

# **NEW CHALLENGES FOR SOCIAL DEVELOPMENT**

Proceedings of the  
REGIONAL SOCIAL DEVELOPMENT ADVISORS' MEETING  
23-24 November 2000

Social Development Division  
Office of Environment and Social Development  
Asian Development Bank

## **ABBREVIATIONS**

ADB	Asian Development Bank
CDF	Comprehensive Development Framework
DMC	developing member country
DFID	Department for International Development
IDT	International Development Target
ISA	initial social assessment
NGO	nongovernment organization
PRS	Poverty Reduction Strategy
PRSP	poverty reduction strategy paper
SD	social development
SOCD	Social Development Division

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## EXECUTIVE SUMMARY

Financial institutions are increasingly tackling poverty reduction, governance and anticorruption, participation, labor standards, ethnic tensions and social cohesion, side by side with economic development. The issues are complex, and the ever-broadening agenda continue to pose a challenge to social development advisors, who want to change the attitude towards a more proactive and comprehensive approach to social development within their organizations. The objective of the Regional Social Development Advisors' Meeting was to provide a forum for regional social development advisors in Asia and the Pacific where they can discuss current and future social development challenges and opportunities, and lay the groundwork for future collaboration in the region.

The differences and variances between countries of the region were identified as a challenge for regional social development strategies. At the same time, similarities in such areas as sociocultural traditions of hierarchy and social dimensions of governance are recognized. Other common issues facing the region were relations between governments and civil society, governance, traditional patron-client relationships and dependencies, gender discrimination, and challenges of dealing with cultural diversity. In addition, countries in the Pacific face unique problems such as the conflict and tension between traditional and postcolonial structures of society and the impact of structural adjustment programs.

Common themes throughout the Asian and Pacific region, which need to be addressed by social development professionals, include the following:

- relationship between governing elites and the people;
- complexity of civil society, its constituency, and responsibilities;
- conflicts, peace, and disasters;
- voice, choice, and accountability of the poor;
- effects of globalization and need for reorientation of national and regional focus;
- role of human rights and its relationship to social development;
- equity—social, economic, and political;
- weak or inadequate donor collaboration; and
- potential role of people's participation in the budget and empowerment processes.

One of the main recommendations, and an area for future collaboration, was the development of clear and simple social development indicators, which would have a cross-regional application and would be the social development equivalent of “*a dollar a day*” measure for poverty. This would comprise the measurement of empowerment and security within a particular society.

It was agreed to schedule the next meeting in April 2001 in India, to be jointly hosted by the Department for International Development (DFID) and the World Bank.

## INTRODUCTION

The Regional Social Development Advisors' Meeting was hosted and organized by the Social Development Division, Office of Environment and Social Development (OESD), at the Asian Development Bank (ADB) Headquarters in Manila. The meeting took place on 23–24 November 2000. The participants were social development professionals from bilateral and multilateral agencies working in and/or on the Asian and Pacific region, as well as professional staff from the Social Development Division (SOCD), Poverty Reduction Unit, and operations departments of ADB.

## CONTEXT AND OBJECTIVES OF THE MEETING

Financial institutions are increasingly tackling poverty reduction, governance and anticorruption, participation, labor standards, ethnic tension and social cohesion, side by side with economic development. Development objectives have become complex and the new agenda pose a challenge to social development advisors, who want to change the attitude and way of conducting business toward a more proactive approach to social development within their organizations. They will have to reorient their social analyses and approaches to policy and sector challenges, and build capacity in developing member countries (DMCs) of ADB for social development.

The objective of the meeting was to provide a forum for regional social development advisors in Asia and the Pacific where they can discuss current and future social development challenges and opportunities. The meeting also provided an opportunity for the participants to share the social development agenda of their organizations in the region and to discuss opportunities for cooperation.

## PROCEEDINGS

### Opening Remarks

Mr. Basudev Dahal, Officer-in-Charge, OESD, and Director, Office of Pacific Operations, ADB, welcomed the participants to the meeting. He drew attention to the priority problems facing the region, including social exclusion, deprivation, and poverty. Aware that the poor complain that most institutions do not work for them, ADB has moved from being a project financier to a more broad-based development institution, implementing a new strategy on poverty reduction and supporting projects that are not only economically viable but are also socially and environmentally sustainable. Social development is one of the key pillars of this strategy. The strategy is being supported by new business practices, such as partnership agreements on poverty reduction between ADB and its DMCs. Mr. Dahal welcomed the opportunity that the meeting has provided for ADB and other organizations to share experiences.

## **Social Development: Its Goals and Challenges**

Before presenting her paper, Ms. Anita Kelles-Viitanen, Manager, SOCD, ADB, outlined the objectives of the meeting, the challenges facing social development with respect to its role in poverty reduction, and the shift by funding agencies from projects to sectoral programs.

Ms. Kelles-Viitanen noted that the increased attention to social development was not necessarily happening with a clear understanding of what social development entails, and how it directly and/or indirectly contributes to poverty reduction, apart from the emphasis paid to participation. Often, social development is considered to be part of human development, and sometimes equated with social protection. However, she remarked that unlike the social sector (e.g., education, health, safe water, and sanitation), social development deals with crosscutting and “intangible” social concerns. The incorporation of these concerns requires an understanding of the social processes and social relations, including or excluding certain social groups, social structures that control or enable flow of information and access to resources, and of cultural and social values and institutions that support sustainability, ownership, and cultural acceptability.

- Ms. Kelles-Viitanen noted that the key objectives of social development were related to:
- acknowledging and responding to social and cultural diversity;
  - building upward accountability to policy and institutional systems;
  - developing the capacity for social analysis and institutional learning by key partners;
  - enhancing the capacity of excluded groups to make demands for service provision and policy change;
  - promoting social cohesion; and
  - strengthening public (including people’s) ownership of development interventions.

It was suggested that social development interventions complement sectoral efforts and strengthen support efforts on human development. The concept of social exclusion was useful in providing an analytic framework that can encompass a variety of dimensions relevant for understanding deprivation, vulnerability, and poverty.

In reviewing the relationship between social policy and social development, Ms. Kelles-Viitanen concluded that social policy must not be viewed as a residual form of intervention to meet the needs of the vulnerable and the poor. Instead, it must address the negative impacts that make development unsustainable. Following on from this, it is important to identify the social, economic, and cultural processes that make certain groups vulnerable and poor. This will better target poverty reduction efforts, incorporate such concerns into policies and sectoral programs, and address market and entitlement failures.

- She enumerated some questions that social development practitioners need to address.
- Should social development practitioners be more selective and limit their interventions where they could have the greatest impact on poverty?
  - What are the major issues in sectoral and policy work to be addressed in the future, for example: Building the capacity of community and nongovernment organizations to address the accountability of government, or addressing the structural and systemic causes of poverty?

- Is it possible to develop social indicators that reflect the complexity and variety of social dimensions of poverty, while at the same time not excluding the cumulateness of poverty constraints?
- How is it possible to support social and cultural diversity and institutional accountability?
- How could we collaborate better? Is there a need to redefine the roles of social development professionals vis-a-vis other professionals (e.g., economists, engineers)?
- How could the social development work in the region be improved and the same common goals be shared?

### ***Discussion***

This session was chaired by Ms. Judy Walker of DFID.

The differences and variances between the countries of the region pose a challenge for a common blueprint approach. At the same time, similarities also exist such as social hierarchies and authoritarian roles of the elites. Other common issues include relations between governments and civil society, governance, traditional patron-client relations, relationships and dependencies, gender discrimination, and the challenges of dealing with cultural diversity. Specific to the Pacific is the challenge of conflict and tension between traditional and postcolonial structures of society and the impact of structural adjustment programs.

Common themes throughout the Asian and Pacific region, which need to be addressed by social development professionals, are the following:

- relationship between governing elites and the people;
- complexity of civil society, its constituency, and responsibilities;
- conflicts, peace, and disasters;
- voice, choice, and accountability of the poor;
- effects of globalization and need for re-orientation of national and regional focus;
- role of human rights and its relationship to social development;
- equity—social, economic and political;
- weak or inadequate donor collaboration among funding agencies; and
- potential role of people's participation in the budget and empowerment processes.

### **The World Bank Perspective and Experience**

Mr. Reidar Kvam, Team Leader, Social Development group, World Bank Office in New Delhi, presented an overview of how social development has evolved in the World Bank and how it fits into the management matrix. He pointed out the core competencies in the areas of social analysis and participation. The areas of engagement are in social safeguards, conflict resolution, civic engagement, community empowerment, gender, and culture and development. At the project level, high quality social assessments comprise *analysis* (of key stakeholders, social issues, social risks, and impacts), *participation* (identifying the needs and priorities of key stakeholders to facilitate their active involvement, and to support transparency and capacity building), and *operationalization* (incorporating the findings of social analysis and participation through explicit social development outcomes,

appropriate institutional arrangements, and systems for monitoring and evaluation of projects). Projects are evaluated according to economic, technical, social, and environmental scores. Previously, those with good economic and/or technical ratings would be valued highly than others as an indicator of whether a project should be implemented, but there has been a shift in attitudes now. Even if a project has a low technical and economic rating, but rates well on the potential social and environmental benefits, there is a strong possibility of its being able to proceed.

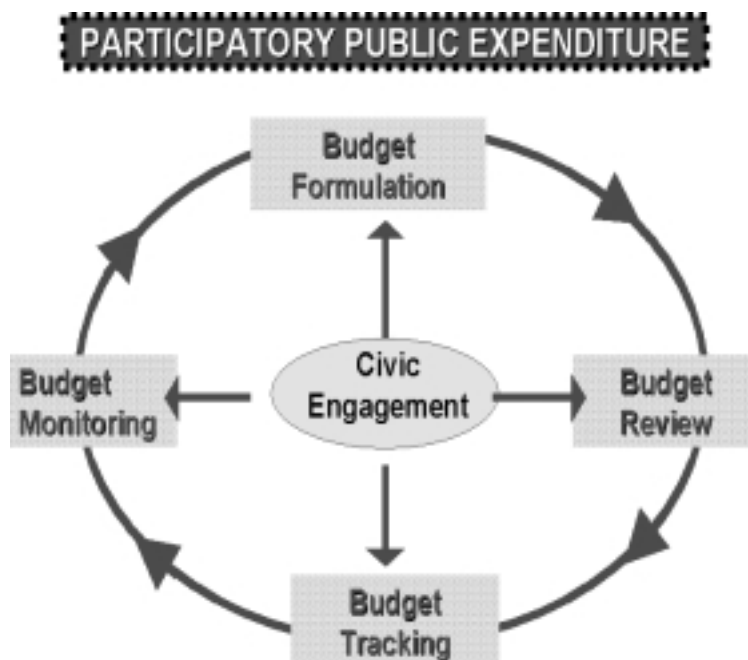
The recent World Bank report on the quality of projects shows that while increased attention is being paid to social development issues, budgetary constraints and lack of commitment continue to generate projects with weak or no social analysis. There is a need to integrate ongoing social assessment processes within project management systems to strengthen the monitoring of outcomes. Furthermore, the institutional analyses were often inadequate because they focused on formal structures while neglecting informal structures and relationships.

The World Bank's Social Development team in India intends to increase its focus on the impact (incentives, institutions, and implementation), instead of just attending to the preparation (policy and prescription). It was also suggested that social development needs to contribute towards the reform process by promoting pro-poor reforms; building a broad constituency for change by carrying out stakeholder analysis, risk assessment, and impact analysis; and promoting decentralization and local level governance. The challenge at the World Bank for social development is to take advantage of the Comprehensive Development Framework (CDF); build upon complementarities, develop synergies and improve quality; and upgrade skills of staff and local social science partners. At the same time, it was feared that social development inputs would be among the first to be cut during budget streamlining.

Questions were raised as to how one moved from the "policing" approach of projects to the more proactive role. A further discussion arose on how power relations are not necessarily altered if participation is "imposed" from outside.

### ***Poverty Reduction Strategy***

Mr. Bhuvan Bhatnagar, Senior Social Scientist, World Bank Office in Manila, described the experience of the World Bank in supporting participatory approaches in preparing, implementing, and monitoring poverty reduction strategy papers (PRSPs). Citing examples from Bolivia, Brazil, India, Lao People's Democratic Republic, Philippines, Singapore, Uganda, Viet Nam, and other PRSP countries, he explained how participation facilitates ownership of PRSPs beyond governments and emphasized that their successful implementation would depend on broad ownership. The four key building blocks for introducing participation in PRSPs were poverty diagnostics, macro reforms, public expenditure management, and poverty monitoring. Ireland was given as an example where people's participation in macroeconomic reforms resulted in the vast improvement of their economic situation. The importance of building upon the nations' written policies and plans was emphasized. A plea was made for donors to give uniform advice, and to collaborate and to cooperate more fully. The key elements of an interim PRSP were identified as multistakeholder committee, institutional assessment, and stakeholder mapping and participation plan, with a budget and timeline. Mr. Bhatnagar proposed a regional conference on civic engagement on budgets based on the following four-step analytical framework.



Two subgroups were then formed to discuss how to promote and link up microlevel influence and demand with national and global macrolevel strategies, policies, programs, and infrastructure.

- What is the key set of tools to promote equity (e.g., budget reforms, policy change)?
- How can social development help people define, access, and exercise basic rights?

On the first question, the feedback from both groups was as follows. Local government initiatives and organizations, such as *gram panchayats* (village councils), should be promoted to strengthen participation of the poor in local government. New organizations, which provide people with the opportunity and environment to exercise their rights at the local and global levels, should also be supported. Furthermore, there was a need to help the civil society develop its voice to function as an effective demand-maker. Making new technologies pro-poor was identified by both groups as a real challenge. Reforms could not be successfully implemented unless institutional mechanisms, both formal and informal, were understood well.

In responding to the second question, good governance and empowerment were identified as necessary for promoting cultural diversity and collective action by the poor. When designing and implementing programs for the poor, there was a need to involve other members of the community so that they would not feel threatened and start obstructing development work or victimizing the more vulnerable.

More could be done through collaboration and focusing on translating existing global standards and rights. Support to build democracy tended to focus only on the process of elections, and not on the obligations and duties associated with it. In the Pacific, problems have arisen in bridging traditional decision-making processes with individual responsibilities.

## **Future Challenges for Social Development: A Need for Reorientation**

Mr. Phil Harding, Senior Social Development Adviser, DFID (India), commenced his presentation with an overview of how social development has been incorporated and fully mainstreamed into the work of DFID as a result of changes in the British Government. In DFID, the vision changed from projects to influencing the development processes and impact of development. In about six years, the number of social development advisors has increased from just five to 60. The issues related to political development and governance have also become important to DFID.

Regarding the nature and role of international development in the next three years, it was suggested that governments should start their own poverty reduction strategies. There should be an agreement on a common framework for poverty reduction by governments, external support agencies, and other development actors. The progress would be measured against locally adapted international development targets (IDTs).

On DFID's new role, three areas were highlighted: (i) budgetary and sectorwide support, (ii) support to knowledge generation and international lesson learning, and (iii) support to development of professional expertise in key disciplines. The role of social development in this would be to provide in-house advice across country programs at the policy level in interdisciplinary teams. Project and/or program-specific social development advice should be contracted out, but quality would be controlled in-house. DFID would also support capacity building at country level to ensure quality and supply of national and local social development consultants.

Social advisors should also continue supporting the voice of the poor and emphasizing the multidimensional nature of poverty, refining the concept of empowerment in the context of taking forward the conclusions of the *World Development Report 2000*, and linking budgetary processes with the poor people's rights and entitlements.

A discussion ensued covering several areas. The first issue raised was the relationship between social development and governance. Usually, work on governance starts with government and trickles down to the people, but social development starts from the opposite direction. It is necessary to promote complementarity of efforts.

There is a strong focus in DFID to deliver on the IDTs. They would, however, have to be linked with a rights-based approach.

One of the effects of globalization would be an increasing market for knowledge. Whom one knew was as important as what one knew, and there was, therefore, a need to distinguish between partnerships and patronage.

Another discussion revolved around the choice between social development specialists on specific areas versus generic social development specialists. This matter is still being discussed in DFID. The question was raised whether, by adopting this approach, the more practical and human rights agenda was losing its prominence. Both ADB and the World Bank participants felt that projects

cannot be “orphaned”. As long as there is no sufficient social development expertise in countries, bank staff would need to be involved continuously.

## **ADB Handbook on Poverty and Social Analysis**

There was a joint presentation by Ms. Isabel Ortiz, Economist, Poverty Reduction Unit, and Ms. Susanna Price, Senior Social Development Specialist, SOCD on the handbook being prepared by ADB’s Poverty Reduction Unit and SOCD.

ADB endorsed a poverty reduction strategy in 1999 that has three pillars: (i) pro-poor and sustainable growth, (ii) good governance, and (iii) social development. ADB has made a commitment that 40 percent of its lending will be related to poverty intervention. Pro-poor sustainable economic growth, according to ADB, refers to labor-intensive growth, backed by sound macroeconomic management; policies to remove market distortions; policies to foster employment creation, extend infrastructure, and expand access to the poor; and investment targeted to poorer areas. Good governance refers to public management that is free of political distortions, transparent, participatory, accountable, and decentralized, with sound fiscal management, pro-poor government subsidies, and nondiscriminatory laws and judiciary. Social development comprises efforts in human capital, social capital, social inclusion, targeting of basic services to the poor, removal of gender discrimination, and social protection.

ADB’s new business process being used in country work involves poverty analyses, fora with civil society, national poverty reduction strategies, country operational strategies/country assistance plans, and poverty partnership agreements, through which new projects are identified.

The Handbook for Incorporation of Social Dimensions in Projects is under revision, with the objective of streamlining and integrating poverty and social development analyses based on new business practices that comprise a team approach to be increasingly adopted for both country and project work, the use of logical framework as a conceptual tool for project design, new processing steps, and a quality assurance panel.

The initial social assessment (ISA) will also be strengthened in terms of resources, time, and skills. The new project cycle comprises three stages: (i) pre-design when the project concept is developed and project fact-finding takes place, (ii) design stage when the loan is prepared incorporating recommendations emerging from social analysis, and (iii) loan processing. The Handbook will be issued in early 2001 and will be posted on the web for comments.

During the discussion that followed the presentation, more information was requested on the distribution of tasks, and how poverty assessments were carried out within ADB and when they were done. Consultants often carry out this task, but the problem faced was, while the documents were good pieces of work, they were often not linked with the design of the project.

The good quality of DFID’s social development papers was commented upon, and their dissemination encouraged. Most of the social development papers were produced in London. DFID

noted that it would endeavor to share them with wider audiences. The different environments in, and conditions under, which the multilateral lending institutions operate, compared with the bilateral donor organizations, was discussed. When it comes to loans, national governments are often not willing to accept social development conditionalities, and social development advice must make economic sense. Often, a balance must be struck between what is mandatory and what is good practice.

The issue of convergence and collaboration between ADB and the World Bank was raised. In spite of collaboration in the CDF process, in poverty reduction, and in thematic areas, different approaches were still being used by both banks, which confuse governments. There was also lack of coordination between the bilaterals. It was important for funding agencies to give consistent advice without jeopardizing complementarity and flexibility.

Working groups had discussions on the questions previously identified, and formulated a set of recommendations.

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## RECOMMENDATIONS

The following recommendations emerged from the two-day deliberations.

- There is a need to better market the skills of social development advisors. Their strength is in the multidimensional approach. Donor institutions must be convinced of the value of their skills.
- Institutional arrangements vis-a-vis social development are often fragmented and lack focus. There is a need, therefore, to develop a set of indicators and to operationalize power and empowerment dimensions, e.g., social equivalent of a “dollar a day” measure of poverty, for example, by the use of a proxy indicator such as level of violence against women.
- Mechanisms, which promote further mutual accountability with an emphasis on accountability to the poor, should be identified and developed.
- Decentralization should not be thought of as a panacea as it can also lead to corruption.
- There is a need for judicial reforms, both at the top and the grassroots levels.
- The public need to be informed and engaged in development-related policies.
- All social development-related staff should have their skills regularly upgraded. DFID was requested to provide training in new approaches to all social development advisers in the region.
- There should be a focus on country poverty strategies, which create opportunities for donors to collaborate both formally and informally. Funding agencies should give consistent signals to their DMCs.
- It is important not to hijack local processes; national and community ownership is more important than getting donor formats and requirements right.
- Institutions must control their enthusiasm for their own products and/or funding agencies must be prepared not to become possessive of their products.
- Social development indicators, including self-rating of poverty by the poor and reflecting multidimensionality of poverty, need to be developed with a cross-regional application. Resources should be pooled by donors to achieve this. The key tools to promote equity—labor standards, child rights, capacity building and governance, claims, functional literacy—should be linked with indicators of poverty and other approaches related to well-being and promoting gender equality. They should reflect the complexity of poverty and be culturally sensitive.
- NGOs need to be supported in monitoring government performance and linking of micro and macro level strategies with the promotion of policy literacy for all stakeholders, which would, in turn, strengthen the claim-making capacity of the people.
- There should be a focus on IDTs, strengthening community-based definitions of rights with needs and good quality of life.
- Rights should also be used as a tool by governments to gain commitments from funding agencies, e.g., for them to support the right to education. Peer pressure among the governments in fora such as the Association of South East Asian Nations (ASEAN) and South Asian Association Regional Cooperation (SAARC) should be promoted.

## FOLLOW-UP ACTION

**A**fterwards, the discussions focused on the identification of a few priority areas for collaboration. The following areas were identified:

- Operationalization and measurement of empowerment and security concepts to provide a shared understanding of how they can be measured so that they can be used by the institutions.
- With respect to PRSP collaboration, there was a request for bilateral support for these, which support should also be for non-PRSP countries.
- ADB is to share its Handbook on Poverty and Social Assessment with other funding agencies.
- There is an agreement that social development capacity building in India will be combined with training for ADB, DFID, and World Bank staff, using the ADB technical assistance as an entry point.
- It is agreed to try and obtain a consensus on linking quantitative with qualitative social development indicators.
- It is agreed to develop a regional social index, or an Asian barometer on social development.

## CLOSING REMARKS

**T**hanks were expressed from all sides. Participants felt that the meeting had been useful and served its function well for discussing opportunities emerging from the new development agenda in the region.

ADB was commended for providing the opportunity. It was decided to continue the dialogue and to have the next meeting hosted by DFID and World Bank in New Delhi in Spring 2001 (April/May).

**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 <i>Basudev Dahal, ADB</i>
9:15 – 9:45	Introduction of Participants
9:45 – 10:00	Social Development: Its Goals and Challenges <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 <i>Reidar Kvam, World Bank (India)</i>
1:50 – 2:20	Participation in Poverty Reduction Strategy Papers <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? <i>Phil Harding, Department for International Development (DFID)</i>
9:00 – 9:30	ADB Handbook on Poverty and Social Assessment 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>

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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# **Participation in Poverty Reduction Strategy Papers**

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## **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

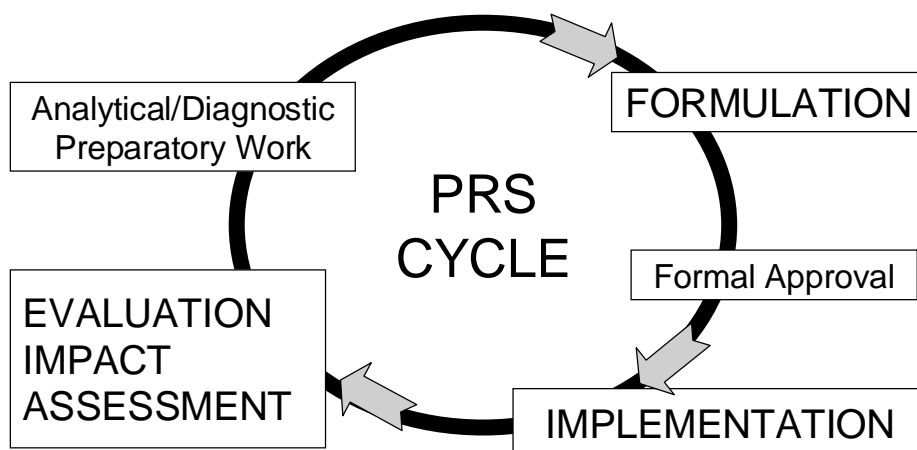
## Key Participation Questions

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 (1980 1987)</b>	<b>After (1999)</b>
Budget Deficit (-) 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, 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  
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## 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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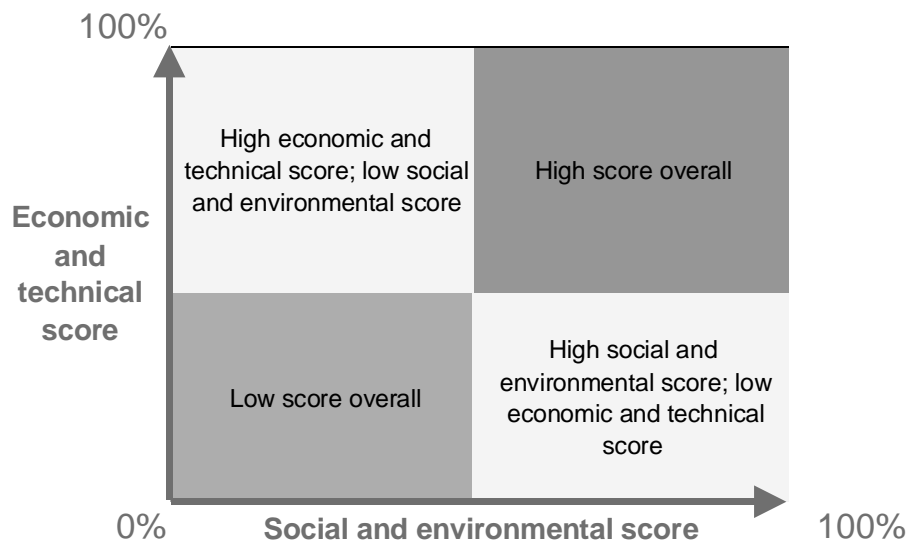
SAL - Structural Adjustment Lending  
SECAL - Sector Adjustment Loan  
CAS - Country Assistance Strategy  
CDF - Comprehensive Development Framework  
PRSP - Poverty Reduction Strategy Paper

## 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

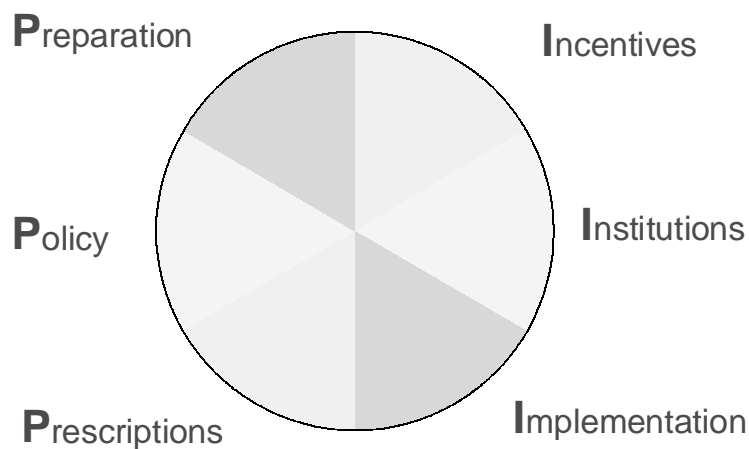
## Decision making and enhancement of social and environmental benefits



## 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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