

**REGIONAL SOCIAL DEVELOPMENT ADVISORS' MEETING**  
**23–24 November 2000**  
**ADB Headquarters, Manila**

**Agenda**

**Thursday, 23 November 2000**

|               |   |
|---------------|---|
| 8:30 – 9:00   | Registration  |
| 9:00 – 9:15   | Opening Remarks<br><i>Basudev Dahal, ADB</i>  |
| 9:15 – 9:45   | Introduction of Participants  |
| 9:45 – 10:00  | Social Development: Its Goals and Challenges<br><i>Anita Kelles-Viitanen, ADB</i>   |
| 10:00 – 10:15 | Tea Break   |
| 10:15 – 11:45 | Discussion  |
| 11:45 – 1:30  | Lunch Break   |
| 1:30 – 1:50   | Social Dimensions of Poverty Reduction in the Region: Opportunities and Challenges for Social Development<br><i>Reidar Kvam, World Bank (India)</i> |
| 1:50 – 2:20   | Participation in Poverty Reduction Strategy Papers<br><i>Bhuvan Bhatnagar, World Bank (Philippines)</i>   |
| 2:00 – 3:00   | Group Discussion  |
| 3:00 – 3:15   | Tea Break   |
| 3:15 – 4:00   | Continuation of Group Discussion  |
| 4:00 – 4:30   | Report of Working Groups  |

**Friday, 24 November 2000**

|              |   |
|--------------|---|
| 8:30 – 9:00  | Future Challenges for Social Development: A Need for Reorientation?<br><i>Phil Harding, Department for International Development (DFID)</i>         |
| 9:00 – 9:30  | ADB Handbook on Poverty and Social Assessment<br>Isabel Ortiz and Susanna Price, ADB  |
| 9:30 – 10:00 | Subregional Working Groups on Challenges and Opportunities <ul style="list-style-type: none"> <li>▪ Southeast Asia</li> <li>▪ South Asia</li> </ul> |

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|------------------|--|
| 10:00 – 10:15    | Tea Break  |
| 10:15 – 11:00    | Continuation of Working Groups                   |
| 11:00 – 11:45    | Report of Working Groups                         |
| 11:30 – 12:00    | Discussion                                       |
| 12:00 – 1:30     | Lunch Break                                      |
| 1:30 – 3:00      | Agenda for Future Coordination and Other Matters |
| 3:00 – 3:15      | Tea Break  |
| 3:15 – 3:30      | Closing Ceremonies                               |
| 5:00 – 8:00 p.m. | Reception, Residence of Anita Kelles-Viitanen    |

## OPENING REMARKS

Basudev Dahal, Officer-in-Charge  
Office of Environment and Social Development  
Asian Development Bank

23 November 2000

Ladies and Gentlemen, it gives me great pleasure to welcome you to ADB for this Regional Social Development Advisors' Meeting.

This meeting provides an opportunity for social development advisors working different agencies and institutions to share their experiences, identify the key challenges, and agree on the most effective way to pursue further learning from one another (i.e., sharing of experience) and cooperation.

Social exclusion, deprivation, and poverty are among the most serious challenges in the world today. The ratio of income of the richest to the poorest 20 percent of the world population has rapidly increased from 30:1 in 1960 to 59:1 in 1989 and around 80:1 by now. Further, it has been estimated by the UN that approximately two thirds of the nearly 20 percent of the population is estimated to be in some way disabled. The poor with whom ADB and World Bank have recently directly consulted complain that most institutions do not work in the interests of the poor for addressing their concerns. You know all this. But it is worth reflecting on these challenges here as we start these deliberations.

Poverty creates conditions for disability, exploitation and vulnerability, to thrive. Poor people are vulnerable to many risks. They live in lower quality dwellings and work in dangerous work environment. They suffer from malnutrition and hunger and lack adequate health services including maternity and trauma services. Case studies indicate that higher disability rates are associated with higher illiteracy, poor nutritional status, lower inoculation and immunization coverage, lower birth weight of babies, higher unemployment, and lower mobility. The proportion of disability caused by communicable, maternal, and prenatal diseases as well as injuries is higher in countries with high levels of income polarity and poverty. Social unrest and communal violence, even civil wars, are being generated under these situations. Violent crime is more common in poor communities. I can go on. The point is that we need to address these issues as a matter of urgency.

Now, let me say a few words about how ADB is approaching this issue. To start with, ADB has moved from being simply a project financier to being a more broad-based development institution. We have aligned our strategic objectives toward reducing poverty, improving the status of women, supporting human development, and protecting the environment. We have become more conscious of the need to support projects that are not only economically viable, but are socially beneficial and environmentally sustainable. Poverty reduction and improving the quality of life of the people in the Asian and the Pacific region has become ADB's overarching objective. Social development is one of the key components. Accordingly, ADB recognizes in a formal statement of the development issues facing the region that *"poverty is a deprivation of essential assets and opportunities to which*

*every human is entitled. Everyone should have access to basic education and primary health services. Poor households should have the right to sustain themselves by their labor and be reasonably rewarded, as well as have some protection from external shocks. Beyond income and basic services, individuals and societies are also poor—and then tend to remain so—if they are not empowered to participate in making decisions that shape their lives.”*

Another point. ADB has adopted a Framework on Participation, which is a part of its policy on Good Governance. According to this policy, *“the principle of participation derives from an acceptance that people are at the heart of development. They are not only the ultimate beneficiaries of development, but are also the agents of development.”* It is highlighted that *“Participation is necessary for governments to make informed choices in respect of people’s needs, while allowing social groups to protect their rights.”* According to the policy, *“the Bank could help expand participation in several ways, such as through (i) participation in projects, (ii) the public sector/private sector interface, and (iii) decentralization of economic functions (empowerment of local government), and (iv) cooperation with NGOs.”*

ADB’s Poverty Reduction Strategy recognizes that quality of governance is critical to poverty reduction. Good governance helps to make policies and laws workable and it also facilitates sound macro-economic management. Moreover, good governance ensures transparent use of public funds, encourages the growth of the socially responsible and environmentally sound private sector, promotes effective delivery of public services and implementation of laws, and in general, helps to establish the rule of law. Weak governance disproportionately hurts the poor. In poverty consultations that we have carried out in the region, poor governance was identified by governments and NGOs alike as a key factor in poverty reduction. More attention, therefore, needs to be paid to the various constraints in the governance of laws, policies, and programs if we wish to make real progress on the problems on the ground, whether relating to poverty reduction, empowerment or elimination of forms of exploitation.

The key objective of ADB’s social development agenda in line with the above is to ascertain that ADB, through its activities, does not exclude and harm vulnerable categories of people and even more, integrates their concerns in its programs. Our internal processes such as the initial social assessment, which is carried out on all our projects, have been established to identify vulnerable and excluded social groups and address and integrate their needs and concerns into ADB projects. We have specific policies on gender and development as well as on indigenous and ethnic minority populations. Attention is paid to other vulnerable groups such as children, aged, and vulnerable workers.

To address these challenges and to combat social exclusion, poverty, and other forms of deprivation with more determination, ADB is adopting new practices. We will establish partnership agreements on poverty reduction in our developing member countries. These partnership agreements will be based on the inputs of government, civil society, donor and international agencies. The agreements will incorporate mechanisms to review progress highlighting key indicators and institutional milestones of achieving targets. In all likelihood, achievements in reducing the worst forms of poverty and exploitation such as the worst forms of child labor and trafficking in women could be expected to be among such indicators.

We look forward to hearing and learning about your experiences in addressing these issues and, in particular, the role social development advisors in this region can play.

## SOCIAL DEVELOPMENT: GOAL AND CHALLENGES

Anita Kelles-Vittanen, Manager  
Office of Environment and Social Development  
Asian Development Bank

“Social policy should go beyond transfers to addressing structural rigidities at the systemic rather than personal level, such as discriminatory norms, laws, and institutions which inhibit individuals from utilizing and maximizing their attributes.”

*(Cook and Devereux 1999)*

### Introduction

#### **Invisibility of Social Development?**

Social development has been recognized together with the pro-poor and sustainable economic growth and good governance as a third pillar of poverty reduction efforts in ADB's new Poverty Reduction Strategy. This is an opportunity to further strengthen social dimensions in the overarching poverty reduction agenda of the ADB at all levels. At the same time, the increased attention to social development may not be happening with a clear understanding what social development entails and how it contributes to poverty reduction, directly and indirectly, apart from emphasis on participation.

Social development often continues to be lumped with human development, i.e., social sector development. Sometimes social development and social protection also tend to get merged with each other. This is not only taking place in ADB but also within the development community in general. There are various reasons to this, as described below:

In 1995, it was already noted that “social development” was not conceptually well developed and its goals were not well articulated (Midgley 1995). This state of affairs remains. The conceptual in clarity originates partly from confusion between goals and instruments. It seems that the meaning of ‘social’ is also not clear. Partly, this results from the fact that social development goals are being pursued through mainstreaming efforts and not through tangible and concrete sectoral programs or loans. As a result, the work and its impacts often remain invisible. Contributing to team efforts in addressing social quality of projects and programs does not get good visibility, and as a result, not the recognition that it would merit.

## What is ‘Social’ in Social Development?

Unlike social sector development that deals with sectors such as health and education, social development deals with cross-cutting and “intangible” social concerns whose incorporation requires understanding of *social processes and social relations* that include or exclude certain *social groups*, and *social structures* which control or enable flow of information and access to resources, and of *culture and social values and institutions* that support social sustainability and ownership as well as cultural acceptability. These may be difficult to grasp by mission leaders, who look for more concrete interventions.

The “social” in social development agenda refers to *society and its organizations* as well as to *relations between various groups of human beings*. The ultimate goal of social development could be better described as “*societal development*”, as social development promotes cohesive, stable, just and well-functioning societies that respect social, ethnic, and cultural diversities of its members. In this goal, some of the more recent concepts such as “*social capital*” and “*social inclusion*” also play a major role.

Social development ascribes to social policy that is not restricted just to “safety nets” that usually act as corrective to policy, economic failures, or development disasters. Social development promotes a conception of social policy as a key instrument that works in tandem with economic policy to ensure that economic development is equitable as well as socially acceptable, sustainable and responsible. It underscores the essential *social* nature of development. Social relations and institutions, and their improvement constitute central concerns of social development. The economy and the variables that account for its transformation are permeated by social relations, the improvement of which constitutes a cornerstone for social development. Societies that are socially and economically highly polarized are unlikely to pursue policies that have long-term benefits for all, since each social group could be reluctant to make long-term commitments in the interest of the whole society. Furthermore, they tend to have social conflicts that harm investment environment and economic growth. This is the contribution that social development can bring to overall development, and if not addressed, can lead to poverty and vulnerability.

Key challenges and objectives for social development relate to:

- (i) acknowledging and responding to social and cultural diversity;
- (ii) building upward accountability to policy and institutional systems;
- (iii) developing the capacity for social analysis and institutional learning by key partners;
- (iv) enhancing the capacity of excluded groups to make demands on service provision and policy change;
- (v) promoting social cohesion; and
- (vi) strengthening public ownership of development interventions.

Social development interventions complement sectoral efforts and strengthen support efforts on human development and in other sectors. Efforts in education and health, for example, are not sufficient without (i) tailoring them to the socio-cultural contexts; (ii) adapting them to the needs of the poor and vulnerable groups; and (iii) addressing deeply entrenched socio-cultural inequalities.

Social development goals are best pursued by integrating and mainstreaming social development concerns into development planning and into economic growth and other objectives. This is done through various objectives such as promoting equality of opportunity, security, and empowerment; by mainstreaming social concerns into development interventions; and by mitigating negative social impacts. Removing social barriers, exclusion and discrimination based on social characteristics (gender, ethnicity, caste, age, disability, etc.) is yet another task of social development specialists. Identifying and addressing social risks on a systemic basis is also another important task.

A key concept in social analysis has been vulnerability. There are various causes to vulnerability that need to be addressed. **Social vulnerability**, in general, arises from power imbalances in economic, cultural and political arenas, and from competition between various social groups for influence and resource. In the resulting order, some groups can come to dominate others. **Cultural vulnerability** is a part of social vulnerability, resulting from a dominant position of values and views of dominant social groups at the expense of minority views. **Economic vulnerability** can result from macro-processes, such as liberalization, free market policies, structural adjustment, economic transition, and economic crisis. People can be made vulnerable by (i) displacement and resettlement; (ii) employment unfriendly policies such as mechanization and retrenchment; (iii) commercialization of social services that restrict their use by the poor; (iv) weakening of various solidarity networks such as workers organizations; and (v) labor unfriendly policies that ignore good working and employment conditions. Children, old people, ill, disabled and poor have usually been considered as particularly vulnerable as their welfare depend on cooperation with others and on redistribution of resources. Other groups can be as vulnerable, such as women in general (sex workers, poor, widows and female heads of households, in particular), disabled, indigenous people and minorities, migrants (particularly illegal labor migrants), refugees, squatters, relocated populations, certain categories of workers (such as landless laborers, informal sector workers, casual and contract labourers), and ill suffering from social stigma (HIV/AIDS patients and lepers). Often, these groups can remain invisible to development planners and they lack public voice and organizations to represent their views. Therefore, it is the task of the social development advisors to highlight their needs and priorities.

Vulnerability and poverty are closely linked. Being vulnerable increases one's chances of becoming poor and the poor are found among the vulnerable groups.

Social development efforts will help to promote social responsiveness, sustainability and ownership of projects and programs. They will also help to understand multiple and cumulative deprivations (based not just on poverty status but also on ethnic, gender, disability, age or other social characteristics) and social processes that lead to marginalization, social exclusion, and poverty, and will help to address risks, precariousness and vulnerability.

We have found the concept of **social exclusion** useful in providing an analytic framework that can encompass a variety of dimensions that are increasingly relevant for understanding deprivation, vulnerability, and poverty. The concept has two distinct advantages compared with the earlier concepts of deprivation and poverty; (i) it makes the multiple, multi-dimensional and cumulative aspects of deprivation central to the analysis; and (ii) it focuses on social processes, institutions and mechanisms

as well as on actors that exclude people. The process of exclusion is not a simple binary process of exclusion as opposed to inclusion. It is a complex process whereby people can be excluded from various benefits of development and from diverse resources: knowledge, information, technology, skills, land and credit, water, energy, livestock, employment, and infrastructure—as well as from social, economic, political, and cultural institutions, processes, and facilities. Exclusion can take place on one but not on another dimension and level. One may also be included but in a weak or in a dependent position and excluded from major resources and influence. The disadvantaged, no matter how difficult their situation may be, are often immersed in networks of social relations that link their destiny to that of others. Their predicament does not arise from being unintegrated into wider systems. It occurs because present patterns of integration often promote unjust or destructive outcomes in some situations. “Social exclusion,” therefore, invites analysis of concrete networks of relations, institutions and process that support or undermine the livelihood and participation of poor and vulnerable people.

## II. Social Policy and Social Development

There are several competing social policy “approaches” “circulating” in the development agencies that contribute to misunderstanding of the social development agenda. At least four of them have been identified (Cook and Devereux 1999): (i) a social development approach; (ii) a compensatory approach; (iii) a welfare pluralist approach; and (iv) a rights-based approach. (Cook and Devereux 1999). These are briefly described below.

1. **Social development approach.** This approach integrates social welfare objectives directly into economic development policies and programs, as described earlier. Social policy measures are integrated into economic development au par with economic interventions, and not as subsidiary to economic goals. Because of its mainstreaming approach and because it is instrumental and because it amends development efforts, it has not always been recognized as a social policy approach. What is good in this approach is that it “rejects a narrow sectoral approach, arguing that social development cannot just be about the elaboration of specific social sectoral activities, but must aim to address wider issues in which such social sectoral concerns are rooted” (Cook and Devereux 1999). In this approach, “social agenda cannot be reduced to a number of single goals but should include a wide range of actions across policies, sectors, institutions and social groups with the critical issue being how to address poverty (a short-term objective) within the broader framework of public policies and to lay the base for sustainable development over the longer term” (Cook and Devereux 1999).

2. **Compensatory approach.** This approach has been characterized as a minimalist approach, as it is largely pursued in response to social problems caused by (neo-liberal) economic agenda. This approach has been described as being epitomized by the social fund and safety net interventions. But it has been claimed that they fail to address structural constraints inherent in societies and economies, leaving, for example, the structural determinants of poverty largely unaddressed.

3. **Welfare pluralism.** This approach consists of a mix of state, voluntary and commercial activities that can operate synergistically to enhance welfare outcomes. At best, it can be a comprehensive approach, but it has been claimed that within a policy environment that is dominated by economic efficiency and growth objectives, welfare pluralism is likely to become just a part of the drive towards residualism in welfare provision, with the state reducing its role in favor of nonstate organizations—international agencies, NGOs, market, community and traditional institutions—playing a larger role.

4. **Rights-based approach.** This approach reflects broader social goals such as distributive equity and social justice or human rights.

Except, perhaps, for the last approach, all the above approaches are represented in ADB, in different departments. This is fine. The various approaches may only need to be integrated into the overall institutionalized social policy and the holistic approach. Concentrating only on one narrow approach such as social safety nets at the expense of mainstreaming social development approach would be detrimental to the multidimensionality required for development. To formulate a social policy that incorporates all the elements and does not confuse goals with instruments and sectoral interventions is a challenge for the future.

In sum, it is to be concluded that social policy must not be viewed as a residual form of intervention to meet the needs of the vulnerable and the poor that are unmet through the market, family, or private sector provisions. Instead, it must address systemic biases and constraints embedded in them, which otherwise would lead to unsustainable and negative impacts.

### III. Social Dimensions of Poverty

The goals of social development are broader than the goals of poverty. For example, gender development goals are not to be restricted just to direct poverty reduction goals. Gender equality is an important development goal per se. Women's poverty cannot be taken as a proxy a cause for the subordination of women and therefore, gender concerns should not be reduced just to poverty concerns. Unequal access by women to a range of resources and assets and their lack of decision-making power at various levels are also key issues that relate to poverty. Broader empowerment of women has been recognized as an essential precondition for the elimination of world poverty, and therefore, one of the key strategies for achieving the International Development Targets. For example, attaining gender equality in primary and secondary education depends critically on policy measures that promote political and economic empowerment of women. Getting more girls through school is essential, but efforts on education alone will not be sufficient. Inequalities between women and men are deeply rooted, and need to be tackled across the board in economic, political, social and cultural life. In many cases, progress in education will be dependent on success in tackling wider and deeper causes of inequality. Economic growth alone will not trickle down to women, as there is a very weak correlation between gender equality in school enrollment on the one hand and per capita income and income inequality on the other (DFID 2000).

The role of women and hence, gender equality, depends on local culture and customs. Evidence from the country studies on the attainment of the International Development Targets shows that policies to promote women's economic and political empowerment, rather than economic growth, are the critical determinants of advances in gender equality. Such policies need to address the overall position of women in society if the incentive system is to be changed so that parents want to send their girl children to school and that girls want to remain there and have the opportunity to succeed when they do (Ibid).

Similarly, poverty being multidimensional by its character requires not just social development or social policy efforts but also efforts in economy, human development, environment, infrastructure, and governance.

Social analysis of poverty complements economic analysis. Whereas economic analysis emphasizes income and consumption (measured by quantitative variables), and often focuses upon labor markets and enterprise activity as a policy response, **social analysis of poverty** focuses upon causation of poverty. It pays special attention to social relationships, using concepts such as deprivation, vulnerability, marginalization, and exclusion. It pays attention to the heterogeneity of the poor, their level of security and their ability to make choices. Because of the attention to the diversity of poverty and its origins, context specific and field based analysis is central to social analysis.

The key assumption in social analysis of poverty is that people are located in unequal structures of power and that they are socially-situated actors with varying opportunities as well as constraints. Income poverty is only one of the manifestations of being disadvantaged. Recent research has demonstrated that noneconomic dimensions are as important. Powerlessness, isolation, lack of political and economic freedoms, lack of autonomy and the gendered nature of poverty experiences are dimensions of poverty that are frequently stressed by the poor and these, too, should be part of the social analysis of poverty.

Indicators of quality of life often assume categories like 'poor' to be a composite group, but the poor are not a homogenous group. Just as the nature of poverty is diverse, so too are its causes and victims. Poor consist of many groups such as the absolute poor, structural poor, transient poor, and relative poor. In addition, they are found among various social groups such as the working poor (with incomes below subsistence levels, informal sector workers, agricultural wage laborers, homeworkers, etc.), indigenous people and ethnic minorities, various stigmatized social groups such as low castes, disabled people, and refugees. It is important to identify social, economic, and cultural processes that make these groups vulnerable and poor in order to better target the poverty reduction efforts, incorporate these concerns into policies and sectoral programs, and to address market and entitlement failures.

## IV. New Challenges

I have highlighted above some of the constraints and challenges that social development practitioners face in their work. I have also discussed at some length the social dimensions of poverty reduction as this is the area where social development advisors would increasingly need to be involved in. I have also highlighted that this should not, however, imply limiting the agenda of social development just to direct poverty reduction efforts. Promotion of wider social development agenda will in the end also support reaching of the international development goals and indirectly contribute to poverty reduction.

In addition to these general concerns that I have presented, there are a number of more specific and practical issues that we need to address in future. I will just list a few of such issues:

### 1. **Country programming work**

Do we need to become more selective in future? For example, limit major work only to those countries where we can make most policy impact? Or are there any other criteria that we could use in prioritizing our efforts?

### 2. **Sectoral and Policy work**

What are the major issues in sectoral and policy work to be addressed in future?

- building capacity of community organizations and NGOs to address accountability of government promises?
- identifying structural and systemic causes to poverty in policy, institutional, and regulatory frameworks?

Can we have social indicators that reflect quality, complexity and multidimensionality of social dimensions of poverty and which do not exclude cumulativeness of poverty constraints?

Can we promote (and how) social compacts between vulnerable people and ruling elites in the developing countries?

How to translate micro-level local interventions into national macro-level strategies and progress?

How to build people-oriented national institutions?

How to identify systemic institutional biases and barriers as well as vicious cycles that sustain and replicate poverty?

How to gain well-informed and broad-based support to policy interventions and reform programs?

Do we need to strengthen sociological analysis of institutions and of social change, for example, identifying barriers to change, entry points, incentives and modalities for change as well as change processes by analyzing complex fields of competing institutional, political and economic interests?

How can we support social and cultural diversity and institutional accountability in policy and institutions?

How to build inter-sectoral linkages with social development interventions?

How to promote cross-sectoral programs?

How to integrate social dimension into pro-poor financing frameworks?

How to complement risk analysis of poverty? It has been noted that “When people find themselves in situations of multiple, cumulative deprivation, conventional social risk thinking comes up short and that social indicators should lean toward the broad resources view. The greatest strength of the resource approach is its emphasis on individuals as actors, and its consequent view of social indicators as measuring the means available to people to construct good lives. The risk view has been said to fail on this count” (Esping Andersen 2000).

### 3. **Collaboration**

Do we need to redefine our roles vis-à-vis others (economists working on social capital, engineers working with participatory tools, economists working on poverty)?

How can we better work together on a regional and national basis?

And finally, do we all share the same social development and social policy goals?

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## SOURCES

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# **Participation in Poverty Reduction Strategy Papers**

**Bhuvan Bhatnagar**  
**Senior Social Scientist**  
**World Bank Office in Manila, Philippines**

## **Participation in Poverty Reduction Strategy Papers (PRSPs)**

A synthesis of experience with participatory approaches to policy design, implementation and monitoring

## **Ownership and Economic Reforms**

- OED 81 Country Study
- Over 70% of the program success due to “country ownership”
- Country ownership is beyond “government” ownership

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OED - Operations Evaluation Department

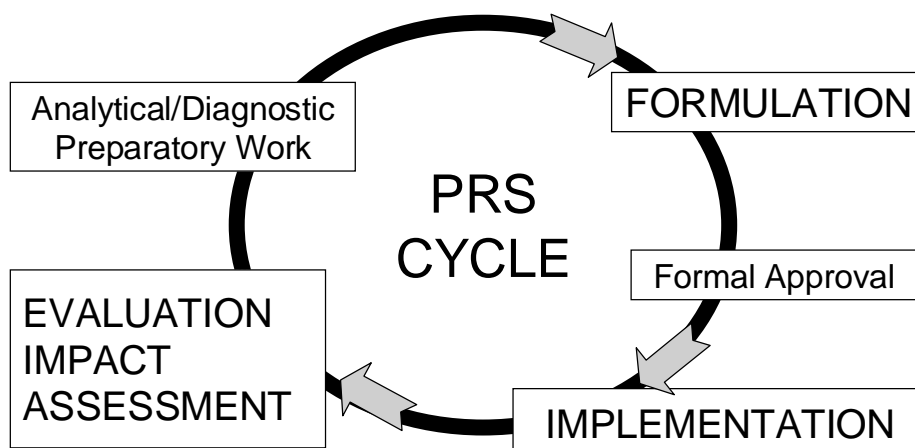
## Key Participation Questions

What are the entry points in the PRS cycle?

Who are the key stakeholders?

What are the levels of participation?

Which are the key building blocks of the PRS?



## Key Stakeholders

**NATIONAL GOVERNMENT** Office of President and Prime Minister, Parliament, Congress, oversight agencies, line agencies, etc.

**LOCAL GOVERNMENT** provinces, districts, municipalities, etc.

**POOR AND DISADVANTAGED** urban slum dwellers, livestock farmers marginalized by drought, etc.

**CIVIL SOCIETY** Local NGOs, mass organizations, international NGOs, trade unions, federations of the poor, think tanks, media, etc.

**PRIVATE SECTOR** Chambers of commerce, etc.

**DONORS** ADB, Bilaterals, UN agencies, etc.

**OTHERS** political parties

## Selection Criteria

Who can improve quality of information

Who can build legitimacy for PRS

Who can mediate conflicts in the process and substance of PRS

Who has the power to obstruct a PRSP

Who is critical for implementation

Who may be affected (positively or negatively) by the PRS winners and losers

Who are the voiceless for whom special efforts need to be made

### **Working within Government Processes and Structures**

Government leads the participatory process  
Government coordinates events in the process  
Representative bodies at all levels play more active role  
Participation aligned with existing processes, such as the budget cycle

### **Forms of Participation**

Information-sharing  
Selective consultation  
Shared responsibility  
Joint formulation  
Formal approval/veto

### **Building Blocks for Participation in the PRSP**

Poverty diagnosis and analysis

Macro-economic policy formulation  
and reform

Public expenditure review and budgets

Participation in monitoring outcomes  
of poverty reduction strategies

### **I-PRSP 3 Key Elements**

- Multi-stakeholder Committee to prepare I-PRSP
- Institutional assessment and stakeholder mapping
- Participation Plan for F-PRSP



## Participation in Macro Reforms in Ireland

|                                   | <b>Before<br/>(1980 1987)</b> | <b>After<br/>(1999)</b> |
|-----------------------------------|-------------------------------|-------------------------|
| Budget Deficit (-)<br>Surplus (+) | £1.4 billion (-)              | £1.1 billion (+)        |
| Exchequer                         | £2.1 billion (-)              | £747 million            |
| Unemployment                      | 17.5%                         | 5.0%                    |
| Inflation                         | 20.0%                         | 2.8%                    |
| GDP growth                        |                               | 9.5%                    |

## Freedom House Ratings of Countries with Active International Development Association or Poverty Reduction Growth Facility Programs

| Freedom House Rating,<br>1998-1999 | Country  |
|------------------------------------|--|
| Free                               | Benin, Bolivia, Cape Verde, Dominica, Grenada, Guyana, Honduras, India, Kiribati, Malawi, Mali, Mongolia, Nicaragua, Samoa, Sao Tome & Principe, Solomon Islands, St. Lucia, St. Vincent & the Grenadines, Vanuatu   |
| Partly Free                        | Albania, Armenia, Azerbaijan, Bangladesh, Bosnia & Herzegovina, Burkina Faso, Central African Rep., Comoros, Eritrea, Ethiopia, Georgia, Ghana, Guinea-Bissau, Haiti, Indonesia, Kyrgyz Rep., Lesotho, Macedonia, Madagascar, Moldova, Mozambique, Nepal, Nigeria, Pakistan, Senegal, Sierra Leone, Sri Lanka, Tanzania, Tonga, Uganda, Zambia, Zimbabwe |
| Not Free                           | Angola, Bhutan, Burundi, Cambodia, Cameroon, Chad, Congo Rep. of, Cote d'Ivoire, Djibouti, Gambia, Guinea, Kenya, Lao People's Democratic Republic, Maldives, Mauritania, Niger, Rwanda, Tajikistan, Togo, Viet Nam, Yemen, Rep. of  |

Sources: World Bank 2000b, Freedom House 2000.

## FUTURE CHALLENGES FOR SOCIAL DEVELOPMENT: A NEED FOR REORIENTATION?

What will international  
development efforts look like in  
three years time?

What will be DFID's contribution  
to it?

What will be the role of social  
development?

## WHAT WILL INTERNATIONAL DEVELOPMENT EFFORTS LOOK LIKE IN THREE YEARS?

Governments producing poverty reduction strategies

Government, external support agencies and other development actors agreeing on common framework for poverty reduction

Progress measured against locally adapted International Development Targets

## WHAT WILL DFID'S CONTRIBUTION BE?

Financial: Budgetary and  
sector-wide support

Intellectual: Support to  
knowledge generation and  
international lesson learning

Capacity building: Support to  
development of professional  
expertise in key disciplines

## WHAT WILL BE THE ROLE OF SOCIAL DEVELOPMENT?

In-house SD advisers working across country programs at policy level in interdisciplinary teams

Project/program-specific SD advice contracted out but quality controlled in-house

Capacity building at country level to ensure quality/supply of SD consultants and LE recruits to country and regional offices

## WHAT WILL SD ADVISERS BE DOING?

Promoting the voice of the poor and emphasizing the multidimensional nature of poverty

Refining the concept of empowerment in the context of taking forward World Development Report 2000

Taking strategic initiatives such as linking budgetary processes to the delivery of poor people's rights and entitlements

## Poverty and Social Development

### Challenges and Opportunities for the World Bank

Reidar Kvam  
Team Leader, Social Development  
The World Bank, New Delhi

## Social Development in the World Bank's South Asia Program

### The Social Development Team works to reduce poverty by:



Ensuring that **poor and vulnerable groups** in South Asia benefit from equitable growth

Strengthening the **security and empowerment** dimensions of poverty reduction, for example by promoting gender equity, cultural diversity, and social integration

Advising Bank staff and clients on issues related to **social safeguards**

## Social Development in the World Bank

- ◆ Initial focus on social safeguards, particularly involuntary resettlement
- ◆ Participation agenda
- ◆ Rapid growth since the mid-1990s; now more than 200 professionals
- ◆ Matrix management introduced in the Bank in 1997: Social Development as part of ESSD (Environmentally and Socially Sustainable Development)
- ◆ Regional units

## Social Development in the World Bank today

- ◆ Core competencies
  - Social analysis
  - Participation
- ◆ Themes and areas of engagement
  - Social safeguards
  - Conflict
  - Civic engagement
  - Community empowerment
  - Gender (although formally under the Poverty Reduction and Economic Management [PREM])
  - Culture and development

## Instruments

- ◆ Project level: Social Assessment
- ◆ Policy based lending (SALs, SECALs)
- ◆ Sector work
- ◆ CAS/CDF/PRSP
- ◆ Reviews and screening: Clearance function and compliance monitoring
- ◆ Quality assurance group
- ◆ Opportunity: Increasing focus on teamwork and multi-disciplinary approaches

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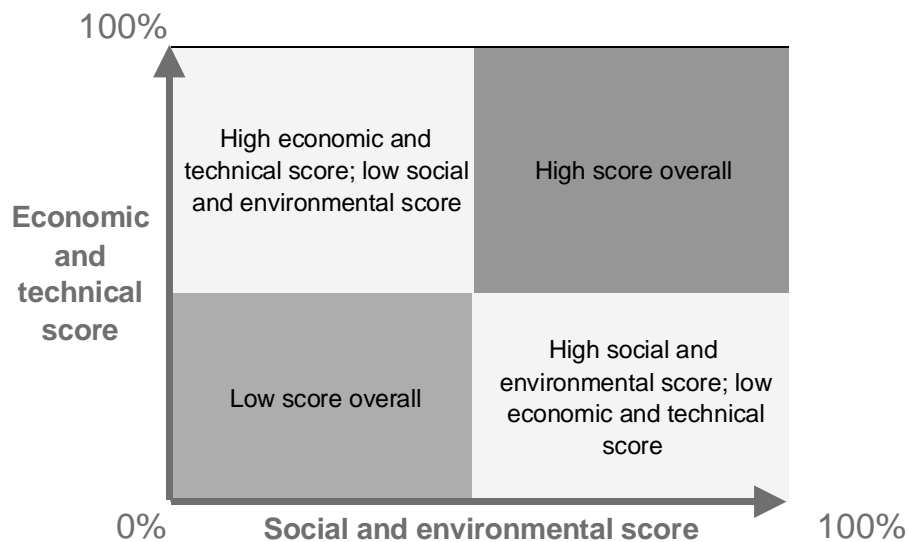
SAL - Structural Adjustment Lending  
SECAL - Sector Adjustment Loan  
CAS - Country Assistance Strategy  
CDF - Comprehensive Development Framework  
PRSP - Poverty Reduction Strategy Paper

## At the project level: Systematic, high quality Social Assessments

$$SA = A + P + O$$

- ◆ **Social Analysis:** identify key stakeholders, understand social issues, social risks, and key social impacts
- ◆ **Participation:** identify needs and priorities of key stakeholders, obtain their views; enable active involvement, transparency and capacity building
- ◆ **Operationalization:** incorporate findings of social analysis and participation through
  - explicit social development outcomes
  - appropriate institutional arrangements
  - systems for monitoring and evaluation of social development outcomes

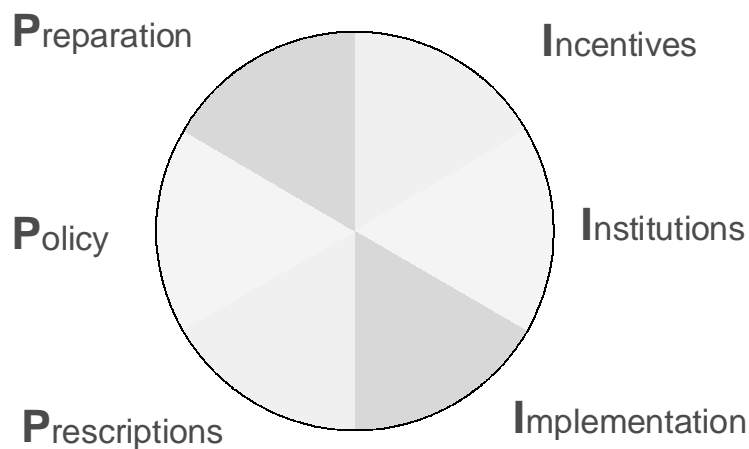
## Decision making and enhancement of social and environmental benefits



## Findings from recent quality assessment of 150 projects under supervision

- ◆ There is increased attention to social development issues
- ◆ .. But budget constraints and lack of commitment continue to generate projects with weak or no social analysis
- ◆ There is a need to integrate ongoing social assessment processes within project management systems to strengthen monitoring of outcomes and results-based management
- ◆ Institutional analysis is often inadequate, and tends to focus overly much on formal organizational structures while neglecting informal institutions and relationships

## From Plan to Impact: Balancing the P's and I's



## Social Dimensions of Governance

- ◆ Value systems and norms that govern behavior and relationships may be very different from the formal rules of the game in organizational structures.
- ◆ Relationships count for more than formal regulations. Personal loyalties are valued more highly than formal rules.
- ◆ These relationships are frequently characterized by hierarchy and inequality, male dominance, patronage and informal obligations.

## **An Enhanced Framework for Poverty Analysis and Development Interventions**

- ◆ Opportunity
- ◆ Empowerment
- ◆ Security

### **Opportunity: Equitable Growth**

- ◆ Outcomes
  - Improvements in poverty reduction and equity
- ◆ Determinants
  - Income, investment, macroeconomic stability, productivity, governance, distribution of assets and income
- ◆ Action: Reducing barriers to access
  - Macro progress and sustainability, good governance, infrastructure development, land tenure and redistribution

## Opportunity: Capabilities

- ◆ **Outcomes**
  - Literacy, infant mortality rate, health improvements
- ◆ **Determinants**
  - Quality of schooling, spending on primary education, outreach to excluded groups, safe water and sanitation, intra-household resource allocation
- ◆ **Action: Access to essential services**
  - Governance and accountability of service providers, action to reduce gender discrimination, immunization, outreach activities, reduced pollution

## Empowerment

- ◆ **Outcomes**
  - Participation in decision making by vulnerable and excluded groups
- ◆ **Determinants**
  - Ability to monitor and influence resource allocations
  - Social cohesion and inequality
- ◆ **Action: Enhancing participation**
  - Good governance, transparency, accountability
  - Participatory processes, information and public dialogue
  - Anticorruption efforts
  - Actions on gender discrimination and other forms of social exclusion

## Security

- ◆ **Outcomes**
  - Security against economic shocks and personal violence
- ◆ **Determinants**
  - External economic and climatic shocks
  - Political conflict and instability
  - Household level shocks (accidents, disease, etc.)
- ◆ **Action: Reducing vulnerability**
  - Access to risk management mechanisms and safety nets
  - Ensure compliance with social safeguards
  - Actions to reduce conflict and violence
  - Strengthen rule of law
  - Measures to mitigate environment disaster risks

## Social Development's potential contribution to reform processes

- ◆ **Goals**
  - Improving quality: Promoting pro-poor reforms
  - Facilitating the process: Building a broad constituency for change
- ◆ **Approach**
  - Stakeholder analysis, risk assessment, and facilitation of the consultation process
  - Impact analysis; assessment of potentially adverse impacts on the poor and vulnerable
  - Participatory and qualitative or deep drill contributions to poverty and social monitoring systems. Challenge: How to link this with quantitative, statistical data sources
  - Decentralization and local level governance: Transparency, accountability, right to information, prevention of capture by elites

## Partnerships, Skills Development, Funding

- ◆ **Partnerships:** Historically, the World Bank has been too inward looking. With a greater focus on partnerships, such as in the Comprehensive Development Framework approach, we can build on complementarities, develop synergies, and improve quality without wasting resources or duplicating efforts.
- ◆ **Skills:** Both Bank social development staff and local social science partners need skills upgrading to maintain and improve quality at the project level, and respond to new challenges such as state level reforms and structural adjustment lending.
- ◆ **Funding:** The World Bank budgets are being reduced, and Social Development inputs are among the first to suffer.

## The CAC Index

- ◆ Our **strength** is that we recognize **C**omplexity, **A**mbiguity, and **C**ontradictions
- ◆ Our **weakness** is that we communicate **C**omplexity, **A**mbiguity, and **C**ontradictions

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