SOCIAL DEVELOPMENT & INFRASTRUCTURE:

WORKING IN PARTNERSHIP FOR SUSTAINABLE DEVELOPMENT
Social Development & Infrastructure

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INTRODUCTION

“By promoting economic growth strategies based on expanded infrastructure which are environmentally responsible and socially acceptable we are bringing a sustainable future closer to today’s reality.”

—Katherine Sierra

Vice President for Sustainable Development

The Sustainable Development Network has outlined a vision that demands a new approach to infrastructure delivery. The vision is to strengthen the sustainability of Bank interventions in client countries for the benefit of present and future generations. This vision is unfolding in an environment where the volume of World Bank infrastructure lending has tripled since FY03, and is expected to exceed $10 billion in FY07.

Infrastructure services are the backbone of development – they support essential service delivery required to meet economic, social and environmental objectives. With the formation of the Sustainable Development Network, the Bank can significantly scale up its support for sustainable infrastructure, raising both the quality and quantity of investments. Indeed, by integrating experts on large infrastructure, small-scale infrastructure (for example, through CDD approaches), post-conflict states, local governance, environment and social development the SDN network will enable the Bank to improve its comprehensive approach to infrastructure operations.

The note is written for World Bank task teams and links to “Infrastructure: Lessons from the Last Two Decades of World Bank Engagement.”1 It lays out how social development can help enhance the quality of infrastructure operations and avoid potential risks. This note (1) reviews major challenges for sustainable infrastructure, (2) outlines how social development approaches help meet those

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challenges, (3) briefly highlights the main social development analytic and operational tools, and (4) provides on-the-ground operational examples to demonstrate social development at work.

With this note, we hope to launch a productive and ongoing dialogue with our colleagues in Infrastructure and the greater Sustainable Development Network.
Social Development: How We Can Help

Social Development specialists help Infrastructure task teams better understand the social risks, constraints and opportunities their operations may face; provide infrastructure services that are appropriate to poor people’s priorities and country and sub-national contexts; and define the best ways to engage the poor and excluded in the development process to achieve the MDGs and sustain poverty reduction.

Social Development contributions improve operational quality in terms of both process and substance, and thereby contribute to better results overall. Upstream social and political analysis helps identify key stakeholders and their interests, needs and priorities, and can be used to structure meaningful consultations from the outset. This helps build consensus around project development objectives, for example, and reduce the risk of costly yet avoidable mistakes being made during preparation. Specific information failures can also be addressed with the right kinds of social development input, such as consultations on infrastructure siting and design to meet the needs of particular groups, conducting willingness-to-pay surveys for electricity and water service provision, or managing corruption risks throughout the project cycle through social accountability mechanisms. Knowing when and how to use social development specialist on task teams is key to getting the best out of these colleagues (see Social Development in the Project Cycle, Coordination of Technical and Social Stages, and Tips for Task Team Leaders’ below).

With an overarching focus on inclusion, governance, and managing social and political risk, Social Development specialists work with task teams on five key areas:

1. Improve people’s access and promote social inclusion: Social development helps a) identify the needs of vulnerable, excluded and poor groups, b) target interventions to meet their priorities, and c) involve them in design and implementation to lower costs and enhance impact.

2. Mitigate adverse impacts and manage political and social risks: Social development helps teams a) enhance understanding of the social and political risks that can obstruct operational progress and impede investment and b) identify adverse impacts during the construction and operation of projects.
3. **Enhance governance and reduce corruption through voice and participation:** Social development helps improve governance and fight corruption by enhancing the capacity of citizens to demand good governance. Citizens need to know what resources are available, have a say in their allocation, and obtain the information they need to hold government accountable for delivering results.

4. **Promote inclusion of the most vulnerable and protect involuntarily displaced and Indigenous Peoples.** While ensuring access and promoting social inclusion help enhance the impact of infrastructure operations in general, special attention is needed in the case of indigenous peoples and involuntarily displaced persons. The application of the Bank’s Social Safeguard Policies ensures that these groups, among those most affected by infrastructure projects, are protected and included in the development process.

5. **Reduce risks in post conflict and potential conflict settings.** Social development helps identify a) risks to infrastructure operations stemming from the socio-political context, b) the way that infrastructure operations impact conflict dynamics, and c) opportunities infrastructure operations can offer to promote more cohesive and peaceful societies.

**Did you know?**

In recent assessments, the Quality Assurance Group (QAG) and Independent Evaluation Group (formerly OED) found that social development inputs dramatically improve the overall success and quality of projects and programs. Overall supervision performance correlates well with high quality of supervision on social development issues. For example, in the QAG review of supervision quality for FY05-06, of the 60 projects that were rated highly satisfactory on quality of overall supervision, 80 percent were found to be satisfactory or higher on supervision of social development issues. In contrast, most of the 64 projects that were rated less than satisfactory overall had poor supervision of social development.
CONTRIBUTION #1:

IMPROVE ACCESS
Helping to identify infrastructure investments that both enhance access for the poor and promote growth

“In low income areas, there is large demand for increasing access in addition to improving service quality... Greater efforts to extend infrastructure services to the poor and rural inhabitants will improve not only their quality of life, but also their economic prospects”  Infrastructure and the World Bank: A Progress Report

Challenges. Worldwide, 1.6 billion people have no access to electricity, 1.1 billion do not have access to clean water, 2.4 billion live without adequate sanitation, and 1 billion people live without access to an all-weather road. Even for households and businesses that have basic access to these services, service quality is often poor. To fulfill its potential for poverty reduction, infrastructure investments must both support growth and directly improve poor people’s access.

Social Development Helps. Social development teams can help strengthen operations by providing tools to assess country and sub-national or local contexts, identify stakeholders’ priorities and their ability and willingness to pay, and design and implement project components based on these findings. Moreover, when operations involve people in planning and implementation, it increases impact, lowers costs, leads to quicker implementation, enhances transparency, and increases communities’ commitment to sustaining infrastructure investments. Finally, social development can help identify the socio-economic and cultural barriers to accessing services to ensure that poor people are able to utilize the services being delivered.

Social Development Tools. Social analysis (for example, country level macro social analysis, country gender assessments, and project level social assessments etc) strengthens the design of operations and helps Task Teams better understand and
address social risks, constraints and opportunities. Participatory approaches (stakeholder analysis, community scorecards, participatory poverty assessments, etc) help identify who is poor and excluded, give them a voice in the development process, strengthen design and implementation, and promote community-based monitoring and evaluation.

Tailoring Projects to Enhance Access and Meet Community Needs in China: Public Participation in Transport

**Challenge:** Liaoning Province, China’s former industrial center and one of its most urbanized regions (over half of the population is urban), suffers from upwards of 60 percent unemployment and ongoing social unrest. Urban transport decisions in China are usually made by engineers and policymakers, leaving citizens with sparse opportunities to provide substantive feedback about their transport needs.

**Social Development Solution-Promoting a Participatory Approach:** In cooperation with the Bank and the Government, a public participation program was launched to incorporate citizens’ input into its regional infrastructure planning process. The project implemented a three-phase participatory process to ensure that the plan would strike a better balance between promoting growth and providing access for poor and vulnerable populations. The participatory approach ensured community involvement in identifying key issues that the project should address and providing feedback during project design and implementation. The community input helped to re-focus the project objectives: from facilitating new urban development and road expansions to undertaking secondary road improvements, enhancing traffic management, and improving sidewalks. Moreover, the participatory approach ensured that the concerns of the poor and women were included and resulted in improvements in street lighting and public transportation. In the end, community inputs allowed the project to meet better the needs of the population. Given its success, plans are underway to replicate the project in other areas of the country.

“The next major transport project is in Taiyuan, which in its early stages suffered from the same issues as in Liaoning. The client agreed to finance a major public participatory campaign, using the same team from Liaoning, where we plan to build upon our previous successes to improve the design of the project to cater for women, children, the elderly, disabled, and non-motorized transport. Using social development approaches will translate into a project which better meets the needs of Taiyuan’s people”-Taiyuan TTL Chris Bennett
Challenge: While many international agencies and non-governmental organizations attempted to improve environmental sanitation in rural Bangladesh by using subsidies to construct latrines and toilets, after three decades of work less than 100 of the country’s 85,000 villages had achieved total sanitation and freedom from the public health risks associated with open defecation. Indeed, because the donor operations primarily focused on constructing latrines, as opposed to working toward eliminating the age-old practice of open defecation, many rural Bangladeshis continued to live in unhygienic conditions.

Social Development Approach: Understanding the Socio-Cultural Context and Community Led Development: In 1999, the local NGO Village Education Resource Centre, a partner of WaterAid, began to implement a community led approach to sanitation in rural Bangladesh. Instead of investing in physical and material infrastructure, the organizations provided communities with subsidies to improve community awareness of the risks associated with open defecation and train community facilitators to spread the program’s message. By empowering local people to analyze the risks associated with open defecation and to construct toilets without any subsidies, the sanitation project transformed rural sanitation in the country. The Bangladeshi government decided to scale up the highly successful project by empowering local governments to take charge of the initiative and providing them with results-based incentives, in the form of subsidies for local projects to achieve total sanitation in their communities. In addition to demonstrating the effectiveness of community driven development, this example highlights a comprehensive understanding of the social and economic context is essential to support the efforts of countries to meet the MDGs. While constructing more toilets was a step in the right direction, the challenge was to approach sanitation as a public good, and encourage everyone in the community to adopt hygienic sanitation practices. As of April 2006, the number of villages that achieved total sanitation had increased from 100 when the project began to over 5,000. With Bank assistance, the project is being replicated, in other countries such as India, Nepal and Tanzania.

“The operation in Bangladesh accomplished its objectives primarily because it was able to transform social attitudes towards sanitation — addressing the problem of economic externalities through a social process. Social development’s comparative advantage is that it provides an understanding of how social attitudes inhibit infrastructure investments and devises solutions that help policy makers choose the right fiscal instrument (group subsidy) at the appropriate level of the public sector (local governments),” Junaid Ahmed, Sector Manager, Social Development, South Asia.
Saving Water while Saving Incomes – Water Reform in Yemen

**Challenge:** In 2005, the Ministry of Water and Environment developed the National Water Sector Strategy and Investment Program, but its full implementation was constrained by vested interests and incomplete decentralization. Large farmers were reluctant to reduce their water consumption, and used their influence to hamper the regulation and equity provisions of the National Reform Strategy. Despite the Strategy’s pro-poor, demand driven measures, the selection of rural water supply and sanitation projects has just recently changed from a patronage system to a demand responsive system. There are divergent incentives between water users that are represented by different line ministries—farmers want water for irrigated agriculture and are supported by the Ministry of Agriculture and Irrigation, and rural and urban communities want water for drinking and are supported by the Ministry of Water and Environment.

**Social Development Approach-Poverty and Social Impact Analysis:** The PSIA found that while the implementation of the National Reform Strategy may save water, this may be at the risk of depressing the rural economy, hampering employment and incomes of the poor, and negatively affecting landless laborers and farmers in remote areas. Based on PSIA generated evidence that calls for the right sequencing and dosage of reforms, the Ministry of Water and Environment and the Ministry of Agriculture have started to engage in the reform dialogue to overcome the political economy constraints and to update the National Strategy to address the identified weaknesses. Due to the increased consultations around the PSIA, the public has become more aware and supportive of reform implementation, and stakeholders identified several priority actions from the PSIA Results Matrix which they want to see implemented under the planned Strategy Update and sector-wide support.

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**Did you know?**

Women and men worldwide have significantly different travel and transport needs, and face different constraints. Similarly, people with disabilities have different needs and constraints. This is why including gender analysis and addressing the needs of people with disabilities is essential for ensuring that transport is equitable, affordable and provides access to the resources and opportunities required for development. For example, gender sensitive infrastructure investments and services reduce domestic workload and enable women and girls to spend more time on other activities such as schooling, productive activities, and participation in social organizations that can improve their voice in decision making.
CONTRIBUTION #2: REDUCE POLITICAL AND SOCIAL RISKS

Helping manage political and social risks by identifying and analyzing possible threats within particular contexts and designing specific measures to address them during implementation.

“As the Bank’s infrastructure business evolves, it is expected that more emphasis will need to be placed on assisting clients to improve efficiency of public expenditures as well as using Bank funds to leverage private capital flows and help clients manage risks…developing countries need to be better equipped to enlist the support of private sector investors to increase infrastructure service delivery, while ensuring that risk allocation is appropriate and the political economy of private interventions is well handled.” Infrastructure and the World Bank: A Progress Report

Challenges. Given that they are highly visible, and at times controversial, infrastructure operations face increased levels of political and social risk. Failure to understand and address infrastructure operations’ social and political implications harms private sector confidence while making these investments vulnerable to costly delays.

Social Development Helps. Social development approaches can defuse tension and conflict surrounding infrastructure operations by providing tools that help identify policy trade-offs and the winners and losers, assess stakeholders’ attitudes toward incentive reforms, and develop strategies to overcome potential challenges and mitigate risks.
Social development approaches also enhance country ownership of reforms, thereby reducing risk, by promoting public debate on the trade-offs between policy choices.

Social Development Tools.
One of the primary tools for understanding operational risks is Poverty and Social Impact Analysis – which identifies the distributional impact of the policy reform on different population groups and promotes a public debate on policy trade-offs.

A User’s Guide to Poverty and Social Impact Analysis and the sourcebook, Tools for Institutional, Political and Social Analysis of Policy Reform, describe many of these methods. Based on this analysis, Social Management Plans can be designed to mitigate these adverse impacts and manage risks, thereby diminishing conflicts that could emerge if negative impacts are not addressed properly and in a timely manner.

Overcoming Resistance to Electricity Privatization in Moldova

Challenge: Like other countries emerging from the collapse of the Soviet Union, the people of Moldova were used to the state absorbing utility costs. One of the poorest countries in Eastern Europe and Central Asia, Moldova was struggling with a public who believed that partial privatization of the electricity sector had harmed consumers, especially the poor. In the midst of declining economic conditions, the government attempted to capitalize on the public’s negative stance towards privatization’s by threatening to nationalize the sector.

Social Development Approach-Poverty and Social Impact Analysis: In this situation, the empirical evidence gathered through the PSIA was used to influence the course of the public debate on electricity privatization. Far from hurting the poor, the PSIA revealed that despite rising costs, the poor would benefit more than the non-poor from privatization in terms of access, consumption and quality of service. Moreover, the consumption and expenditure patterns of households served by the private operator were comparable to those served by the public utilities. The PSIA provided recommendations about how the sector could implement further reforms to ensure improved access for the poor. This example highlights how PSIA can be used to influence the course of infrastructure debates that are ideologically motivated and highly politicized.
Getting the Political Economy Right:  
The Use of Social Analysis in the Romanian Mining Sector

Challenge: The Mine Closure, Environmental and Socio-Economic Regeneration Project was designed to provide continued assistance to mining sector restructuring and to strengthen efforts by the Government of Romania to comply with conditions for European Union accession. The government of Romania expressed the need to 1) continue the process of downsizing the mining sector, which started in 1997 when 89,000 of the 171,000 workers left the sector on a voluntary basis, and 2) reduce the high level of subsidies to mining, which amounted to over USD150 million in 2003. Given that miners represent a major political constituency in Romania, and that the closures threatened the livelihoods of people in surrounding communities, the project had to address stakeholders’ concerns in order to progress smoothly.

Social Development Solution- Poverty and Social Impact Analysis: Based on the results of the PSIA the Socio-Economic Regeneration Component of the project scaled up the job creation activities, including fostering local conditions for economic growth and social regeneration. Given its significant impact on employment, the social component of the project has grown to 50 percent of the Bank’s investment in the mining sector. In addition to components that benefit the entire community in the mining regions (such as job placement and training schemes, micro-credit, and community infrastructure projects), special small grants target women and youth, who represent vulnerable sub-population groups. The mine closure component of the project was implemented swiftly and community participation became essential to achieving sustainable results. The operation was one of only five bank-wide projects to receive a “highly satisfactory rating” from QAG for supervision quality in FY05-06.

Did you know?

Social Development tools help task teams implement OP 8.60 for development policy lending. OP 8.60, paragraph 10, requires that DPL Project Documents summarize poverty and social impacts, “especially on poor people and vulnerable groups”. When left unaddressed, these distributional impacts can provoke political and social risks. According to Bank policy, the project design must address:

- Significant distributional consequences likely to result from policies supported by the loan,
- Systems the borrower has in place (if any) to reduce adverse effects and enhance positive outcomes, and
- How gaps or shortcomings will be addressed during program implementation.

The Good Practice Note “Using Poverty and Social Analysis for Development Policy Operations” provides step-by-step guidance and field examples to best meet OP 8.60 and conduct strong analysis. Similarly, the Good Practice Note “Good Practices in Supporting Participation in Development Policy Operations” provides important guidance to task teams in the planning and implementation of participatory processes in DPLs.
3 CONTRIBUTION #3: ENHANCE GOVERNANCE AND REDUCE CORRUPTION THROUGH VOICE AND PARTICIPATION

Helping to enhance the effectiveness of infrastructure operations by supporting citizens’ demand for good governance

“Investment must also be accompanied by improvements and capacity at multiple levels of government...Corruption needs to be tackled throughout the infrastructure project chain” Infrastructure and the World Bank: A Progress Report

Challenges. Corruption in infrastructure operations leads to inferior quality infrastructure, reduced private sector involvement, increased costs, and diminished public trust. While financial management and procurement interventions are important, and can play a vital role in promoting public participation, implementing policies and mechanisms that make governments more responsive and accountable to their citizens are also powerful instruments for reducing corruption.

Social Development Helps. Social development can help promote participatory approaches that increase transparency, accountability, and performance in infrastructure operations. Community participation exposes corruption and poor governance by increasing communities’ awareness of what operations are supposed to do and providing them with tools to monitor progress. Moreover, community involvement provides stakeholders with a sense of ownership and empowerment. Where community members perceive corruption and the misuse of operation funds, materials, and labor as their own loss, they are more likely to attempt to stop or prevent it.

Social Development Tools. There are a wide range of tools which are relevant to infrastructure operations including citizen report cards, community scorecards, input-tracking, participatory budgeting and independent budgeting analysis.
Did you know?
The 2004 WDR on “Making Services Work for the Poor” suggests that service delivery is more effective and efficient when poor people are at the center of service provision and resource allocation and empowered to influence decision-making, and to monitor and discipline service providers.

Social Solutions: Building a Culture of Citizen Oversight

It was a brilliantly clear morning in central Sulawesi when the villagers first spied the large pile of lumber and the men that worked for the public works department there.

The villagers were curious. Just last year they had received funds from the Kecamatan Development Project (KDP) to build a stone road from their rice field to the market route, and now here were the materials to repair the bridge. Had the government finally noticed their plight?

“Friends what is this wood for? How much wood is there? What did it cost?”

“That’s none of your business. Just be thankful that the government will be building you a bridge.”

“But we want to know because this is our new rule here. You have to come and tell us about the project. Then you have to post a signboard so that all of us know how much this bridge costs. If KDP does it we want you to do it too.”

“You are mistaken. This is a government project, and we follow our own rules. Just be thankful you are getting a bridge.”

Early the next morning, the villagers heaved the wood on to a large truck owned by the son of the village council head. When the first parliamentarians arrived for work that morning they were met by a quiet delegation of villagers standing atop a large pile of wood.

“What is this?” they asked.

The village head replied, “This project is dead. We would rather have no bridge and no wood than go back to the corrupt ways of the New Order. From now on, we only want projects that involve us in decisions. If KDP can do it, other projects can too”.

Bridging Communities and Power Utilities in the Dominican Republic

**Challenge:** Though the Dominican Republic’s power sector has the capacity to provide reliable electricity for the entire island, the sector is in significant financial trouble and only able to provide sporadic service because of high rates of non-payment. The sector is currently stuck in a vicious cycle where members of the public do not pay their bills because they view the sector as inefficient and only receive sporadic electricity. As a result of the non-payment, the sector cannot afford to provide a reliable power supply. This further reinforces public perceptions about the sector’s venality and inefficiency, leading to more non-payment and further decreases in the quality of service.

**Social Development Approach—Improve Transparency and Community Participation:** A lack of trust between the public and the electricity sector was hampering the production of a reliable electricity supply. In collaboration with the World Bank, the power companies initiated a social program to recover trust, establish adequate and permanent relationships between consumers and the distributors companies, promote safe and efficient use of electricity, increase cash recovery, and decrease electricity losses. To achieve these objectives the companies implemented a participatory approach in which the distribution companies and the communities sign a “Social Agreement” (Pacto Social) to provide electricity 24 hours per day in exchange for payment of the service and regularization of illegal connections. These social agreements have been very successful in the pilot areas thus far, improving the quality of the electricity service in the country in a financially and socially sustainable manner. Building on these successes, the Bank is currently preparing a project to scale up the program.
Building Local Government’s Capacity to Manage Infrastructure: The West Bank and Gaza Integrated Community Development Project

Challenge: In the Palestinian territories, the dominant entities in the local government system are municipalities, which have well established service delivery and regulatory functions over basic infrastructure for electricity, water supply and sanitation, solid waste management, local roads, libraries, parks and recreation, markets, and over land use planning and development. However, because fiscal resources vary greatly, many local governments cannot meet service requirements, resulting in large disparities in services and fiscal capacities. In fact, public services are inferior to those in other countries with similar levels of income.

Social Approach—Use Participatory Approaches to Build Capacity: The aim of the project is to promote local governments that are more self-supporting with greater accountability to residents. This is been achieved by facilitating much-needed investments in infrastructure rehabilitation in refugee camps and villages. The project activities to achieve these aims include:

1. Formalizing community participation in the local government system, by requiring town meetings and inviting citizens to advise and assist local government in micro-project preparation.
2. Local and central authorities agreeing on and implementing a maintenance plan for each micro-project to promote coordination and sustainability.
3. Building local government’s capacity by giving them the responsibility to manage and maintain infrastructure micro-projects and by recording development impacts over time.
4. Building the participatory planning and administration capacity of local governments through mandatory and elective training opportunities to promote greater efficiency in service delivery.

“Community involvement via both consultations on the design and counterpart funding for project-financed works, can significantly reduce unit costs of the works.”

— Sustainable Development Sector Leader, LAC
Community Involvement Works!

- **Increasing Transparency** – by ensuring that relevant information required for decision-making and public expenditures is made available to all stakeholders.
- **Increasing Representation and Participation** – by enabling poor and vulnerable groups to become involved in decision-making processes, by empowering local communities to become involved in planning, by setting priorities for local investments in public goods, and by monitoring operations’ performance.
- **Increasing Institutional Strength and Capacity** – by fostering demand for good governance and enabling citizens to hold government accountable for plans and local service delivery.

**Did you know?**

Clients increasingly acknowledge that social development strategies can successfully provide services and deliver results to the poorest and most vulnerable citizens in their countries. For example, new lending for CDD, spurred by client demand, has increased to around 1.5 billion per year since 2003.
CONTRIBUTION #4:

PROMOTE INCLUSION OF MOST VULNERABLE AND PROTECT INVOLUNTARILY DISPLACED AND INDIGENOUS PEOPLES

Helping infrastructure operations minimize adverse impacts and ensure that groups affected by resettlement or other losses are direct project beneficiaries

“Environmental and social dimensions should be integrated into project preparation, appraisal and supervision. This is best done through early engagement on safeguard issues in the identification and design stage”

Scaling up Infrastructure: Building on Strengths, Learning from Mistakes

Challenges. Socially responsible infrastructure can lead to greater sustainability. To achieve social sustainability, operations should shift toward providing stakeholders with more equal opportunities and a sustainable stream of benefits.

Social Development Helps. By promoting inclusive and sustainable development, including proactively negotiating a share of an operation’s benefits for excluded vulnerable groups, social development approaches can reduce local tensions and opposition to infrastructure operations. For example, social development approaches are also useful for addressing distributional problems common to many infrastructure programs and managing key issues such as retrenched workers and other labor issues, health and safety, HIV/AIDS, and excluded vulnerable groups (women, disabled, youth). Moreover, social development tools can help country teams identify operations that minimize negative social impacts while increasing benefits. In general, it is important to consider potential investments from a social perspective from the very outset of the design phase through to completion.

Social Development Tools. Social development provides a variety of resources (such as the World Bank Involuntary Resettlement Sourcebook) to improve the performance of infrastructure operations. Moreover, social analysis can be incorporated at the beginning of the project cycle to inform operational design by identifying project winners and losers.
Challenge. The objective of the Jepirachi Carbon Offset Project (JCP or Jepirachi Project) is to contribute to the reduction of greenhouse gas emissions from the power sector in Colombia through the promotion of wind-based electricity generation facility. The project is expected to displace an estimated 1.168 million metric tons of carbon dioxide equivalent over a period of 21 years. In doing so, the JCP, contributes to the development of the international carbon market in Colombia through the supply of Emission Reductions, developed under the Clean Development Mechanism set forth under the Kyoto Protocol. Implemented on indigenous lands, the program had to develop novel ways to share the project’s benefits with the local communities in order to be successful.

Social Development Solution-Benefit Sharing: In order to ensure that the intervention benefited the local population and adequately addressed their economic and cultural issues, the project carried out a participative diagnosis with communities. Working together, the project and communities developed a funding mechanism to support indigenous social programs in which the energy provider agreed to pay an additional premium on the value of the emission reductions that was earmarked to benefit indigenous communities directly through a variety of initiatives. The projects, which are community driven and designed in a sustainable manner, address a variety of social, cultural, and economic themes in ways that are consistent with community members’ traditions and priorities. For example, the program funded health clinic and school rehabilitation and provided community members with training on indigenous rights. This project is a prime example of how effectively linking global environmental issues with a concern for local development issues can generate positive development outcomes.
Successful Resettlement of People at Risk: The Bogota Urban Services Project

As in developing cities around the world, many poor people in Bogota live in areas where they are at risk for natural disasters such as flooding and landslides. In the process of a slum upgrading component, which involved a comprehensive needs assessment for infrastructure, education, land security and other crucial areas, the government identified populations that were at risk of being affected by natural disasters such as floods and landslides for resettlement. With Bank support, the government implemented a comprehensive resettlement framework for people living at risk. Under this framework, several resettlement plans were prepared and included components aimed at mitigating and compensating people for the adverse socioeconomic impacts caused by involuntary displacement, providing legal and social support so that they could obtain new property and providing them with legal titles to land. More that 5,000 families have been successfully resettled so far. Moreover, as a result of the collaboration, the city has adopted a comprehensive policy for dealing with resettlement issues which guides their current activities.
Attention to Safeguards in the Power Sector: Uganda Private Power Generation (Bujagali Dam)

**Challenge.** Much of Uganda’s economy is rural, with little or no access to electricity. Even in urban areas, including the capital Kampala, electricity is unreliable and rolling blackouts are common throughout the day and into the night. Given the country’s high population growth rate and the need to expand industry, agriculture, and commerce to create new jobs, Uganda needs reliable and affordable electricity. The Bank has been part of developing a solution to these issues by financing the building of a dam at Bujagali Falls. However, dam construction has been delayed for several years, in part because the needs of villagers, who live in the immediate vicinity and would give up land and lose their income and livelihoods, had not been appropriately taken into consideration in the project’s design.

**Social Development Solution-Benefit Sharing:** By bringing together a wide range of stakeholders both within the Bank and in-country, the project was able to successfully address the complex issues of resettlement and cultural property. Not only were Bank safeguard policies complied with, but extraordinary attention was given to developing community capacity building by involving existing local government units and the private sector in project design. In recognition of the manner in which project hurdles were overcome, the project received the Africa Region’s Award for Excellence in 2007.

“This is an example of outstanding World Bank Group collaboration, excellent definition of private sector role, solid sector work, creativity in adapting to changing social conditions, and management of complex social and environmental safeguards, and good communications.”

—Obiageli Ezekwesil
Vice President, Africa Region
CONTRIBUTION #5:

REDUCE RISKS IN POST-CONFLICT AND POTENTIAL CONFLICT COUNTRIES

Helping infrastructure operations deliver results in conflict-prone regions by incorporating an understanding of conflict dynamics into project design.

“Infrastructure failures in post-conflict periods can become weapons in the hands of combatants and opponents of peace to derail and undermine the legitimacy and effectiveness of the reconstruction process. This may exacerbate civil strife or demoralize staff working in remote locations and thus further delay the process of state rebuilding.” — Getting Infrastructure Priorities Right in Post-Conflict Reconstruction

Challenges. Infrastructure operations confront two distinct sets of risks in conflict and post-conflict settings. First, they face the threat that operations will be disrupted because of rapidly changing conflict dynamics. Second, infrastructure operations have the potential to contribute to conflict escalation if they are perceived to support specific groups by being politicized or by exacerbating conflict drivers such as regional imbalances. Moreover, even if the operation is not being implemented in a region with a previous history of conflict, task teams should develop a clear understanding of the socio-political context.

Social Development Helps. First, social development teams can help task teams assess the risks to infrastructure operations stemming from the macro-level socio-political context, the way that infrastructure operations influence conflict dynamics, and the opportunities infrastructure operations can capitalize on to promote more cohesive, peaceful societies. Second, social development teams can provide infrastructure operations, which are often highly geographically specific, with an understanding of the conflict dynamics at the local and regional level. Third, appropriate community participation can promote social

5. P.B. Anand, “Getting Infrastructure Projects Right in Post-Conflict Reconstruction”, Bradford Centre for International Development
cohesion and increase social capital.

**Social Development Tools.**
The conflict analysis framework can be used to develop an understanding of the social, economic and institutional drivers of conflict at the country level in order to help task teams understand and manage the risks and opportunities associated with conflict. This type of analysis can be conducted as a stand-alone exercise or as part of a PSIA or country level social analysis.

**Did you Know?**

According to QAG’s recently completed review of quality of supervision in FY05-06, 50 percent of projects in high-risk countries classified as fragile states did not adequately address social and political risks during supervision, greatly reducing the likelihood that they would achieve the desired development objectives.
Expanding the Power Grid in a Post-Conflict Setting: The Bumbuna Hydroelectric Dam in Sierra Leone

**Challenge:** Bumbuna Hydroelectric Dam construction started in the 1980s, and was 85 percent complete when it was interrupted by a decade long civil war. In the meantime, villages surrounding the dam have been waiting for almost 30 years for dam impoundment to begin. Moreover, during the course of the war, rebels trying to gain control over the nearby reservoir burned several villages in the area. In order to achieve its development objectives, the project had to ensure that it would not exacerbate the underlying factors, including marginalization and extreme poverty, which contributed to the outbreak of conflict in the first place.

**Social Development Solution—Understand Conflict Dynamics:** In the process of reviving the project, which included the rehabilitation of power lines damaged during the war and mobilizing much-needed refinancing, the operation has also implemented new environmental and social management plans. The electricity grid will be connected to substations in Freetown (the capital city) and it was deemed too costly to extend power lines to remote and inaccessible villages surrounding the dam site. Accordingly, the project adopted a two-pronged approach to ensure that villages, which are among the country’s poorest, would also receive benefits from the project. First, the project provided immediate transition support, including emergency food and hands-on agricultural support, to community members displaced from their houses and lands. Second, the project implemented community development projects in a number of villages, including those located downstream of the dam. Since the war severely depleted local governments’ capacity, the project’s design incorporated participatory decision-making, initiated community driven development, and ensured the involvement of vulnerable groups. As a result of these efforts, the project was cited for a good practice award by the Africa region’s energy sector for “quality of substance and process achieved in managing the safeguards aspect ... The circumstances of the project are very challenging to say the least, and the response has required an extraordinary level of effort by dedicated environmental and social colleagues.”
Learning from the Past:
Unintended Consequences: The Mahaweli Irrigation Project in Sri Lanka

Background: One of the main objectives in the sequence of Mahaweli projects supported by the Bank over 1970-1984 was to increase the availability of irrigation water to different parts of the country. The Sri Lankan government, which was controlled by the Sinhalese majority, built large irrigation networks, developed the surrounding areas for agricultural use, and resettled thousands of poor, landless people from the West and South of the country in large parts of what the Tamil minority considered their traditional homeland.

Results: Despite its positive intentions, the project greatly exacerbated ethnic tensions in Sri Lanka. Though the areas, which were settled, were remote and, until the program began, sparsely populated and clearly underdeveloped, the Tamil population resented the program because the investments were perceived as a way to change the demographic composition of the East by moving Sinhalese into the area. In combination with other changes (including diminishing investments in the older irrigation facilities that served the Tamil and Muslim farmers along the eastern coast, and preferential treatment of Sinhalese in the country’s education system) many Tamils concluded that the project was part of a political scheme by the Sinhalese government to take over control of the traditionally Tamil districts.

The increased focus on social issues in infrastructure operations over the past few years has contributed to more sustainable operations. However, institutional barriers, resource constraints, and under-utilization of social development tools have hampered the potential impact of infrastructure operations. For example, many transport staff and task teams are concerned that they are not getting sufficient support to incorporate social inclusion issues into their work (for example gender, disability, HIV/AIDS, etc.). However, a reservoir of previously under-utilized potential exists that infrastructure operations can deploy to improve inclusion, maximize developmental impact and increase sustainability.

Although infrastructure operations face common challenges, there are regional variations. For example, a key issue in East and South Asia is land acquisition, which has delayed Bank operations in the past. In Africa, past failures and a lack of basic infrastructure requires that the region focus on expanding access while managing social risks. In Latin America and the Caribbean region, infrastructure investments are more focused on establishing private-public partnerships and fostering social accountability.

From social development’s perspective, infrastructure is likely to face four main challenges in the near future related to designing and implementing more sustainable operations and managing the social risks associated with these investments.

**Advancing Sector Reforms and Minimizing Risks:** Infrastructure operations often face increased levels of political and social risk in conflict and non-conflict areas alike due to their high visibility. Furthermore, many infrastructure projects require land acquisition, and involuntary displacement and loss of livelihoods of project-affected population. Tools like PSIA can be used to overcome these risks and design more sustainable operations.
Mega Projects: From dams to regional/cross country transport/trade corridors, there is an increasing demand for mega projects, which can accelerate growth and promote sustained poverty reduction. One challenge for mega projects will be to ensure that poor and vulnerable communities share in reaping the benefits of these investments. Mega projects are also more likely to trigger safeguard issues. Early involvement of social development specialists in the preparation of these projects can help task teams meet the requirements of the Bank’s social safeguard policies, and prevent conflicts related to the flawed design of such operations.

Sub-National Lending and Local Institutions: Given that sub-national borrowers are increasingly obtaining Bank financing for infrastructure operations, infrastructure projects will increasingly need to engage local governments in the development process. One key issue that is gaining relevance is benefit sharing through either monetary benefits such as royalties, or non-monetary benefits of a lasting nature, such as infrastructure benefits between national/federal and local governments/communities. Moreover, local governments often have limited capacity (technical, administrative, and political) to manage large investments. As such, sub-national infrastructure operations should focus on enhancing local governance by establishing mechanisms that will ensure participation, transparency, and accountability. Finally, it will be essential to assess what the appropriate balance is between investments in mega projects and smaller infrastructure investments.

Social Safeguards: Over the last five years, there has been an attempt to initiate a progressive shift to go beyond the ‘do-no-harm’ approach of safeguards, to focus more on expanding the benefits and increasing the social sustainability of these investments. Nevertheless, the increase in infrastructure lending has created a situation where there is neither the financial or human resources to implement adequate safeguard policies. Given the existence of Bank policies regarding social safeguards there is a need to allocate more resources not only to ensure operations’ compliance with these policies, but also to improve country systems and client capacity to manage these issues.

Corporate Social Responsibility (CSR) and corporate citizenship initiatives – broadly understood as ways and means through which the role of business in society is enhanced - reflect increased attention to “enlightened self-interest” on the part of the corporate sector, progressive understanding of the potential contribution by business to achieving broader social goals and a response to active scrutiny, especially by civil society on the social and environmental impact of business practice. Companies that have taken on the challenge of mainstreaming CSR are implementing initiatives to improve their positive impact in society, rather than simply
minimizing their negative impact on society. In Bank language, they are moving beyond doing harm, into the arena of doing good.

Business CSR programs cover three general dimensions: traditional corporate philanthropy, whereby companies allocate a percentage of profits to charitable and worthy causes; risk management operationalized through codes of conduct and labor practice and industry partnerships and standards; and, business contribution to create shared value. Businesses are increasingly adopting the language of embedding CSR in their core operations, making it an intrinsic part of “corporate DNA” so as to influence decisions across the company ranging from sourcing to strategy. Developed strategically, CSR can become part of a company’s competitive advantage.

Increasingly globalized supply chains have contributed to the spread of CSR practice. Currently, concern over climate change is a major driver of growth in the CSR industry. Risk diffusion imperatives aligned with corporate citizenship is generating new forms of multi-stakeholder initiatives in a range of industry sectors – from manufacturing to extractive industries, and tend to engage companies that have elevated CSR to a strategic level.

A major challenge is in monitoring and measuring, assessing the impact of CSR on both how a company carries out its business and on the broader social objectives these strategies purport to reach.
What is Social Development?

**Social Development is...**

- Equitable and sustainable development requires tailored responses to a country’s social context and the needs and priorities of poor people.
- Overcoming poverty is not just about getting economic policies right. It is also about promoting social development, which empowers people by creating more inclusive, cohesive and accountable institutions and societies.
- Social Development in the World Bank Group is a development process that involves social transformations that affect social and economic outcomes and focuses on promoting sustainable development benefits for the poor. Approaches and analysis are grounded in social theory.
- Social development includes the poor and excluded in the development process, and translates the complex relationships between societies, states and communities into operations. We work with government, communities, civil society, and the private sector to help foster a state that is accessible, responsive and accountable to citizens.
- Social Development’s key message to the development community for the last twenty years has been the need to ‘put people first’ in development processes. Poor people’s own voices tell us that poverty is more than low income—it is also about vulnerability, exclusion and isolation, unaccountable institutions, and powerlessness.
- Our analytical approaches offer the qualitative and quantitative tools of social research necessary to understand the complex local realities in which development interventions take place.
- Applying this expertise allows us to understand the benefits and risks that development interventions bring to different social groups, defined by gender, ethnicity, caste class or other dimensions.

**Social Development facts...**

- According to a recent IEG report, projects that addressed at least one social development theme (community driven development, conflict, culture, gender, indigenous people, NGOs/civil society, participation, resettlement and social funds) were rated 3 to 4 percent higher on outcome, sustainability, and institutional development impact than the overall average of Bank projects for a 30-year period. Projects that addressed four or more social development themes had a 90 percent success rate, compared to just a 68 percent success rate for those that did not address these themes, and were significantly more likely to be sustainable and promote institutional development successfully.
- In FY07, $7.7 billion of World Bank lending identified social development themes as key among their outcomes. In the Bank, there are over 150 social scientists and economists mapped to social development.
#### INFRASTRUCTURE OPTIONS:
**COORDINATION OF TECHNICAL AND SOCIAL STAGES**

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<th>TECHNICAL STAGE</th>
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| Feasibility Studies | Social Assessment (social studies) | • Identify positive and negative impacts of construction and operation phases; social and political risks.  
• Identify vulnerable and excluded people  
• Identify opportunities for sharing benefits  
• Consult stakeholders about the project and impacts  
• Provide inputs for project design |
| Technical Design | Design of Social Management Plans | • Identify and design measures to include poor, excluded and vulnerable people  
• Identify and design measures to mitigate negative impacts, enhance positive impacts and manage social and political risks  
• Design measures for sharing benefits  
• Consult stakeholders about the Social Management Plan  
• Estimate cost of the Social Management Plan to be included in the total cost of the project |
| Construction | Implementation of Social Management Plans for the Construction Stage | • Implementation, monitoring and evaluation of the Social Management Plan during the construction phase |
| Operation and Maintenance | Implementation of Social Management Plans for the Operation Stage | • Implementation, monitoring and evaluation of the Social Management Plan during the operation phase |
SOCIAL DEVELOPMENT IN THE PROJECT CYCLE

Design Better Operations
- Social development specialists can help tasks teams involve key stakeholders early on in the design of operations as well as and enhance task teams’ understanding of the social context of the country and the region where the project is located. As a result, operations are more likely to be socially inclusive and build community support and therefore less likely to be delayed, stalled, or cancelled.
- Community consultations and participation can also improve the technical design and reduce the unit costs of project works.

Improve Implementation
- Social development inputs can help minimize risk by 1) identifying potential political and social threats and the possible winners and losers, 2) analyzing realistic options, and 3) designing specific measures to address risks during project design and implementation.
- Social development enhances positive impacts and promotes stakeholder involvement in monitoring and evaluation, both upstream in the design of policy, and at the project level, thus increasing the efficiency, accountability, and transparency of infrastructure operations.
- Social development catalyzes support from a broad cross section of stakeholders, which means operations are more likely to be implemented.

Increase Long-term Impact, Maintenance and Sustainability
- By increasing access to infrastructure services, social development inputs can help reduce inequalities and social tensions.
- Social development interventions strengthen communities and empower local stakeholders to guide the development process, improving the longevity of infrastructure benefits. Interventions are more likely to be maintained where they respond to stakeholders’ priority needs.
TIPS FOR TASK TEAM LEADERS:
HOW TO GET THE MOST OUT OF YOUR SOCIAL DEVELOPMENT SPECIALISTS

- Involve social development specialists from the earliest stages of preparation and ensure continuing support through the entire cycle of the project including supervision and ICRs.
- Ask for contributions from social development specialists beyond social safeguard policies alone, including:
  - Upstream social and institutional analysis
  - Assessing client institutional capacity to manage social risks and opportunities
  - Managing structured consultations
  - Advising when to use local vs. international social science expertise, or a combination
  - To build networks of local social scientists as resource persons
  - Contributing to capacity building components
  - Assisting with methodological issues (e.g. design of baseline survey, participatory monitoring and evaluation)
- Use social development specialists to help facilitate frequent field visits for the task team so as to better understand potential impacts, community priorities, and opportunities for enhancing benefits.
- Explore opportunities to build synergies across related operations in large country programs and between smaller country programs within the region, including using building ‘core teams’ to address thematic priorities
- Recognize and draw on those social development disciplinary skills best suited to the type of project, country context, and institutional challenges being faced (e.g. social anthropologists, political scientists, gender specialists, institutional specialists, geographers, etc.)
## TOOLS FOR SOCIAL ANALYSIS

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| **Social Analysis of Investment lending** | Examines the opportunities, constraints and likely impacts of Bank-supported operations on special groups, and through the lens of various sectors. | • Social Analysis Sourcebook (WB 2003)  
• Social Analysis Guidance Notes Series on Natural Resource Management (WB 2005), Gender (WB 2005), Transport (WB 2006), Youth (WB 2006), Disability (WB 2007), Urban (WB 2007) |
| **Poverty and Social Impact Analysis (PSIA)** | PSIA is a tool used to analyze the distributional impact of policy reforms on the well-being or welfare of different stakeholder groups, with particular focus on the poor and vulnerable. It can be applied to both Development Policy Lending (DPL) and sector lending. | • A User’s Guide to Poverty and Social Impact Analysis (PSIA) (2003)  
• Analyzing the Distributional Impact of Reforms (WB 2005)  
• Tools for Institutional, Political and Social Analysis of Policy Reforms (TIPS) (WB 2007). Also available as a web resource and an e-learning course |
| **Country Social Analysis (CSA)** | CSA is a macro-level analytical approach developed to improve the Bank’s understanding of a country’s political and social context. | • Understanding Socio-economic and Political Factors to Impact Policy Change (WB 2006)  
• Guidance Note for Conducting Country Social and Political Analysis (forthcoming) |
| **Country Gender Assessment (CGA)** | CGA is an approach used to improve operations’ understanding of the role gender issues play in a country’s development context in order to improve opportunities for women. | • Gender Action Plan, (WB 2006)  
• Gender Equality & The Millennium Development Goals, (WB 2003)  
• Indonesia Gender Assessment (WB 2006) |
| **Stakeholder Analysis** | Used to determine the interests and influence of different groups in relation to a reform. | • Social Analysis Sourcebook, (WB 2003)  
• Tools for Institutional, Political and Social Analysis of Policy Reforms (TIPS) (WB 2007). Also available as a web resource and an e-learning course |
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| Institutional Analysis | • Provides an understanding of the political economy and governance issues by analyzing the institutions that are involved in the design and implementation of reforms and the potential constraints on reform that these dynamics generate.  
• An approach that unpacks “the black box” of decision-making and implementation processes. | • A User’s Guide to Poverty and Social Impact Analysis (PSIA) (2003)  
• Interest Groups and Organizations as Stakeholders, Social Development Paper 35 (WB 2001)  
• Tools for Institutional, Political and Social Analysis of Policy Reforms (TIPS) (WB 2007). Also available as a web resource and an e-learning course |
| Conflict Analysis Framework (CAF) | • Analyzes key factors influencing conflict, focusing on six areas: social and ethnic relations; governance and political institutions; human rights and security; economic structure and performance; environment and natural resources; and external factors. | • Effective Conflict Analysis Exercises (WB 2005)  
• The Conflict Analysis Framework (WB 2005) |
## TOOLS FOR PARTICIPATION, ACCOUNTABILITY & EXPENDITURE TRACKING

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| **Community Scorecards**         | • A monitoring tool that draws on techniques of social audit, community monitoring and citizen report cards.  
• Facilitates opportunities for service providers and stakeholders to exchange ideas and provide feedback. | • Community Score Cards in Bank Operations (Presentation available online)      
• Community Score Card Process in Gambia: SD Note 100 (World Bank 2005) |
| **Participatory Monitoring and Evaluation** | • Participatory monitoring & evaluation is a process through which stakeholders at various levels engage in monitoring or evaluating a particular project, program or policy.  
• Stakeholders share control over the content, the process and the results of the M&E activity and engage in taking or identifying corrective actions. | • Sleeping on our own mats: An Introductory guide to Community-based Monitoring and Evaluation (WB 2002)  
• Participatory Monitoring and Evaluation: Learning From Change (IDS Issue Brief 1998) |
| **Independent Budget Analysis**  | • Independent budget review and analysis is a process where a wide range of stakeholders research, unpack, monitor and disseminate information about public expenditure and investments.  
• This may involve analyzing the impact and implications of budget allocations, demystifying the technical content of the budget, raising awareness about budget-related issues and undertaking public education campaigns to improve budget literacy | • Budget Demystification, Review and Analysis: A General Note on Methodology, (World Bank) |
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<td>Participatory Poverty Assessments (PPA)</td>
<td>• An instrument for including poor people’s views in the analysis of poverty and the formulation of strategies to reduce it through public policy</td>
<td>• Participatory Poverty Assessment - A Rough Guide to PPAs (Overseas Development Institute, 2001)</td>
</tr>
<tr>
<td>Citizen Report Card</td>
<td>• A participatory survey that solicits client feedback on the performance of public services</td>
<td>• Citizen Report Card: Social Development Note, No. 91 (World Bank), 2004</td>
</tr>
</tbody>
</table>
| Participatory Public Expenditure Tracking Survey | • A participatory technique used to survey service providers to assess the efficiency of public spending and the quality and quantity of service | • Public Sector Governance Analytical Toolkits and Surveys — Public Expenditure Tracking Surveys (Slideshow available online)  
• Efficiency of Public Expenditure Distribution and Beyond: A Report on Ghana’s 2000 PETS in the Sectors of Primary Health and Education (World Bank), 2002 |
FOR MORE INFORMATION ABOUT SOCIAL DEVELOPMENT:

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Demand for Good Governance (DFGG)
Contact: Rob Chase

Social Dimensions of Climate Change
Contact: Robin Mearns and Andrew Norton

Social Analysis Thematic Group
Contact: Andrew Norton

WEBSITES:

Social Development External
http://www.worldbank.org/socialdevelopment

Social Development Intranet
http://social OR http://socialdevelopment

CDD and Local Governance
http://www.worldbank.org/cdd

Social Analysis and Policy Team
http://www.worldbank.org/socialanalysis

Inclusion and Social Safegurads
http://www.worldbank.org/safeguard
http://www.worldbank.org/resettlement
www.worldbank.org/indigenouspeople