, assistance and benefits; relocation of housing and settlements; income restoration and rehabilitation; resettlement budget and financing plan; institutional arrangements; implementation schedule; and the monitoring and reporting [23]. In summary, the planner, implementer and monitor should understand the clear resettlement management steps for:

- **Planning (P)** of resettlement project should be involved clear setting goals, establishing strategies for achieving those goals and developing plans to integrate and coordinate resettlement activities.
- **Implementing (I)** of resettlement project should be involved arranging, structuring and working for or/ and with resettlers, resettlement committees, project developers, concerned sectors and other stakeholders to accomplish resettlement goals.

- **Monitoring (M)** of resettlement project should be involved checking, comparing and correcting resettlement work performance.

RISKS IN RESETTLEMENT

The concept of risk is central in social science and development theory and practices, including resettlement management studies. It defines impending adverse effects of an event or action or project on people, their life styles, and livelihood of harm or losses. Risk indicates potentiality, not yet occurred, likely to happen. It can have high or low probability and the variable degrees of intensity are high, medium and low. Risks can be identified into three types – technical, financial and reputational risks. In development project context, understanding of social risk early can prevent in contrast to bad outcomes in post-project period. In addition, those risks need to face it, prepare people, inform and disclose, and deal with the adverse impacts [24]. Impoverishment is the central issue in development-caused population displacements and resettlement. Historical experience shows that/ more often than not, the risks of impoverishment and social disruption turn into grim reality. Another serious consequence is the political tension surrounding forced relocation. The socio-cultural and psychological stress induced in people who are forcibly uprooted lingers long and shapes their subsequent individual and group behavior. Therefore, targeted economic, technical, financial, legal, and cultural measures must be taken to prevent or mitigate the impoverishment risks in each and every development program that entails displacement. It shows that during displacement people lose: (a) natural capital; (b) man-made (physical) capital; (c) human capital; and (d) social capital. It also shows that during re-establishment they must regain this capital. According to impoverishment risk and reconstruction or Cernea's IRR model for risk analysis and management, IRR identified 8 common variables of impoverishment caused by forced displacement namely the landlessness, joblessness, homelessness, marginalization, food insecurity, social dis-integration, loss of access to common property and increased morbidity and the mortality. There are main reconstruction strategies in dealing with resettlement such as land-based resettlement, reemployment, house reconstruction, social inclusion, adequate nutrition, improved healthcare, restoration of common property and services, and rebuilding network and communities[25].

RESETTLEMENT AS DEVELOPMENT (GOOD PRACTICES)

For the real practice, many people prefer resettlement as development. When planned and implemented diligently, reservoir resettlement programs can be effective vehicles for substantial social and

economic development for the affected people. Resettlement programs help provide better economic resources, renewed civic infrastructure, and increased access to new markets. Successful resettlement programs that preserve the social capital of affected communities have resulted in improved literacy and health indicators, increased incomes and standards of living as defined by the affected people themselves and enhanced access to economic opportunities, all of which may have been difficult to achieve in the reservoir areas. Good resettlement design taps into the development potential in the general project area and builds upon the opportunities generated by the project. Economic rehabilitation activities based on careful analysis of resettlers' aptitudes and the patterns of demand and supply of commodities and services in the area have helped affected people benefit from the economic growth in the area. Well-designed reservoir resettlement can open up substantial opportunities for the resettlers [26]. At the same time, the best-practices in resettlement (affected community and livelihoods) are restoration and development of sustainable livelihoods of affected people, land-for-land as the first priority option for rural farmers, help to generate multi income sources, deliver the post-resettlement support fund for livelihoods, deliver micro credit support, deliver technique skills and training, create non-farming jobs and deliver employment services. Those key factors for successful resettlement included the good resettlement policies and legislation system, good governance and institution system, good resettlement plan prepared with participation approach and consultation process, good detail designs, good resettlement implementation plan and its implementation, independent monitoring and supervision mechanism, participation of PAPs, consultation and grievance process, self-organization and self-management of affected communities, high attention the special impacts in social, culture and traditional livelihoods and develop mitigation measures for affected indigenous people or ethnic minority, and capacity building through research, training, and education. The most consideration is that, the possible results of good practices should be affected people want to be resettled, from involuntary resettlement to voluntary resettlement, turn risks to opportunities through resettlement, affected people shares benefits of hydropower development rather than be impoverished, increase social sustainability and social friendship of hydropower development [27]. Moreover, good practices in this respect are those that (i) focus on means of livelihood rather than on assets; (ii) assume an inclusive relationship between people and assets; and (iii) admit of a negotiated definition of just compensation. Furthermore, the successful resettlement with development is a fundamental commitment and responsibility of the state and the process must result in the creation of new rights that

will render people direct beneficiaries of the development project [28]. The good resettlement planning should follow a participatory approach. Lessons from past resettlement experiences all point to lack of community participation as one key factor for resettlement failures. Experiences from many projects show that, in order for a resettlement program to be successfully planned, implemented and sustainable, resettlement planning should follow a participatory approach by not only giving the communities a chance to listen and be heard, but also by giving them a role in the decision-making process of resettlement planning. The phased resettlement action plans were further developed into village-wise resettlement implementation plans. They covered 1) final village layout designs, 2) housing and relocation arrangements, 3) infrastructure and community buildings, 4) farmland allocations to households, and 5) other income-generation activities [29]. Furthermore, good practice in planning and implementation should be considered the clear screening and assessments by minimizing displacement, census and surveys, determining entitlements and it should not be delayed in compensation, resettlement and civil works. The good resettlement should focus on livelihood rather than on assets; assume an inclusive relationship between people and assets; and admit of a negotiated definition of just compensation. Understanding why people live within a right of way or along a corridor often is the most important element in designing successful resettlement operations.

Furthermore, resettlement as we understand today is a "full scale" development project. All DFIs like ADB and WB policies champion resettlement as vehicle for development under development forced displacement and resettlement (DFDR). As practitioners, we too want affected persons to be "better off" in post-project context. Indeed, we plan and design resettlement action plan (RAP) as a "development" plan. The expectation is that reversing risks through reconstruction strategies as Cernea's IRR model claim will restore and re-establish communities. However, the bad news is that globally about half to three-quarters of all displaced persons have generally failed to regain their livelihoods. Thus to make resettlement as development, the practitioners should (i) treat resettlement separately a project within the project and a standalone project, (ii) more so in large and complex projects, (iii) twinning brings profound changes in the management and attitude to the project. These include separate organizational setup, prompts stronger staff capacity, orientation and design are for development project, not for compensation or relief operations, enhances stakeholder participation, better use and mobilization of resources, and high development outcomes. Final remark is that, surely large and

complex project should treat resettlement as a standalone project and the medium size projects (5,000 or more people) can also consider twinning. Projects even with small impacts having ethnic/indigenous people must design resettlement as a separate project and these decisions must be taken upstream at the design stage to ensure proper attention to resettlement. The best practice is that, in the end of resettlement, PAPs are certified with their lives, living conditions and they will be better off [30].

CONCLUSION

The resettlement science and management is a new marginal science, which studies about PIM processes of people resettlement and the movement of a large group of people from one to another place. There are two types of resettlement - voluntary resettlement and involuntary resettlement. Nowadays, the need in new development era and the necessary usage of natural resources for development projects are becoming the main reasons for people resettlement. At the same time, resettlement has potential risks and also creates new opportunities for development among resettled families, PAPs and stakeholders. The resettlement science and management applies three fundamental principles of management science including the clear planning, implementing, and monitoring processes. With the continuous development of large scale water conservancy, hydropower construction and other development projects, thus the policymakers, project developers, practitioners, and resettlement workers realize more and more clearly that is extremely important to plan rationally management of resettlement, compensation and rehabilitation, implement successfully the plans and manage well resettlement management. The good resettlement should be development oriented, participation, and sustainable way. The most consideration is that, the possible results of good practices should be affected people want to be resettled, from involuntary resettlement to voluntary resettlement, turn risks to opportunities through resettlement, affected people shares benefits of project development rather than be impoverished, increase social sustainability and social friendship of project development. Good resettlement practice should not just focus on compensation and physical reconstruction but it goes beyond the social, economic and environmental reconstructions in the post-resettled community. These practices are requested, all practitioners and relevant stakeholders should treat resettlement as development oriented in the holistic approach.

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