

# Indigenous Peoples Development Planning Document

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Indigenous Peoples Development Framework  
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## BAN: Skills Development Project

The indigenous peoples development framework is a document of the borrower. The views expressed herein do not necessarily represent those of ADB's Board of Directors, Management, or staff, and may be preliminary in nature.

## **APPENDIX 19: DRAFT INDIGENOUS PEOPLES' DEVELOPMENT FRAMEWORK**

### **A. The Skills Development Project**

1. The impact of the Skills Development Project (SDP) (the Project) will be the development of more skilled and semi-skilled workers who will contribute to economic growth and social development. The Project supports the Government's National Poverty Reduction Strategy (NPRS) to reduce poverty and promote economic growth by providing market-relevant skills training to more Bangladeshis, including the poor and the disadvantaged. The Project's envisioned outcome is improved access by various prospective trainees to and strengthened capacity of the technical and vocational education and training (TVET) system in providing skills training responsive to labor market needs.

2. The Project will have three outputs: (i) enhanced relevance of TVET programs to the labor market; (ii) improved capacity for and quality of TVET delivery; and (iii) increased access to good quality and relevant skill training.

### **B. Background**

3. Indigenous peoples (IPs)<sup>1</sup> comprise about less than 1% (2 million) of the population of Bangladesh. Bangladesh is largely a monocultural society, with the notable exception of the minority indigenous communities living mainly in the Chittagong Hill Tracts and in mostly rural communities in Mymensingh, Sylhet, Dinajpur and Rajshahi. The Chittagong Hill Tracts are divided into 3 areas for administrative purposes, Khagrachari, Rangamati and Bandarban. There are 11 indigenous groups in Chittagong Hill Tracts with separate identities, specific racial backgrounds, different languages, and distinct heritage and culture. The largest groups are the Chakmas, Marmas, and Tripuras. They differ in their social organization, marriage customs, birth and death rites, food and other social customs from the people of the rest of the country. There is lack of information on their socioeconomic indicators. Indigenous communities largely speak Tibeto-Burman languages.

4. The economic situation of IPs people is tied to the land. However, problems relating to land ownership have made them marginalized and vulnerable.<sup>2</sup> Land titles still have not been issued to many, despite their occupancy for decades and centuries. In search of economic survival, many IPs are migrating to towns and cities.

5. According to available research, IPs have lesser opportunities in education and skill development than their mainstream counterparts. Illiteracy is high. Parents and guardians of school-aged children have little or no education.<sup>3</sup> IPs coming from poor households have poorer education outcomes and most are engaged in income generation activities. There is a lack of committed individuals to increase the awareness of the members of indigenous communities in the importance and benefits of education. Skilled teachers drawn from the indigenous communities are lacking. The quality of teaching at the primary level is poor, and teaching and learning aids are lacking.

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<sup>1</sup> The Government uses the term "adivasi/ethnic minority" in its Poverty Reduction Strategy Paper.

<sup>2</sup> PEDP II. Draft Situational Analysis, Strategies and Action Plan for Mainstreaming Indigenous Children's Education Outside the Chittagong Hill Tracts. December 2005.

<sup>3</sup> Nasreen, Mahbuba. Performance of ethnic minority students in Secondary Education: An Exploratory Study of Selected BRAC-PACE schools, 2005

6. Low educational attainments and the poor quality of primary and secondary education place IPs at a disadvantage when they would like to obtain skill training in a training institute under the Ministry of Education (MOE) or migrate to look for employment. Certificate level skill training programs require class VIII, which is not attained by many members of indigenous groups. Entry into formal TVET courses is hindered by their non-completion of Class VIII. During project preparation, a focus group discussion indicated that “communication” is a problem faced by IPs when attending formal TVET schools.

7. In the case of the Chittagong Hill Tracts, the Chittagong Hill Tracts Development Plan (the Plan) has been designed to assure the optimal participation of IPs, women and communities living in remote areas of the Chittagong Hill Tracts (CHT). Although not approved by the relevant ministry yet, some of the objectives of the Plan have already been achieved in the education subsector. However, the improvement in the primary and secondary education in CHT is related to nationwide government and nongovernment initiatives, which is not the same in the context of TVET.

8. Different nongovernment organizations (NGOs) are working towards the development of the indigenous communities. Of the educational programs, Bangladesh Rural Advancement Committee (BRAC) has been supporting 400 schools of the secondary education system of which 125 schools are located in the location where people of the indigenous communities reside. Under the program, teachers of nongovernment schools receive training on how to manage schools better and improve the quality of education. It has been realized that the performance of the IP schools is not satisfactory and requires special attention for improvement. Through an exploratory study, BRAC has identified barriers of quality performance faced by students of IP schools and provided suggestions to improve the performance of these students by addressing the role of teachers.

### **C. Legal Framework**

9. The National Constitution outlaws discrimination on basis of race, religion and birthplace and provides scope for affirmative action in favor of the “backward section of citizens.” Thus, a specified number of public sector jobs and seats in government education institutions are reserved for IPs. Other laws have also been enacted that contain reference to IPs. These include the East Bengal State Acquisition and Tenancy Act of 1950, the Chittagong Hill Tracts Regulation of 1900, Hill District Council Acts of 1989, and the Chittagong Hill Tracts Regional Council Act of 1998. The National Poverty Reduction Strategy (NPRS) recognizes the problems they face and their lack of opportunities. The NPRS has recommended actions to improve the situation of IPs, including affirmative action at higher levels of education and skill training to improve their opportunities for market- or self-employment.<sup>4</sup>

10. The NPRS aims to make the maximum impact on poverty, especially in minimizing the severity of poverty, when these are targeted on the poor regions with special focus on the needs of the most disadvantaged populations and indigenous groups. Policies and institutional actions delineated under the NPRS will be designed to reach out to the poorest and the remote rural areas, which are vulnerable to adverse ecological processes, and those with high concentration of socially disadvantaged and marginal indigenous groups.

### **D. Objectives of Indigenous Peoples Development Framework**

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<sup>4</sup> Government of the People's Republic of Bangladesh. 2005. *Unlocking the Potential: National Strategy for Accelerated Poverty Reduction*. Dhaka.

11. The objective of the Indigenous Peoples Development Framework (IPDF) is to provide a framework for IPs to participate in and benefit from the Project.

#### **E. Proposed Strategies for Addressing Issues Related to Indigenous Peoples**

12. The project will implement activities to improve the quality and relevance of TVET nationwide. As such, the Project will benefit all students, including IPs, in TVET institutions that are owned by the Government, the private sector, and nongovernment organizations. Some of the specific activities are:

- i. establishing mechanisms for a partnership between the government training program developers and industry and informal sector;
- ii. developing competency based training curricula;
- iii. providing inservice teacher training to all untrained TVET teachers;
- iv. creating a school advisory committee;
- v. providing additional resources for equipment and facilities to improve training programs; and
- vi. providing funding to skill training programs for meeting immediate labor market needs and establishing training workshops for market-relevant skill training delivery in some poor communities.

13. In addition, during project implementation, the following strategies are included to facilitate addressing IP issues:

- i. In the CHT and other parts of Bangladesh with IP groups and are underserved, provision will be made to help ensure equitable access to skill training. This will include the provision of daily training allowance, as appropriate, and accommodations in the training institutions' hostels, where available.
- ii. The venue for skill training assisted by the Project will be open to all, including IP groups.
- iii. In recruiting new teaching and training staff in communities with IPs, given equal qualifications, priority will be given to those who are from the immediate community.
- iv. The services of a gender and indigenous peoples specialist to support Project implementation will be obtained. The specialist will, among others, help develop a situation analysis, strategy, and action plan for the participation of IP in skill training;
- v. The Project Implementation Unit (PIU) and the Directorate of Technical Education (DTE) will collect Project baseline ethnicity-disaggregated data, and, thereafter, regularly collect and maintain ethnicity-disaggregated data in its database;
- vi. PIU, in cooperation with DTE will regularly analyze Project output and impact indicators, including by ethnicity; and

#### **F. Impact of the Project on Indigenous Peoples**

14. The activities under the project loan are not foreseen to impact negatively on IPs, rather, their implementation will improve the quality and relevance of skill training for all who are eligible and would like to avail of it, which would contribute towards increasing the likelihood of their employment after training.

15. With the increased interaction between government training program developers and the industry through Sectoral Working Committees (SWC), competency standards and training curricula will have greater relevance to the needs of the labor market. The provision of inservice teacher training and improvement in the facilities of certain training programs will improve the quality of training. The provision of training equipment will provide students' the chance of undertaking practical training and thus improve the quality of their training.

16. More skill training programs will be offered in occupational areas immediately needed by the labor market. Training will be short and competency-based, with the competency standards and training standards specified in coordination with the industries. The training admission eligibility standards will be specified in coordination with industry associations according to the occupations' skill standards. Training programs will be open to everyone and will be held in venues that does not restrict admission to any indigenous group. Multipurpose training workshops will be constructed in poor communities for skill training delivery; the community skill training programs will respond to labor market needs.

17. By offering more short training programs that do not necessarily require Class VIII for eligibility, more Bangladeshis, including many IPs with less than Class VIII education, could avail of skill training. Daily training allowance will be provided to poor students, some of whom belong to IP groups, which will reduce the cost of their attendance. This would encourage them to enroll and complete their skill training programs.

## **G. Procedures**

18. Screening of project impacts on IPs is a continuing process that categorizes the impacts and identifies subsequent approaches and resource requirements to address IP issues. Projects are categorized by the significance of their impacts on IPs. The significance is decided by scrutinizing the type, location, scale, nature, and magnitude of a project's potential impacts on IPs.

19. An Indigenous Peoples Development Framework (IPDF) is a policy and procedural framework for indigenous peoples' development plans (IPDPs) that are developed for subprojects, components, or investments, and are to be approved during loan implementation. The Government will prepare a specific action for IP groups for subprojects with limited impacts on IPs or when there is a risk that the project may not bring intended benefits to the affected IPs within a specific plan.

20. An IPDP addresses the following issues: (i) aspirations, needs, and preferred options of the affected IPs; (ii) local social organization, cultural beliefs, ancestral territory, and resource use patterns among the affected IPs; (iii) potential positive and negative impacts on IPs; (iv) measures to avoid, mitigate, or compensate for the adverse project effects; (v) measures to ensure project benefits will accrue to IPs; (vi) measure to strengthen social, legal, and technical capabilities of government institutions to address IP issues; (vii) the possibility of involving local organizations and nongovernmental organizations with expertise in IP issues; (viii) budget allocation; and (ix) monitoring.

21. A indigenous peoples' specific action (IPSA) may take the form of: (i) incorporating IPs (who might be excluded from the project) into the project beneficiary group; (ii) incorporating IPs' specific needs (that may not be addressed by the project) into the project plan; and (iii) a common community action plan where IPs live with non-IPs in the same project location.

22. The IPDP or IPSA will be submitted to ADB for review and concurrence.

#### **H. Implementation Arrangements**

23. The executing agency for the Project, the MOE, and the implementing agency, the DTE, will ensure that the strategies are fulfilled during project implementation. The PIU will have the day-to-day responsibility of coordinating these tasks. The Gender and IP Specialist will assist the PIU in implementing this strategy, including capacity-building of PIU and relevant DTE personnel for screening the Project's activities. The Project Director, with the support of the head of the PIU monitoring and evaluation unit, will undertake required screening for project activities' impacts on IPs. Where it is applicable to the training program and where necessary, the Specialist will assist the PIU develop a corrective action plan for IPs to have equal access to the training program.

#### **I. Cost Estimates and Financing**

24. The Project's has allocated resources for recruiting the services of a national Gender and IP for 18 person-months. The Specialist will help implement this IPDF and build the capacity of relevant PIU and DTE staff.

#### **J. Monitoring and Evaluation**

25. As executing agency, the MOE will be responsible for monitoring and evaluation of activities related to IPs. The Project will collect ethnicity-disaggregated data. The PIU will regularly analyze Project output and impact indicators, including by ethnicity. The Gender and IP Specialist will build the capacity of the PIU and relevant DTE personnel to collect ethnicity-disaggregated Project data and ensure that monitoring and evaluation procedures include indicators for monitoring impact on the Project's beneficiaries. Where applicable and despite all efforts, IPs still have unequal access to Project skill development activities, the IA will provide from the Project budget for a corrective action plan, in case such corrective action is necessary.