

Indigenous People Planning Framework
Global Partnership for Social Accountability

**Social Engagement for Budgetary
Accountability (SEBA)**

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March 21, 2014

Date Submitted to Infoshop: April 8, 2014

1. Project Background

1.1 Project Objectives:

The development objective of this grant is: Schemes implemented by Union Parishads (UP) using UP budget (particularly block grants) are more effective and responsive to community needs leading to increased satisfaction and benefits of the community people.

1.2 Project Description:

The Project will seek constructive collaboration and effective networks that will be established with national and local government institutions, civil society organizations and platforms to scale-up best practices on participatory and transparent budget processes. The Project will closely coordinate its activities with the Government's Local Governance Support Project (LGSP) partly financed by the World Bank. Through this collaboration local and national government institutions are expected to benefit from improved accountability mechanisms which will ultimately strengthen the effectiveness of Bangladesh's decentralization agenda.

Component 1: Community engagement for promoting social accountability in UP budget through selected local CSOs.

This component will work with targeted communities through five local CSOs (competitively selected) in five administrative divisions¹; covering at least 45 UPs to raise community awareness on local government budget decisions and allocations. Activities include:

- Carryout information meetings round table meetings/seminars/workshops in targeted local communities to create awareness on UP budget decisions and encourage community participation in public hearings.
- Capacity building activities to strengthen existing local community monitoring groups to independently monitor of UP budget using agreed social accountability tools (including social auditing tools, social media, access to information, and monitoring and evaluation).
- Disseminate local budget information using user-friendly tools and formats (including information boards in public places and community meetings).
- Help UPs to organize meetings (including "ward shavas") to involve local communities to discuss budget planning and facilitate learning from good practices through Horizontal Learning Programs (HLP).

Component 2: Institutional strengthening and capacity building of selected local CSOs

This component will strengthen the capacity of five local CSOs (competitively selected) in five administrative divisions covering at least 45 UPs. Activities include:

Provide training to selected local CSOs on social accountability tools and LGSP implementation.

- Organize cross-learning study tours for selected CSOs to learn and replicate good practices.

¹ Five divisions are targeted out of seven country divisions – Chittagong Hills Tract was excluded due to a large UNDP community development program implemented there with similar goals, and Nilphamari district that is targeted by another GPSA grantee – CARE Bangladesh.

- Provide, on a need basis, technical assistance to support selected CSOs to implement agreed social accountability tools in targeted UPs (for example, field visit at least once in every three months, coordination meetings with CSOs once in every quarter).
- Develop and disseminate knowledge and learning material (for example, report cards, surveys for generating community feedback, printing posters for community awareness, developing training modules for CSOs).

Component 3: Citizen-based feedback for Policy advocacy at the national level.

This component will focus on Documenting and disseminating good practices and lessons on use and institutionalization of social accountability tools in UPs.

- Conduct report card surveys to collect feedback on citizens' perceptions, concerns and recommendations on local government budget planning and decisions.
- Prepare policy notes based on citizens' feedback and presented to UPs.
- Organizing round table meetings/seminars/workshops with civil society representatives, national and local government officials and policy makers aimed at improving local government budget planning.

Component 4: Knowledge & Lessons and Project coordination.

This component will focus on Carryout trainings and dissemination activities to relevant stakeholders on the use of social accountability mechanisms, (including social auditing tools, social media, access to information, and monitoring and evaluation) facilitate the analysis of public information, and management and administration of the Project.

- Documenting good practices and lessons.
- Conducting surveys that cover specific issues/themes.
- Preparing video documentary.
- Sharing lessons with Government of Bangladesh, civil society and other stakeholders.
- Sharing lessons with practitioners of social accountability and GPSA grantees across the globe.
- Project management and administration.

1.3 Potential Effects of Social Engagement for Budgetary Accountability (SEBA) Project on Indigenous Peoples

Project activities consist of information gathering to identify gaps and opportunities on improving budgetary transparency of targeted UPs, assessment to create monitoring and evaluation tool of local budget decisions, training selected CSOs, advocacy activities to educate citizens and mobilize public action for government accountability and improved service, and creation of a civil society working groups to disseminate the information to a broader community. No physical infrastructure intervention will be involved. Project activities will not have any adverse social impacts on indigenous peoples or other social groups. Instead the Project may provide benefits to indigenous peoples through an enhanced understanding of, and participation in, the local budget planning process.

2. Overview of Indigenous Peoples

The World Bank's Operational Policy on Indigenous Peoples (OP 4.10) is triggered by the proposed Project since Indigenous Peoples (IPs) are present in the pre-identified targeted geographical areas, namely: coastal area, Char and Haor. While no single definition can capture their diversity, in particular geographical areas, indigenous peoples are identified in the policy as distinct, vulnerable, social and cultural group possessing in varying degrees the following characteristics:

- A close attachment to their ancestral territories and the natural resources in these areas.
- Self-identification and identification by others as members of a distinct cultural group.
- An indigenous language, often different from the national language.
- Presence of customary social and political institutions.

In Bangladesh the IP population is estimated to be about 2.5 million belonging to 45 different ethnic groups. These peoples are concentrated in the north, and in the Chittagong Hill Tracts in the south-east of the country. The majority of Bangladesh's 143.3 million people are Bengalis. The indigenous groups in the Chittagong Hill Tracts (CHT) are generally known as "Pahari" (meaning hill-people), or as Jumma (from the common tradition of swidden or "jum" cultivation). The indigenous groups in the plains, particularly in the north-western greater Rajshahi-Dinajpur region, are generally known as adivasi (or adhivasi, adibashi) meaning aboriginal or indigenous. In the recent National Poverty Reduction Strategy Paper adopted by the Government of Bangladesh, the term "adivasi/ethnic minorities" was used. Indigenous peoples, both from the CHT and the plains, increasingly refer to themselves as indigenous peoples in English, and as adivasi in Bangla.

2.1 Legal and institutional framework:

The constitution of Bangladesh does not recognize the cultural identities of the indigenous peoples and does not provide any specific measures to protect them. However, the State recognizes the presence of the adivasi in the plains and the indigenous peoples in CHT. The Articles 28 & 29 of its Constitution makes provision of equal rights for its citizens and also stipulates affirmative measures for "disadvantaged sections" of the society. There are also a number of domestic legal documents (such as the Chittagong Hill Tracts Manual 1900, Chittagong Hill Tracts Regional Council and Hill District Councils Acts, or the Bengal Tenancy Act, 1950) that have specific legal provisions for "tribal peoples."

2.2 Indigenous Peoples in the Project Areas

Although not backed by constitutional arrangements, the Chittagong Hill Tracts Accord signed in 1997 identifies the (CHT) as a tribal area and recognizes their cultural rights. Under the terms of the treaty its traditional governance system and the role of its chiefs are recognized, the area was given more autonomy and a regional council was established to improve the relationship between migrants to the area from the plains of Bangladesh and the indigenous population.

The Chittagong Hill Tracts usually have at least a junior minister ("deputy minister") in the government. The Special Affairs Division under the Prime Minister's office is responsible for the welfare of indigenous peoples in areas outside the Chittagong Hill Tracts. However, they do

not have any direct representation, either in the Special Affairs Division or in other policy-making bodies at the national level.

3. Indigenous Peoples Planning Framework (IPPF)

3.1 Objectives and Principles of the IPPF.

The objectives of the Indigenous Peoples Planning Framework (IPPF) are to ensure that indigenous peoples are not adversely affected by, or excluded from, the project, and that they receive culturally appropriate benefits from the project. The IPPF describes the principles, procedures and organizational arrangements to be applied to indigenous peoples for the Project to fully meet the objectives of OP 4.10 and facilitate the active participation of indigenous peoples.

The indigenous peoples of Bangladesh remain among the most marginalized population groups in Bangladesh. They often face discrimination because of their indigenous identity and their socio-economic status and seldom participate in decision making processes at national as well as local levels.

The nature of this project is such that it will positively impact the indigenous peoples through measures described in this IPPF to ensure that they participate, and their voices are heard, in the citizen mobilization and education activities towards better local budget allocations and service delivery. The key principle for ensuring that indigenous peoples are able to participate and benefit from the Project is to follow the OP 4.10 provisions for free, prior and informed consultations leading to broad community support concerning indigenous communities. Consultations will be conducted in a culturally appropriate manner and will include local traditional structures and indigenous peoples' representatives in the creation of CSO working groups to disseminate the information to the broader community. This approach described here will be applied in all UPs with IP presence, both those already identified and those that may be added during project implementation.

3.2 Plan for Carrying-out Social Analysis for the Project

OP 4.10 requires the undertaking of a social assessment for projects, or sub-projects, affecting indigenous peoples, whether positively or adversely. This requirement will be addressed by including particular issues concerning indigenous peoples in the social analysis that will be undertaken during project implementation. The Project will finance surveys and policy notes to document and disseminate good practices and lessons learned on use and institutionalization of social accountability tools in UPs (Component 3). In areas with indigenous peoples these surveys and policy notes will identify and document particular issues, constraints and good practices concerning indigenous peoples.

3.3 Consultation and Participation

The Grant Recipient (MJF) will ensure that where the proposed project impacts indigenous peoples, it engages in free, prior, and informed consultation with them. To ensure such consultation, the MJF will:

- Adjust consultation methods to the social and cultural values and the language of the impacted indigenous communities and their local conditions and, in designing these methods, gives special attention to the concerns of indigenous women, youth and children and their access to opportunities and benefits under SEBA. Thus, the project will ensure that their voices are incorporated and they share a sense of ownership and responsibility over the project activities.
- Provide the indigenous communities with all relevant information about the project, including the potential adverse impacts, if any, in an understandable and culturally appropriate manner at each stage of subproject preparation and implementation. Participation of the indigenous peoples in defining priorities for budget spending will lead to more inclusive targeting by block-grants and possibilities for indigenous peoples to benefit.

3.4 Public Awareness/ Access to Information

The Grant will support a Public Awareness and Media Campaign to ensure that stakeholders and beneficiaries are aware of their rights and responsibilities under the project, especially the targeted beneficiaries such as indigenous peoples and women.

The terms of reference for the consultant designing and conducting the Public Awareness and Media Campaign will be prepared during project implementation, and will be submitted for review and no objection by the Bank. The TOR will include in the scope of services the specific task of ensuring that the SEBA message reaches indigenous peoples. The project will sensitize and encourage UPs to actively disclose the information to indigenous peoples in a culturally sensitive manner and using appropriate tools.

The IPPF will be made available to indigenous peoples in the project areas in a language, form and manner understandable to them. Relevant documents prepared during implementation will also be made available to indigenous peoples in a language, form and manner understandable to them. This will include findings and recommendations from surveys and policy notes.

3.5 Institutional arrangements for IPPF implementation

MJF as the implementing agency will be responsible for the implementation of the IPPF, including monitoring and evaluation arrangements described below. The Project will provide capacity building for Civil Society Organizations (CSOs) the CSOs will be responsible for in the implementation of promoting social accountability in UPs.

Following the selection of CSO partners, MJF will identify more precisely in which sub-projects/ targeted areas indigenous peoples are present and this IPPF will be implemented. MJF will provide adequate orientation, guidance and training for relevant CSO partners (with advisory support of relevant WB specialists) in the implementation of the IPPF.

The CSOs operating in areas with indigenous peoples will prepare a plan for implementing the principles and requirements of the IPPF for their particular activities and areas. The plan should be prepared in consultation with selected indigenous communities or community members. The CSOs will be encouraged to identify local organizations representing indigenous peoples, where they exist, that can be consulted in the preparation of the plan and possibly consider an appropriate role during implementation of the local activities. As a result, no IPP will be conducted.

3.6 Monitoring and reporting arrangements

MJF will monitor the implementation of the IPPF. CSOs operating in areas with indigenous peoples will also monitor the participation of indigenous peoples in local activities.

3.7 Grievance redress

The project will ensure that indigenous peoples are aware of and have easy access to grievance redress mechanisms at the local level related to their inclusion into budgetary process and access to budget spending outcomes.

Indigenous peoples may also raise concerns and complaints to the local CSOs and MJF concerning implementation of the Project and this IPPF. CSOs will include such complaints in their regular monitoring and reporting. MJF will also document complaints in its regular monitoring and reporting.