Community-driven development and indigenous, ethnic minority, and disability issues

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Question

Which, if any, community driven development (CDD) programmes explicitly discuss or deal with indigenous or ethnic minority issues? Which, if any, CDD programmes explicitly discuss or deal with disability issues?

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1. Overview

This rapid literature review details some recent community-driven development (CDD) programmes which have a clear focus or impact on indigenous/ethnic minority groups, or people with disabilities (PWD). The report has a geographic bias towards Asia-Pacific programmes.

Few CDD programmes explicitly address minority issues. Many programmes target vulnerable groups such as women, youth, disabled, ethnic minorities, but as one group rather than distinguishing their differing needs. Few programmes are targeted specifically at vulnerable groups alone. Many programmes focus on reducing poverty and vulnerability, with the implicit assumption that this will automatically include vulnerable groups. The wider literature on CDD inclusion tends to look at elite capture of CDD processes, rather than social inclusion. As a result, minority populations are usually included via policies to encourage their participation in planning processes. There is very little evidence on CDD programmes’ impact and outcomes for minority groups.
This research report briefly reviewed the following programmes, but found no reference to ethnic minorities, indigenous peoples (IP) or people with disabilities: Afghanistan’s National Solidarity Programme; Sierra Leone’s GoBifo programme; Angola Third Social Action Fund (FAS III); Rwanda Decentralization and Community Development Project (DCDP); Philippines’ Autonomous Region in Muslim Mindanao Social Fund project; Timor Leste Community Empowerment and Local Governance Project; Andhra Pradesh District Poverty Initiatives Project; Ghana Northern Region Poverty Reduction Programme; and Democratic Republic of Congo (DRC) Tuungane programme.

The World Bank has a standardised set of policies and safeguarding procedures for CDD programmes which may impact on ethnic minorities or be implemented in areas where ethnic minorities live. Disability procedures are less well-established and less evident in programmes, but a few examples have assessed CDD programmes for their impact and inclusion of PWD. A selection of programmes is presented below, focusing on the Asia-Pacific region. There are further examples available in the World Bank’s CDD programming database. The examples below present findings and lessons where possible; some programmes do not have these yet if they are recently established, and some do not draw these out in their evaluations.

It is possible to draw together a few commonalities throughout the programmes:

- Language and communication are barriers to participation. Information should be disseminated in local languages and non-written forms. PWD may need information in Braille, audio or picture forms.
- It is important to have facilitators drawn from the minority community.
- Programmes need to have a specific focus on vulnerable groups. It is not sufficient to assume they will be included in community-wide projects.
- CDD tends to benefit and be controlled by elites and leaders. Minority groups lack power and influence over these processes.
- Personal relationships with powerful actors appear to be the most common method for minority groups to have their voices heard. Minority groups are disadvantaged in representing their viewpoints in community forums.
- Minority groups are often quite well-included in community planning processes in terms of presence. However, they do not generally exert much real influence on sub-project choices, as these tend to be strongly directed by community elites.
- Minority groups are mostly included in policies and planning documents, particularly in the World Bank early stage assessments. There are very few evaluations of impacts on minority groups. Evaluations assert that sub-projects benefit all community members, including minority groups.
- Disability needs can be taken into account by ensuring infrastructure sub-projects are mobility accessible.
- Some programmes track the number or per cent of minority groups attending meetings as an indicator of inclusion.
2. Indigenous or ethnic minority CDD programming

Indonesia PNPM (National Community Empowerment Program)

**Date:** 2007-present

**Funder:** Government of Indonesia, World Bank

**Objectives:** To improve the economic and social welfare of the poor and to empower communities in decision-making and the management of development activities.

**Overview:** The National Program for Community Empowerment (PNPM Mandiri) was launched by the Government of Indonesia in 2007. It incorporates other government programmes, such as PNPM-Rural which began as the Kecamatan Development Program (KDP) and PNPM-Urban which began as the Urban Poverty Program (UPP). PNPM provides direct block grants to local communities at the sub-district level to finance an open menu of development activities. PNPM-Rural has the most focus on drawing in marginalised groups. PNPM-Urban and SPADA had no specific mention of indigenous peoples or people with disabilities. A recent pilot, PNPM-Peduli, has a specific mandate to work with marginalised people through CSOs, but this is not classified as CDD.

The World Bank’s project documentation for PNPM-Rural includes their standard indigenous peoples’ assessment and framework, which provides some insight into indigenous issues, called Isolated and Vulnerable Peoples (IVPs) in Indonesia. The IVPs Framework is built into the PNPM-Rural operational process and is described in the project manual, which includes detailed procedures and protocols, and is updated as new lessons emerge. Along with the standard protocols, specific measures in the project design include participatory social mapping to identify target beneficiaries; special invitations to marginalised groups to participate in planning; village-level project facilitators and implementing teams elected by their communities; sub-village planning units; and verification by teams from outside the village on sub-project appropriateness and compliance with project rules. The project also focuses on facilitator training, which prioritises local language skills. The M&E system requires consultation and continual monitoring of marginalised groups’ participation and impacts.

**Findings and lessons:** A study on marginalised groups was commissioned in 2010 to assess impact (see below, Akatiga, 2010). This study found that in general, existing power structures and elite control have remained largely unchanged in PNPM communities. Marginalised groups still benefit from the projects as community members, but do not have much influence on the planning and decision-making. The programme model incentivises facilitators to ensure each stage is implemented correctly, with less focus on the quality of participation. More support to facilitators may have an impact on marginalised groups’ participation.

Since 1998, the PNPM series of programmes has been evaluated as having no adverse effects on indigenous peoples. PNPM has been flexible and adaptive, and has provided improved training to facilitators and worked directly with traditional leaders.

**Links:** Programme website: [http://pnpm-support.org](http://pnpm-support.org)

Vietnam Northern Mountains Poverty Reduction Project

Date: Phase I 2001-2007; Phase II 2010-2015.

Funder: World Bank, DFID

Objectives: To enhance the livelihood opportunities of the rural poor and ethnic minorities of disadvantaged communes and districts in the Northern Mountains.

Overview: The Northern Mountains region is one of the poorest in Vietnam. In the region, between 94 and 100 per cent of residents are from national ethnic minority groups, making the entire project focused on ethnic minority development. There are four components to the project: i) district economic development; ii) commune development budget (CDD); iii) capacity building; and iv) project management. The standard World Bank approach to ethnic minorities is applied: a framework for ensuring free, prior, and informed consultations during preparation and implementation; documentation of the results of the consultations; an action plan of measures to ensure that ethnic minorities receive socioeconomic benefits that are culturally appropriate; an action plan to avoid, minimise, or mitigate adverse effects; and monitoring benchmarks.

Findings and lessons: Phase II has built on lessons learned in Phase I. These include the need to further focus on including the poorest and more marginalised in planning and implementation of projects, for example, the small percentages of Thai people living within the nationally minority Hmong community. It is crucial to disseminate information in local languages, and through non-written methods such as pictures, visual aids, video, and talking books. It is important that project facilitators are hired from the main ethnic group within each commune. Other facilitators and project staff receive ethnic minority language training. One of the monitoring targets is specific to minorities: At least 60 per cent of women and ethnic minorities report satisfaction with public representation and service delivery. Other M&E indicators are ethnically disaggregated.

Links: World Bank case study:

Philippines KALAHI-CIDSS

Date: 2003-2013

Funder: Government of Philippines, World Bank, ADB

Objectives: Empowerment of local communities through their involvement in the design and implementation of poverty reduction projects and improved participation in local governance.

Overview: The three main components are capacity-building and implementation support; community grants; and monitoring and evaluation. Grants for community subprojects are provided to participating municipalities, with communities setting sub-project priorities. The project specifically includes indigenous people and other marginalised groups, by reaching out directly to these groups.

Findings and lessons: An evaluation identified the following lessons on indigenous inclusion from focus group discussions (ADB, 2012):

- Recruit members of local tribes as community facilitators.
- To the greatest extent possible, deal with ethnic groups on the basis of their traditional geographic boundaries or ancestral domain and leadership structure rather than mainstream geographic and political boundaries.
- Use colour-coded materials to facilitate understanding by illiterate tribal members.
- Translate KALAHI-CIDSS training materials and forms into local dialects.
- To the extent possible, incorporate indigenous customs into subproject implementation (e.g., the use of knots to schedule dates of meetings).
- Hold briefings in the local dialect with community members before key activities.
- Provide meals and snacks to encourage attendance of indigenous peoples at assemblies; they are likely to have to walk long distances to come to the meeting venue.

One municipality where an indigenous tribal group comprises the majority of the population made the following adjustments for indigenous participation: the recruitment of tribal members as community facilitators; using ancestral geographic boundaries and leadership structure; and the use of indigenous practices and innovative educational tools to facilitate understanding.


Philippines National Community Driven Development Program (NCDDP)

Date: 2013-present

Funder: Government of Philippines, World Bank, ADB

Objectives: To empower communities in targeted municipalities to achieve improved access to services and to participate in more inclusive local planning, budgeting, and implementation.

Overview: NCDDP is the scaled-up KALAHI-CIDSS project which started in 2003. It expands targeting to include poor rural and typhoon-affected (Haiyan) communities. It maintains a stronger focus on inclusion
of indigenous peoples than KALAHI-CIDSS, with instruction for specific outreach and inclusion at every stage. It triggers the standard World Bank Indigenous Peoples Safeguarding procedures.

The following adjustments from KALAHI-CIDSS have been included in KC-NCDDP design: (i) sub-project prioritisation will give greater weight/priority to activities benefitting poorer villages, indigenous communities and conflict affected areas; (ii) regions with IP communities, conflict affected areas, or with significant barriers to women’s participation will be given the flexibility to further reduce the standard number of villages per community facilitator for greater hands-on assistance; and (iii) specific facilitation modules for disaster response, conflict, IP communities, and gender have been developed and will be integrated in the training of Area Coordination Teams.

The National Steering Committee, which oversees the programme, includes representatives from the National Commission on Indigenous Peoples. The NCIP has also reviewed and endorsed the programme proposals, and will be involved as a coordinating and supervisory body. The World Bank also appoints designated IP specialists to manage safeguarding procedures, and in regions with high levels of IP communities, these posts are staffed by IPs (with local language skills). When working at the sub-project level, there are specific facilitation tools and guidance, increased numbers of community facilitators in areas where there are a larger number of IP communities or where the communities are harder to reach, improved training of community facilitators working in these areas, and the recruitment of regional or sub-regional IP focal persons. One indicator for the programme is the per cent of IPs and women who attend regular Barangay Assemblies.


**Orissa Tribal Empowerment and Livelihoods Programme (OTELP)**

**Date:** 2003-2015

**Funder:** IFAD, DFID, World Food Programme

**Objectives:** To sustainably improve the livelihood security of poor households by promoting efficient, equitable, self-managed and sustainable exploitation and conservation of natural resources and development of non-farm enterprises.

**Overview:** Odisha state has 62 tribal groups, accounting for about 22 per cent of the state’s population. The programme has a strong ethnic minority focus, with programme villages being comprised of at least 60 per cent Scheduled Tribes or Scheduled Castes. OTEL has been considered a successful programme for empowering tribal communities. Illustrative indicators include: 58 per cent increase in real income of poor tribal households; 80 per cent of tribal households have access to safe drinking water, 20 per cent of villages have sanitation facilities. This research found no clear evaluation of the reasons for success.
Myanmar National Community Driven Development Project

**Date:** 2012-present  
**Funder:** World Bank

**Objectives:** To enable poor rural communities to benefit from improved access to and use of basic infrastructure and services through a people-centred approach and to enhance the government's capacity to respond promptly and effectively to an eligible crisis or emergency.

**Overview:** This project is in its first year of implementation. As Myanmar has 135 official languages and 30 per cent are ethnic minorities, there is a strong commitment to ethnic minority participation in the CDD project. Participatory social assessments are conducted in all project villages, and the implementers utilise the World Bank’s standardised Indigenous Peoples plan to ensure full participation. The following special measures are employed:

- Recruitment of village volunteers elected from among ethnic groups who assist the community facilitator throughout project implementation.
- Training of community facilitators to increase cultural awareness of issues related to ethnicity, religion and marginalisation.
- Free, prior and informed consultations with ethnic minorities for the village and village tract development plans.
- Involvement of ethnic minorities in the decision-making process in the village tract forum.
- Participation of ethnic minority representatives in village implementation committees and monitoring sub-committees.
- Qualitative monitoring and beneficiary assessments focusing primarily upon societal dynamics and ethnic groups, women, and the most vulnerable, using focus group discussions and key informant interviews.
- Use of local languages in the dissemination of project related information.


Nepal Poverty Alleviation Fund

**Date:** 2004-present  
**Funder:** World Bank

**Objectives:** To improve living conditions, livelihoods, and empowerment among rural poor, with a particular focus on socially excluded groups, based on gender, ethnicity, or caste.
Overview: The two main interventions are: (i) income generating activities, which takes up 90 per cent of sub-projects; and (ii) small-scale village and community infrastructure. Before initiating activities and selecting target villages in each district, the PAF carries out a district-level social assessment to evaluate and map markers of exclusion and poverty, including ethnicity. At the village level, officers use participatory methods to identify and involve the poor and socially disadvantaged, including minority groups. Excluded groups are also represented at the Board level. The baseline and M&E system collect data disaggregated by ethnicity.

Findings and lessons: This targeted approach appears to have been effective. The evaluation (Parajuli et al., 2012) shows that ethnic minority households experience a higher decline in food insecurity than other households. All households, including ethnic minorities, experienced increases in school participation. There were no noted changes in community/social capital, where it might be expected to see increased trust and relationships between different ethnic groups.


Kosovo Community Development Fund II Project

Date: 2000-present

Funder: World Bank

Objectives: (i) Improve the quality, access, and availability of community infrastructure and services in poor and conflict-affected communities, and for the most vulnerable groups, including returnees; and (ii) promote institutional capacity building at the community and municipal levels to improve the quality and sustainability of service delivery, and enhance stakeholder participation and empowerment in local development.

Overview: CDF II is linked to the decentralisation process, with the goal of developing an integrated framework based on the priorities of beneficiaries. It particularly targets poor and marginalised communities. CDD was used to overcome ethnic divisions. By working on a community project in a neutral setting, different ethnic groups saw that interaction could be beneficial. The project has reached out to the minority Serbian communities by contracting Serbian engineers and working with a local NGO.
Findings and lessons: CDD can be used to restore trust in mixed communities. Clear communication about rules and decision-making processes helped minimise opportunities for conflict over resources. Initially the project worked separately with Serbian groups, allowing time for social cohesion to develop. Some of the impacts were social inclusion and integration, improved confidence and sense of worth, better dialogue between communities and municipalities, and better informed and trained municipal officers.

Links: Programme website: http://www.kcdf.org/

http://www.gsdrc.org/go/display&type=Document&id=3484


3. Disability CDD programming

This research also searched for and reviewed CDD programmes including some focus on disability. A key text was written in 2005 (Chaudhry & Owen, 2005), but very little work has been done on this topic since. CDD programmes often include a non-specific approach to disability, which includes people with disabilities in a general list of vulnerable groups. Few projects have an explicit focus on disability issues.


Second Northern Uganda Social Action Fund Project (NUSAF 2)

Date: 2009-2015

Funder: World Bank

Objectives: To improve access of beneficiary households in Northern Uganda to income-earning opportunities and better basic socio-economic services.

Overview: NUSAFII has two major components: (a) livelihood investment support (HISP), whose objective is to improve access to income-earning opportunities among the target households. (b) Community Infrastructure Rehabilitation (CIR), whose objective is to improve access to better basic socio-economic services in the target areas.

The programme mainstreams disability in its policies by:

- Paying special attention to people with disabilities in the HISP component.
- Using a universal design approach to the CIR component which ensures that people with disabilities can access these buildings.
- Including a disability module as part of the Northern Uganda Household Surveys.
The menu of investment takes into consideration the needs of disabled people, and is limited to rehabilitation of existing infrastructure and complementary investment to support and improve functionality of existing infrastructure.

Findings and lessons: The evaluation (Ngirabakunzi & Malinga, 2013) shows that consultations with PWD were considered inadequate because they did not respond to the information needs of the deaf and the visually impaired. To be effective there is a need for sign language interpretation services and information in Braille. PWD leaders who participated in the consultation process were not strong enough to influence for the inclusion of disability issues in the programme.

There are few PWD belonging to sub-project groups. Of those who do participate, it is mostly the mobility impaired. The deaf and the visually impaired have challenges communicating and accessing information. Those who participate rarely graduate into community leadership positions. PWD respondents said that their participation was a function of project implementers’ attitudes as well as low confidence. They reported that some project implementers believe ‘there is nothing PWDs can do for themselves’, so they tend to exclude them from development programmes. Links to community leaders appear to be important in representing PWD views to the community.

It was also observed that facilitators could not reach all PWDS because they are geographically dispersed. World Vision, a participant in NUSAFII activities, recommended that FGDs are held with PWDs alone to capture their unique needs to inform project design and to realise their full participation.

To some extent accessibility concerns of PWDs have been managed. Some projects such as health centres and classrooms provided ramps, but there were no accommodations for the deaf and blind. NUSAF II information and relevant documents are not in disability friendly formats such as Braille and audio materials.

Variables on disability are missing in the monitoring and activity reports. For instance, implementation status and result reports (2009, 2010, and 2011) do not disaggregate data of beneficiaries according to disability but limit it to gender. The M&E tool does not have a performance indicator on disability.


Philippines National Community Driven Development Program (NCDDP)

Date: 2013-present

Funder: Government of Philippines, World Bank, ADB

Objectives: To empower communities in targeted municipalities to achieve improved access to services and to participate in more inclusive local planning, budgeting, and implementation.

Overview: NCDDP is the scaled-up KALAHI-CIDSS project which started in 2003. It expands targeting to include poor rural and typhoon-affected (Haiyan) communities. In KALAHI-CIDSS people with disabilities...
experienced difficulties in participation and have faced barriers limiting their access to the sub-projects, and it is suggested they may face similar difficulties in NCDDP.

**Findings and lessons:** The World Bank Safeguards Policies do not specifically make mention of PWD, meaning there is no requirement to ensure inclusion. Inclusion can be ensured by appropriate facilitation of meetings and project planning. Participation in meetings should not put undue financial burdens on poorer community members; for mobility impaired people this means public or private transportation costs, and for deaf people this may mean sign language interpretation. In addition, participation may lead to psychological or physical duress where participation requires taking positions that are contrary to the interests of powerful groups. Infrastructure sub-projects need to be built with accessibility in mind.


**Kosovo Community Development Fund II Project**

**Date:** 2000-present

**Funder:** World Bank

**Objectives:** (i) Improve the quality, access, and availability of community infrastructure and services in poor and conflict-affected communities, and for the most vulnerable groups, including returnees; and (ii) promote institutional capacity building at the community and municipal levels to improve the quality and sustainability of service delivery, and enhance stakeholder participation and empowerment in local development.

**Overview:** CDF II is linked to the decentralisation process, with the goal of developing an integrated framework based on the priorities of beneficiaries. It particularly targets poor and marginalised communities. Nearly half of the social services projects targeted the disabled through employment generation activities, public awareness campaigns, rehabilitation and counselling.

**Findings and lessons:** The acquisition of computer skills gave PWD confidence and new employment opportunities. Some parents reportedly experienced increased psychological wellbeing through having someone look after their disabled children. Previously there had been a lack of respect for people with disabilities. PWD have increased self-confidence and belief that they are valuable members of society. Municipal authorities have established a committee to deal with disability issues.

**Links:** Programme website: http://www.kcdf.org/

Senegal Social Development Fund Agency

Date: 2000-2006

Funder: World Bank

Objectives: The SDF aimed to reach the poorest in Senegal, both geographically and in terms of vulnerable groups. The programme sought to alleviate poverty through increased access to basic social services, micro-finance, capacity building at the community level, and the establishment of a poverty-monitoring system.

Overview: The project had an inclusionary focus. Project management committees were encouraged to have direct participation from vulnerable groups. The project adopted international best practice for inclusion of PWD and disability issues in a CDD programme, from funding of disabled services, to opening up participatory space of the disabled, to ensuring infrastructure designs took physical disabilities into account (wheel chair access etc.). Grassroots management training for capacity building contained several modules related to inclusion, including role playing power relations in a village if carrying out transparent contracting and financial management. Each participating village formed an information and communications committee to promote better understanding of project processes and increase local transparency. Communications strategies and materials were produced in local languages, and took illiteracy into account.

Findings and lessons: Small-scale infrastructure projects benefited all residents, while microfinance and income-generating activities tended to benefit the better-off or more organised residents. Women, youth, and the disabled did not benefit greatly from these projects. Reaching these marginalised groups was challenging.


4. About this report

Key websites

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