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## THE INSTITUTE OF NATIONAL PLANNING



**`Memo No (1012)**

**Workshop of:**

**Human settlements in New Lands:**

**Their Design and Development**

**Means of Implementing the Design:**

**Organization Administration**

**By**

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WORKSHOP ON  
HUMAN SETTLEMENTS IN NEW LANDS: THEIR DESIGN AND  
DEVELOPMENT

Sponsored by  
THE SOCIAL RESEARCH CENTER, THE AMERICAN UNIVERSITY IN CAIRO  
in collaboration with  
THE AUTHORITY FOR THE UTILIZATION AND DEVELOPMENT OF RECLAIMED LAND  
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Discussion on

Means of Implementing the Design: Organization  
Administration

Introduced by

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on

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## INTRODUCTION

In introducing the workshop topic concerning the means of implementing the design of new settlements, their organization and administration, I would like to address myself to two main questions, which are, namely:

- (1) the problem of selecting the appropriate organizational model for human resettlement; and
- (2) the problem of administering the selected organizational model in order to achieve the goals of resettlement.

My basic assumption in dealing with the organization and administration of human resettlement is that the appropriate organizational model of any resettlement project is highly dependent on the objectives or preferences which the design or plan tries to achieve. Therefore, the appropriate organizational model for any resettlement project is the model which enables the planner to maximize the achievements of his objectives at a given cost.

As for the second problem, given the appropriate organizational model for a human resettlement project, what is the administrative structure most appropriate for operating the selected organizational model in a way that maximizes the achievement of the project's goals?

In my opinion, the first problem of selecting the appropriate organizational model for a given human resettlement project is, in fact, a choice between (1) an organizational structure which provides for the full participation of settlers in running their project (i.e., allows for



participative management) and (2) an organizational model which provides no means for settler participation in the running of their own project (i.e., structured for non-participative management).

Naturally, these two models represent the two extremes of a continuum on which organizational models could exist. Some people may immediately place the first model on the "right" side of the continuum and the second model on the "left" extreme, or visa versa, but let us avoid such misleading value judgements and confess from the beginning that it is doubtful whether either model can be said to ever have existed and that almost all known organizational models fall somewhere in between the two extremes.

Thus one could safely say that the choice between organizational models is a choice between various degrees of freedom of participation for the settlers in the decision-making process concerning their project.

As for the second problem confronting planners when considering the administration of human resettlement projects, the choice seems to be between: (1) an independent administration which does not form an integral part of the regular government machinery; (2) administration by the regular government machinery; and (3) joint administration between the project machinery and the regular government machinery. Again, the choice is not that simple for there are a multiplicity and complexity of factors which affect final selection.

In trying to discuss these questions, I shall refrain from dealing with specific country examples at any length since these will come out in



the course of the discussion. Further, no one approach will be advocated at the expense of any other, but rather, it is the aim of this paper to clarify the issues so that when examples and case studies are brought to our attention in the discussion we can more objectively determine which approach is more appropriate to a specific project in the light of its particular goals and objectives.



## TYPES OF RESETTLEMENT

Before proceeding any further, it is first necessary to distinguish between the different ways in which human resettlement can occur in order to define the types of human resettlement with which this paper is concerned.

Human beings can be said to be resettled as a result of natural or man-made disasters, or as a result of developmental efforts to improve the level of welfare of nations. Natural or man-made disasters most often result in a refugee unplanned type of resettlement which mainly requires a relief approach to maintain the mass of displaced persons until they are able to go back to their original land.

On the other hand, developmental efforts may introduce socioeconomic changes which may induce people to move and resettle around new socioeconomic projects in order to benefit from them. Both types of resettlement are unplanned in nature, but while the first type could be described as forced resettlement, the second can be characterized as willful resettlement. An example of the second type, which I witnessed recently on a trip to New Guinea, is the case of the Highland Road between the city of Lae on the coast and Mount Hagen in the center of the Highlands. The building of this road created a spontaneous resettlement of people who moved away from the bush and closer to the road in order to benefit from the cargo movement made possible by its construction. Nevertheless, in addition to the advantages obtained by moving closer to the road, many disadvantages were created. One example is that of prostitution which became a very profitable business to the native girls whose tribes had



resettled around the road; as a consequence, the white man's syphilis has entered New Guinea within the last two years, for the first time in the history of this country. Another example of these induced resettlements are squatter colonies which have cropped up around such large cities as Manila, New Delhi, and Port Moresby.

This workshop has not been organized to deal with these two types of human resettlement, but is rather chiefly interested in planned resettlement arising from developmental efforts which nations undertake to achieve specific socioeconomic objectives. This type of resettlement project implies the existence of conscious efforts on the part of the government to improve the level of national welfare by implementing development projects which will provide the nation with (1) new areas of uninhabited cultivable land and/or (2) new projects requiring the utilization of already inhabited land. In both cases, human resettlement becomes a must in the first type, to exploit the new productive potentials of the reclaimed land, and in the second type, to provide a new habitat for the displaced population. Again, in both cases of this type of resettlement and in contradiction with the previous two types (i.e., forced migration due to natural or man-made disasters and the induced due to developmental efforts not originally intended for resettlement), planning becomes possible, feasible and a must. It is this type of planned resettlement to which we will apply our analysis of organization and administration.

A fundamental assumption in this analysis is that the objectives of such resettlement projects should form an integral part of an overall development policy and thus the organization and administration of such projects should ultimately be geared to integrate the project in existing



regional and/or national governmental machinery. Thus it is very clear that what concerns this paper is to analyze the organization and administration of two types of planned human resettlements where the general objectives of the first type are to exploit productive potentials of cultivable land through the resettlement of unemployed or underemployed manpower, while the general objectives of the second type are to provide a group of people with a new living environment. The difference between the two types seems to lie in the fact that in the first type recruitment criteria could be established to select the group of settlers who would be able to maximize the objectives of the project, while no such selection process could usually occur in the second type since, as happens in almost all cases, whole communities will be physically moved to the new resettlement site.

In other words, one can generally say that in the first type of project the group of settlers is expected to exhibit much more heterogeneous characteristics than the group of settlers in the second type. This difference in the degree of heterogeneity of the settlers in these two types of human resettlements is of fundamental importance in organizing and administering the resettlement projects.

It is very important at this stage of the discussion, before turning to analyze in depth the organization and administration of human resettlement projects, to say that it is assumed that the objectives of such projects, whether of the first or second type, usually include varying degrees of intended socioeconomic changes to which the settlers will be subjected. In other words, the idea of using such projects to extend



or duplicate the original socioeconomic patterns of the settlers is totally dismissed. Thus, in both types of resettlement projects, varying degrees of social engineering is expected to occur.



## ORGANIZATION AND ADMINISTRATION AS INTEGRAL COMPONENTS OF THE PLANNING PROCESS

In discussing the organization and administration of human resources, one should treat both topics as an integral component of the planning process as concerns plan formulation, implementation, evaluation and reformulation.

In plan formulation, a number of preferences are reflected in a specific pattern of priorities which in turn reflected in the magnitude of resource allocations necessary to achieve specific objectives in a specific period of time. In spite of the fact that the allocation of resources is usually done in monetary terms which represent the actual factors of production - land, labour, capital and enterprise - the prerequisite for the achievement of any objective is the presence of an accessible technology which could be administered to achieve such objectives through the utilization of the allocated resources. Not only that, but the nature of the accessible technology determines the nature of resources allocated, the most important of which are the skills, human knowledge, aptitudes, and attitudes which form the functional variables of organization and administration. Thus one can view a plan as a combination of various accessible technologies which could be administered by organizing resources in a way that maximizes the plan objectives at a given cost. If we accept such a definition, it should not be difficult to visualize the importance of considering the organizational and



administrative aspects of human resettlement projects vary early in the planning process since they will be greatly influenced by the choice of technologies of achieving plan objectives in the plan formulation stage.

Since organization and administration are the basic tools of plan implementation, one can easily conceive their impact on the implementation phase. In plan evaluation and reformulation, the efficiency and effectiveness of organizing resources to administer the selected technologies in order to achieve the plan objectives forms a crucial part of the planning process.



# PARTICIPATIVE VERSUS NON-PARTICIPATIVE ORGANIZATIONAL MODELS

If one believes that ideally, every man should have an input into all decisions which are liable to affect him, the ideal organizational model for the resettlement project should be one which maximizes the chances of the settler to participate in all decisions which are liable to affect him in his new environment. Yet, one should always ask oneself, is it always possible to practice what one believes in? And why, in some cases, have non-participative models enabled people to achieve their objectives much faster than through participative ones?

Apparently, there are no straightforward, simple answers to such questions. Theoretically, many people view participative models as slow in producing the desired effects, but once enough accumulation occurs, more lasting and less irreversible changes will be achieved, defended and maintained by the settlers who participated in their occurrence for a long time.

On the other hand, they view the non-participative models as being fast in producing desired effects through the apparent compliance of the settlers under the different coercive methods used. Such compliance, however, is liable to disappear partially or in toto once the coercive structure is prematurely relaxed which may cause all, or at least the most apparently achieved changes to be reversed.

In fact, it is my opinion that justifications for preferring a non-participative over a participative organizational model are usually



based either on (1) the inadequacy of the settlers educational level which makes difficult for them to participate constructively in the making process, or (2) their unwillingness to participate in the decision making process for cultural reasons. It may also be a combination of both of these factors.

It is interesting to notice that both types of justifications reflect an unwillingness to cope with a social challenge which would, no doubt, take a great deal of time and innumerable resources to overcome before achieving the required results.

In order to objectively compare the two models, one should view each as an instrument of change, composed of a variety of resource units which could be used over time to achieve specific objectives at a certain cost. The resource units in both models are mainly of three varieties.

(1) The Human Resource Units: composed of human knowledge, skills, aptitudes and attitudes necessary to apply a

variety of technologies to achieve the project's goals.

(2) The Non-Human Resource Units: composed of materials

and equipment necessary for applying those technologies which will enable the project to achieve its goals.

(3) The Regulatory Resource Units: composed of the rules

and regulations which fundamentally define the framework of the organizational structure within which the human and non-human resources are expected to interact.



The organizational structure not only defines the various functional levels of the organization, but more important, defines the various degrees and levels of autonomy necessary for the human resource units to efficiently and effectively apply the different selected technologies for achieving the project goals and objectives.

The Non-Participative Model. The achievement of the project's goals and objectives by utilizing either of the two models is done through a number of activities directed towards the settler and or his environment. In essence, each of these activities is carried out by a specific combination of human and non-human resource units directed by the regulatory resource units towards the management of one or more aspects of the project in order to ensure the achievement of its goals and objectives.

The regulation of any aspect of the project is, in most cases, liable to require changing the settlers' behaviour from a pattern which is not compatible with the achievement of the project's goals to a pattern which is more compatible with the achievement of these goals. It is in this area that the two organizational models basically differ. In the non-participative model since the settler is not given a chance to have any say in any of the stages of the planning process (i.e., plan formulation, implementation, evaluation, and reformulation), he is expected to comply with a set of behavioural norms developed by the planner and imposed by the administrator to achieve the project's goals and objectives. Positive or negative coercive techniques will be used