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국제학석사학위논문

**Knowledge and Participation in Development Cooperation:  
Comparative Analysis of Millennium Village Project and  
WFP Food for New Village**

개발협력에서의 지식과 참여:  
밀레니엄 빌리지 프로젝트와 WFP FFNV 비교분석

2014년 2월

서울대학교 국제대학원

국제학과 국제협력전공

홍민숙

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**Knowledge and Participation in Development Cooperation**  
**Comparative Analysis of Millennium Village Project and WFP**  
**Food for New Village**

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# **Abstract**

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Knowledge and Participation has become important factors and agreed norms in development theory and also in practice. The very act of participation on multiple levels produces knowledge sharing and likewise, knowledge acquisition in forms of diverse methods acts as a catalyst for participation. However, it still remains in discussion of what is the best knowledge sharing and participatory approach in development interventions to improve livelihood and alleviate poverty. This thesis aims to analyze how knowledge and participation is incorporated in international development projects by comparing the existing mechanisms of development projects. The selected case studies are the Millennium Promise's Millennium Village Project (MVP) and World Food Programme (WFP)'s Food for New Village (FFNV) Project. By taking a comparative method using World Bank's Comprehensive Development Framework, the study analyzes how knowledge and participation is designed in the activities.

Research findings indicate that knowledge and participation takes on different forms in different stages of the project cycle that is contextualized in each target area. It is shown in the form of selected activities and also dependent on the specific strategies of the stakeholders. It is also the leadership of the local communities that determine the active participation in the decision making, planning, implementation, and monitoring and evaluation stages of the project.

**Keywords:** Knowledge, Participation, Comprehensive Development Framework (CDF), Millennium Village Project, Food for New Village Project

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## Acronyms

CDF	Comprehensive Development Framework
FFA	Food for Asset
MVP	Millennium Village Project
MDG	Millennium Development Goal
MVP	Millennium Village Project
NGO	Non-governmental Organization
UNDP	United Nations Development Programme
VDC	Village Development Committee
WFP	World Food Programme

## **I . Introduction**

Knowledge and Participation in the 21<sup>st</sup> century has grown its importance as it is associated with innovation, power and value added especially in organizations. In the case of companies, knowledge is a source of competitive advantages for companies. There has also been an increasing emphasis within the international development arena since OCED had published a report on Knowledge-based Economy in 1996. As a follow up, the World Bank implemented the Global Knowledge Partnership. In April 2006, 65 agencies from 24 countries participated in a workshop on “Knowledge Sharing for Development.” Republic of Korea has also initiated the Knowledge Sharing Program (KSP) since 2004 which is implemented by the Ministry of Strategy and Finance. Most development agencies have launched projects that seek to effectively disseminate their knowledge to other development agencies, to the local civil society, to the Southern partners and to potential beneficiaries of the project itself.

In the discourse of development, knowledge and participation are closely linked

because effective knowledge dissemination requires a high level of activity participation from the local level. Likewise, there is no participation when knowledge exchanges do not occur. Therefore, these two factors may only be guaranteed when participatory approaches and careful consideration are done throughout the whole process of project cycle. What aspects of the project design tools stimulate participation concerning different levels of participants? This study compares and analyzes the project design tools and strategies that were implemented. It identifies similarities and differences of the main structures and policies of the Millennium Village Project and the Food for New Village project. The reason for selecting these two specific projects is that it contributes greatly to the recent discussions of effective sharing of Korean development experience ‘Saemaul Undong’. ROK’s development experience is recognized throughout the world, particularly its Saemaul Undong which sought rural community development through long-term comprehensive agricultural reform and building infrastructure. The ROK government acknowledges the high demand to learn about Saemaul Undong from developing countries, mainly in Africa and Southeast Asia. This is shown directly in the approval of the expenditures for Saemaul Undong related ODA funding as the ROK government decided to increase the funding to a 36% increase. It is also proven internationally as OECD and Ministry of Foreign Affairs of ROK decided to conduct a joint research project that will focus on the Saemaul Undong and draw policy implications and elements that can be applied for rural development in developing countries. As the two case studies share a common factor that the Saemaul Undong component is added due to ROK’s contributions, analyzing the project tools and designs will determine policy implications for the larger impact of ‘Korean’ development

knowledge through effective participation.

The research design adopted by this study is historical research, data being collected from secondary resources generated from previous studies, and the official documents distributed by the relevant organizations and ministries. Until now there have been descriptive outlines of the results and although they are positive, it is still needed to analysis the knowledge and participation process through an analytical framework. Through this process, it is evident to distinguish the characteristics and strategies that have a positive effect on the success of the process. It allows critical dialogue on an organizational level involving different actors, context, and content that affects knowledge and participation.

## II . Literature Review

### 1. Definition of Knowledge

Previous studies have either distinguished the terms ‘knowledge’ and ‘information’ (Blackler, 1995; Davenport & Prusak, 1998; Nonaka & Takeuchi, 1995) or used the terms interchangeably (Kogut & Zander, 1992; Stewart, 1997). This study intends to make a separation and will adopt the definition from Davenport and Prusak (1998). According to the authors, knowledge is;

“a fluid mix of *framed experiences, values, contextual information, and expert insights* provides a framework for evaluating and incorporating new experiences and information.

It originates in and applied in the minds of knowers.<sup>1</sup>”

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<sup>1</sup>Davenport & Prusak (1998). Working knowledge: How organizations manage what they know. Boston: Harvard Business School Press p.5

From this definition, the authors identified the characteristics of knowledge. Knowledge is an action of a specific intention or values taken by individuals therefore, carrying meaning and is always context specific and relational. In organizations, knowledge is often becomes translated in the organizational routines, processes, practices and norms. The characteristics of knowledge are also categorized by other authors depending on the nature of knowledge; tacit and explicit. Polanyi (1966) distinguishes explicit knowledge as knowledge that can be codified in a formal and systematic language, while tacit knowledge is non-verbalized, intuitive and unarticulated. Nonaka (1994) elaborates on this further, maintaining that tacit knowledge is context-specific, difficult to articulate, personally bounded, and deeply rooted in action. Since highly explicit knowledge is easy to codify, its transfer is comparatively easy. Explicit knowledge is represented in the format of documents, databases etc. By contrast, the organizational embeddedness of tacit knowledge makes codification difficult. The nature and characteristics of knowledge need to be understood to diagnose the knowledge factor in development projects.

## 2. Definition of Participation

The literature review of participation reveals that the notion of ‘participation’ contains multiple definitions and conceptions despite its broad application. Previous scholars have analyzed the definition of participation in terms of political aspects.

Creighton (2005) views public participation as “the process by which an organization consults with interested or affected individuals, organizations, and government entities before making a decision.”<sup>2</sup> Indicated in his point of view, participation holds value when there is a direct engagement and involvement in the decision making process. In the context of development, the definition of participation is contextual. For WFP’s ‘Participatory Approach’ document, it underlines that participation is

“A people-centered approach which has the highest probability of success because it offers the potential to strengthen the voice of the most vulnerable..... These processes increase knowledge and skills, and thus self-reliance. At a minimum, this implies consultations, knowledge exchange and equitable arrangements for the sharing of benefits”

This definition indicates that participation has different levels of intensity. Therefore participation is best understood when there are specific levels of participation. The first level is ‘inform’ by providing balanced information to assist the participants in understanding the problems or solutions. The second level of participation is ‘consulting’ by obtaining feedback on the decisions. The third level is ‘involvement’ by directly working throughout the whole process to ensure that the raised concerns are clearly understood and considered. Fourth level is ‘collaboration’ where partnership occurs in every step of the decision making process and also in identification of the solution. The last highest level of public impact is ‘empowerment’ by allowing the decision making process to the public.

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<sup>2</sup> Creighton & Creighton, Inc. (2008). *What is Public Participation?*

The definition of participation in development is best explained by the World Bank's Learning Group on Participatory Development (World Bank, 1996); "Participation is a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them."

It is also important to acknowledge the distinctions of participation as a means and participation as an ends purpose. Participation is a means to ensure the success of a project but also an end in itself for it leads to empowerment and capacity building of the local community. Participation as means implies the use of participation to achieve some a set of pre determined goals. It is a way of harnessing rural people's physical, economic and social resources to achieve the aims and objectives of development projects and projects in a more efficient manner (Oakley, 1991). Participation as an end is viewed as an active and dynamic process which unfolds over time and whose purpose is to develop and strengthen the capabilities of rural people to intervene more directly in development initiatives (Cooke and Kothari, 2001; Oakley, 1991). As an end, participation is seen as the empowerment of individuals and communities in terms of acquiring skills, knowledge and experience, leading to greater self-reliance (Burkey, 1993; Karl, 2000).

It is argued that by establishing a process of genuine participation, development will occur as a direct result (Burkey, 1993; Cooke and Kothari, 2001).

However, the distinctions between these concepts are neither clear-cut nor mutually exclusive. They represent different purposes and approaches to promoting participation in development. Nelson and Wright (1995) believe that the extent of empowerment and achievement of the local population is more limited in 'participation

as means' than it is in 'participation as an end'.

### 3. Knowledge and Participation in Development Cooperation

Arguments about the importance of knowledge have directly been translated into the development context to argue that knowledge is the key determinant of development. As knowledge transfer among firms brings competitive advantage and births innovation, knowledge sharing has also become a key pathway to development. The World Bank acknowledges knowledge in the context of development as;

*“Knowledge is critical for development, because everything we do depends on knowledge. For countries in the vanguard of the world economy, the balance between knowledge and resources has shifted so far toward the former that knowledge has become perhaps the most important factor determining the standard of living-more so than land, than tools, than labor...International institutions, country donors, and the broader development community are rapidly coming to understand that knowledge is central to development-that knowledge is development”* (World Bank, 1999)

#### 4. Research Question

This thesis seeks to examine the knowledge and participation elements that are incorporated through a comparative case study of Millennium Village Project and Food for New Village project.

The research question is how does knowledge and participation occur in the context of development? What factors affect and increase the effectiveness of knowledge transfer and participation? The thesis seeks to explore the networked, social and distributed nature of knowledge and participation. It lays out the content of the project design tools and compare to see the structural aspect in the two projects.

### III. Analytical Framework

#### 1. Comprehensive Development Framework (1998)

The Comprehensive Development Framework (CDF), which was developed by the World Bank in 1998, is a holistic long-term approach to achieve the Millennium Development Goals. It aims the interdependence of all the sectors of development; economic, financial, social, governance, and environmental sector for the goal of poverty reduction. The key principles of the CDF are;<sup>3</sup>

- *Long-term, holistic vision:* The CDF aims for a long term strategy and a holistic multi-sectoral approach to development such as integrated strategies to improve education, health, and building infrastructure. The focus should not rest upon

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<sup>3</sup> The principles can be found on the web.worldbank.org of Comprehensive Development Framework in details.

economic issues alone, but also have a social right based approach to development. The multifaceted, long term approach creates synergy effects to achieve the MDGs.

- *Country ownership*: The formulation, implementation process and activities of a country's development strategy should consider the factors of local participation to ensure ownership and sustainability of the project. CDF emphasizes that when recipient countries have 'ownership' over its development strategies and reforms; the local people have a strong level of commitment to the national development policies.
- *Country-led partnership*: The relevant stakeholders (donor, government, local communities, NGO etc.) should collaborate in partnership which is built on mutual accountability, information sharing and transparency. The effectiveness of the partnership is dependent on whether the partnership is centered and focused on recipient countries to lead and carry out development strategies. Therefore, the CDF focuses on the design process of formulating development policies, as well as the identification and coordination of all of the relevant stakeholders.
- *Results focus*: Development performance should be evaluated on the basis of measurable results. The CDF emphasizes that evaluation should focus on the impact of aid on people and their needs.

Stiglitz (1999) elaborates on the Framework by focusing on the relationship between the knowledge economy and participation. He argues that knowledge is best acquired not

by passive memorization but by the active involvement, or participation of the learner. Active participation brings commitment to the lessons being learned and ownership of the results. Participation and involvement is not just a matter for government officials or managers; it needs to reach deeper to include those who are often excluded and who are central to the strengthening of social and organizational capital. The degree of ownership is likely to be much greater if those who must carry out the policies are actively involved in the process of shaping and adapting. Success in a knowledge-based economy will also require a highly educated citizenry, with strong higher-level cognitive skills, and it will require an effective, and decentralized, communications network, like the Internet. Both of these enhance the possibilities of more effective participation, and make it more difficult to suppress it. According to Stiglitz (1998), the key ingredients in a successful development strategy are ownership and participation. To achieve the desired outcome of successful ownership and transformation, the process that leads to the outcome must be participatory. The process must involve and support groups in civil society for they are the social capital that will increase ownership of the development process.

## IV. Case Studies

### 1. Millennium Village Project

In September 2000, the UN Millennium Declaration was adopted as a new partnership was formed to create a pathway to alleviate poverty. Following the Millennium Declaration, the Millennium Development Goals (MDGs) were endorsed by all the UN member states, setting a series of time-bound and measurable development targets by 2015.<sup>4</sup>

MDG1 Eradicate extreme poverty and hunger	MDG 5 Improve maternal health
MDG 2 Achieve universal primary education	MDG 6 Combat HIV/AIDS, malaria and

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<sup>4</sup>The complete list of goals, targets and indicators is available at <http://mdgs.un.org>.

	other disease
MDG 3 Promote gender equality and empowerment of women	MDG 7 Ensure environmental sustainability
MDG 4 Reduce child mortality	MDG 8 Develop a global partnership for development

<Table 1. Millennium Development Goals>

In order to achieve the MDGs by the target deadline, the UN Millennium Project was commissioned and an integrated, multi-layered, bottom-up model called the ‘Millennium Villages Project (MVP)’ was implemented for the rural Africa continent to reach community based development. The project is locally led by the relevant government and communities, supported by multi-stakeholders that are in a joint partnership; the Earth Institute at Columbia University, Millennium Promise, the United Nations Development Program (UNDP), and additional donor countries and private partners. The Republic of Korea has also joined the partnership in 2009 in agreement to fund the Korean Millennium Village Project (KMVP) in the existing villages of Mbola (Tanzania) and Ruhiira (Uganda). Korea International Cooperation Agency (KOICA), Gyeongsangbuk Province, and UN World Tourism Organization Sustainable Tourism for Eliminating Poverty (UNWTO ST-EP) Foundation, have pledged to fund from 2009 and in September 2013, an MOU was signed to extend support till 2015, agreeing to incorporating aspects of ROK’s development model ‘Saemaul Undong’ and providing technical assistance.

The MVP was first initiated in Kenya and Ethiopia in 2005, then proceeded to scale up in other countries. Currently, the MVP project sites are situated in 14 clusters of 10 countries across Africa (Ethiopia, Ghana, Kenya, Malawi, Mali, Nigeria, Rwanda, Senegal, Tanzania, and Uganda) covering 500,000 beneficiaries to through using multiple development tools in diverse sectors.,

Each of the target clusters of villages is determined under three considerations. First, the selection of the sites is based on hunger hotspots, which are rural areas that are poverty stricken with at least 20% of malnourished children under the age of five.<sup>5</sup> Secondly, MVP also considers diverse agro-ecological zones to represent the diversity of the African continent, encompassing local challenges. The local challenges may be in the sectors of food security, access to water, poor infrastructure, and health-related disease challenges. The MVP strategies are specifically designed to overcome these obstacles. Lastly, the sites are decided in countries where the local government shows commitment to partner with the project.

### **1) Long term, holistic view**

The main strategies focus on interconnected sectors; agricultural productivity, public health, education, infrastructure (including water & sanitation), and business

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<sup>5</sup> Harvests of Development in Rural Africa: The Millennium Villages After Three Years (Millennium Village Project Publication, 2010)

development. The multiple strategies are incorporated as a single holistic approach for the synergies and tradeoffs are considered before the decision making process. Cross cutting issues of environment and gender must be carefully considered for sustainability even though it may not have visible outcomes. A positive outcome of one indicator may reflect opportunity costs or trade-offs of the other indicator. For example, increased food security can cause consequences of reducing the enrollment of children's education.

The MVP is designed into a two five-year development strategy, a total of ten year intervention. The project involves scientifically-proven interventions for agriculture, education, health, and infrastructure. The first five-year stage focuses on interventions delivered at a modest cost to achieve quick wins for the objects for the first phase is to achieve the non-income aspects of MDGs. This includes strategies to increase agriculture productivity, malaria prevalence, access to safer drinking water, basic healthcare, and primary education. The outcomes of the quick win strategy are visible and therefore can promote a larger scale up from neighboring non MVP villages.

The focus of the second five-year stage is on securing the cluster-based institutions necessary for long term economic development. For example, the activities in the second stage are in consideration of commercializing the gains in agriculture for the improvement of sustainable agricultural crop production. Building on progress made over the first five years, the main focus of stage two (year 6-10) is on four strategic priorities;<sup>6</sup>

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<sup>6</sup> The Millennium Villages, the Next Five Years: 2011-2015 (Millennium Village Project

- Support Business Development
- Design Real-time Information Systems
- Create Open-source Tools & Technologies
- Transition to Full Local Ownership

## **2) Country Ownership**

The knowledge and participation factor is incorporated in regards to the project cycle of MVP. The MVP adopts a community action cycle that supports effective participation and emphasizes the role of the change agent in self-preparation. Participation in each stage of the project cycle starts with the analysis and different strategies for addressing smaller group and shared concerns at the communal level via community assessment and design phases. Participation strategies for the various phases must also take into account time, resources, existing capacities, and objectives in locally specific contexts. Community-led action plans are created and designed to meet the specific needs of villagers to achieve the MDGs.

First of all, the MVP aims for participation in community decision-making. For example, at each village, specific committees and community members identify and evaluate possible interventions supported by a scientific team and local partners. Together they create a package of village-specific interventions that are deemed most appropriate and cost effective, as well as produce a community action plan for implementing and managing these interventions.

Secondly an active community consultation process precedes the launch of each Millennium Village. Technical capacity-building, beginning at the onset of the implementation, provides villagers with the skills they need to sustain the interventions in the long-term. Training courses for health and nutrition, agricultural and environment,

energy and transport services, water resources and sanitation, and business and communications provide villagers with the skills they need in each area of the interventions.

On-site facilitators in community management and oversight; agriculture and the environment; and health and infrastructure are hired through the village budget. Wherever possible these facilitators are seconded from line ministries or hired locally. A training center is also established in the community. In addition, the MVP increased focus on training sessions to make sure communities can manage infrastructure improvements (such as waterpumps, water points, sanitation facilities, and off-grid solar energy systems) with sustainability after the project exits in 2015.

Critical to the sustainability of the Millennium Villages is the need to empower the entire community, including women and vulnerable groups, by building local technical, administrative, and entrepreneurial capacity. In conjunction with improved health and education, this transformation encourages women and men to establish their own businesses, to take advantage of microfinance and micro-enterprise opportunities and to explore.

Effective participation within communities is measured by who participates, who makes decisions, and who controls resources at each stage of the project cycle. Effective participation recognizes that communities are comprised of many heterogeneous groups with different interests, abilities and agency to influence others, as well as differences in social and gender roles and division of labor. Promotion and use of participatory approaches in and of themselves will not necessarily lead to equity in

representation decision-making or allocation of benefits in development. The poor, women, youth, or marginalized members may not have the means or time to capture benefits at the same level as better-off community members. Working within communities requires facilitation and partnership building among various interest groups and associations within and among sectors. External facilitation must directly target mechanisms for inclusion of women, the poor, and the socially excluded priority needs identified by the community.

The MVP also provides strategic planning tools, supports evidence based participation methods and approaches, provides science-based technology options, facilitates evidence-based and best practice capacity building activities and contributes additional resources. Communication strategies for the project, sectors and interventions are designed to ensure key messages reach different groups within the project. Facilitators should be empowered to use a mix of communication strategies encompassing information, education, mobilization, behavior change and capacity building activities. Smaller groups, interest groups, and women's and youth groups may have a subset of development priorities that can be managed effectively at a sub-village or lower administrative level. Community-wide action plans are developed to reflect the broader development priorities and goals; these plans owned by the community members, are then supported by resource mobilization from communities, government, development partners and private sector partners. These plans are then supported by processes for consolidation within decentralized policies and institutional systems that give rights to community participation in allocation, decision-making, benefits and

accountability of development funds.

Participation methods and approaches for institutionalizing participation vary with the local context. Participatory methods and tools in the MVP are chosen and adapted from best practices and are suited to capacity strengths at the local level. In some countries, supportive national policies and frameworks for institutionalizing participatory processes are integrally part of the decentralization structure. In these cases it is possible to take advantage of national capacities that exist from scaled up approaches. In Tanzania and Uganda, governments have taken a lead in institutionalizing participatory bottom-up planning processes that link to local development plans and resources and are in line with the national poverty reduction strategies and the national development vision. In Uganda, participation in development processes is a recognized right of every citizen. In Tanzania the government is implementing a nationally scaled participation process that institutionalizes participation in the planning processes from village to local government authority.

The MVP seeks to follow local development planning systems and cycles such that strategic community vision plans and short-term action plans are eligible for inclusion in higher level development plans and resource allocation. In this way, participation types such as bargaining, petitioning, and deliberating may function effectively in democratic governance through a decentralized development management organization at the community level.

### **3) Country led Partnership**

The knowledge structures can also be combined in the partnership structure for the relevant stakeholders hold specific expertise and knowledge structures. MDG centers

In each projected country, there are multi level partnerships comprising of intergovernmental organizations, local and national governments, development professionals, and local project staff. The MDG advisors, based in the UNDP office, provide a bridge between the MVP and national policy makers. Two regional MDG centers, in Nairobi Kenya and Bamako Mali provide scientific, technical and policy support to governments and other stakeholders. Finally in New York, a team of scientists and managers from the Earth Institute and Millennium Promise and UNDP coordinate the technical and operational aspects of the project.

The effectiveness of the current partnership can be explained through the managing costs of the project. A key aspect of the financing is that it is cost-efficient as the total village cost on a per person basis, is US\$110 per person. For each village, \$300,000 per year is required for donor contribution for five years, US\$50,000 per year included for logistics and operational costs. The managing costs are low because the partnership includes skilled local managers who work alongside the UN Millennium Project and the Earth Institute at Columbia University. Therefore, the cost-efficient method is also a result of the strategic partnership. The cost US\$120 per person derives from a breakdown of; the MVP initiative funded by donors (US\$60), contributions from

the local government (US\$30 eg. the provision of health extension workers in the villages), partner organizations (US\$20), and the local community (US\$10 eg. in-kind contributions of their time and expertise). The structure of the cost breakdown indicates participation and the cost bearing of all the stakeholders, enabling the local government and beneficiaries to participate and to take ownership of their own local development needs.

Millennium Villages were selected in close consultation with national governments. To ensure that the Millennium Villages are part of national discussion and policy formulation, new villages are only initiated in countries where national leadership supports and engages in the Millennium Villages and is committed to investing additional government resources. The activities are also aligned with the planning and budget cycle of the government, relying on existing government implementation mechanisms, such as agricultural extension workers and other government staff who are already working in the villages. For example, the Community Education Worker initiative employs cost efficient extension workers for community outreach to identify children that are not enrolled. The Community Education Worker is responsible to ensure that children are enrolled, share knowledge of the importance of education, conduct community outreaches, raise gender mainstreaming issues, and assist children that are in transition of returning to education.

Effective partnership relies on a division of roles and responsibilities among stakeholders and institutions at each stage of the project cycle. These roles and responsibilities vary in each country that the MVP works according to local institutional

systems and norms. However, some of the common roles and responsibilities include;

- Local communities: perform needs assessments, planning, implementation and monitoring of development plans, and resource mobilization and contribution through collective action.
- District and Sub-district government: perform community mobilization, conflict resolution, integration of development plans and resource allocations, contribution of resources and technical staff support, and provide an enabling policy framework. District or municipality level development offices help ensure coordination of activities from various stakeholders and avoid duplication of efforts.
- MVP Community Development team: performs a facilitation role throughout the process. They also provide technical support, designing appropriate interventions in line with the MDGs.

#### **4. Result based**

A clear result-based system needs to be accompanied by clear objectives or targets. The MVP is programmed to target the MDGs by 2015 and the monitoring and evaluation process is based on the effects concerning the MDGs. Monitoring ensures the effectiveness of the timing, sequence, and the overall progress. In project monitoring and

evaluation process, monitoring and evaluation committees are organized related to the key sectors of the project; agriculture and environment, health and nutrition, education, infrastructure, and business enterprise development. The committees are involved with the implementation process and hold responsibility of monitoring.

The Millennium Village Information System is also used as a monitoring tool because it assists specifically in the monitoring of the MDG's indicators. This allows different sites to monitor MDG indicators, such as birth rate, immunization coverage, and mortality rate. This information is useful in identifying the main gaps in staffing, services, and infrastructure. Evaluating the cost of interventions follows a cost-benefit analysis in order to assess the profitability of the interventions.

## **2. Food for New Village Project**

Food for New Village (FFNV) Project is a World Food Programme (WFP) project funded by the Republic of Korea (ROK) and in partnership with Good Neighbors International (GNI) on the implementation stage. The project is based on the existing platform of WFP's Food-for-Asset (FFA) programs, complemented by 'Saemaul Undong (New Village Movement)', the ROK model of rural development that proved to be successful in transforming the poverty stricken rural communities of ROK in the 1970s and 1980s, and also the Community Development Project (CDP) model of GNI. The objectives of FFNV are to eradicate rural poverty and food insecurity by establishing community infrastructure, land rehabilitation, and building resilience for sustainability. In contrast to the MVP which targets all of the MDGs, FFNV strategically focuses on strengthening food insecurity by taking an integrated community development approach.

The FFNV project was initially implemented in Nepal and Rwanda since May 2011 under a Memorandum of Understanding between WFP and ROK's Ministry of Foreign Affairs. In agreement to maximize synergy effects between WFP's asset creation activities and ROK's Saemaul Undong, the partnership was formed to fund each target country with US\$3 million for the time span of three years. In 2013, the project has been extended to Bangladesh and Tanzania.

The selection of project sites depends on highly food insecure districts based on needs assessment, baseline surveys, and food insecurity data. For example, the FFNV

project in Nepal covered the 9,157 beneficiaries in Ladagada and Pokhari Village Development Committees (VDCs) of Doti district in 2012. Doti district was selected because in terms of food security, 66% of the land area is rain-fed cultivated and there are limitations in crop variety.

### **1) Long term, holistic approach**

The duration of the FFNV project is a three-year time span addressing both short-term and long term challenges of food security. Being a multi-dimensional concept, food insecurity in developing countries is associated with structural long term aspects. When people are unable to meet their food requirements for a sustained amount of time, they are faced with chronic food insecurity. FFNV being centered on the goal of improving food security, the project has cross-interventions addressing all related dimensions that include infrastructure, income generation, local governance, education, health & sanitation.

-Infrastructure: improved basic infrastructure and productive assets (Food for Asset, Cash for Asset)

- Livelihood: increased income status and access to financial institutions

- Education: improved educational status of the community

- Health & Sanitation: improved basic health and sanitation status
- Local governance: Strengthened local governance and participation.

Specific activities under the above interventions include cash transfers, livestock promotion, commercial farming support, microenterprise & cooperative development support, basic services and training, awareness trainings. In the case for Nepal, the main achievements in the first year of the project are; improved rice/wheat variety promotion, legume farming promotion, basic infrastructure for growth (irrigation canal, road construction, drinking water supply), improved school environment, school management workshop/trainings, hygiene training, local organization support. As indicated above, knowledge related activities are usually implemented in the form of training sessions and workshops.

## **2) Country Ownership**

WFP strives to take a participatory approach in all of its operations to ensure that 'its assistance programmes are designed and implemented on the basis of broad-based participation'.<sup>7</sup> In particular, WFP strategically aligns its policy with gender mainstreaming concerning participation. Women participate in all areas of programming such as assessment and activity identification. It is recommended that food for work

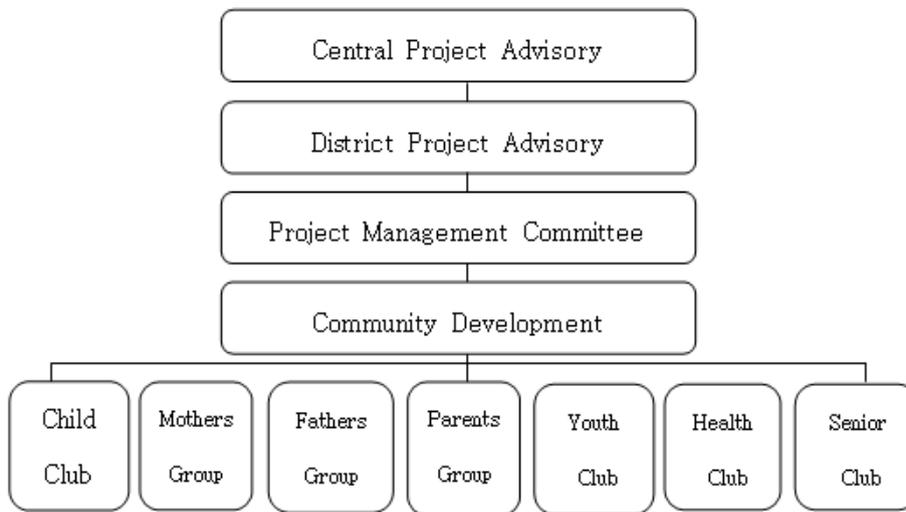
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<sup>7</sup> WFP Participatory Approaches Policy Issues (2000)

activities be identified with the help of gender analytical and participatory tools in order to ensure community based development activities that are responsive to women's priorities. Food for community works is intended as an incentive to mobilize participation.

WFP also utilizes the participation factor as both a means and end for its objectives are to build self reliance, ownership, and ultimately empower the local community.

For FFNV, there are significant structures that stimulate knowledge and participation on a local level. WFP works closely with Village Development Committee (VDCs) to induce participation and to ensure project continuity. The VDC is a group of elected representatives from the target villages and is responsible for mobilizing the local community with FFNV activities, monitoring, and sharing knowledge, approving activities that are implemented at village level. For example, the basic structure for FFNV Nepal is shown below;



<Management Structure of FFNV Nepal>

All of the groups and committee members are elected on a democratic basis and the structure considers social inclusion and gender equality. After the Project Management Committee (PMC) and Community Development Committee (CDC) are formed, there is a Community Mobilization Training and Information session. Regular meetings occur once every two weeks for CDC and once a month for PMC. Opinions and active discussions take place during the regular meetings. The structure strengthens local governance and ownership of community development by increasing knowledge and building capacity. In the case of Rwanda, VDC is consisted of 5 sub-committees (water, farming, livelihood, infrastructure, and animal husbandry) that oversee and monitor the FFNV activities.

### 3) Country led Partnership

The roles and strategies of each partner must be clearly identified to analyze whether the stakeholders take priority of local government's development strategies. To present a broad view of the partnership, the role and responsibilities of the partners are as follows;

Actors	Core Responsibilities
WFP	Planning, Field implementation, Monitoring, Managerial supervision, Provision of Technical expertise, Strategic guidance, Fund transfer, Monitoring and Evaluation, Donor reporting
ROK (KOICA)	Funding, Strategic guidance, Fund transfer, Monitoring and Evaluation
GNI	Planning, Field implementation, Monitoring, Managerial supervision for village government, Technical support, Strategic guidance, Fund transfer, Monitoring and Evaluation, Donor reporting
Local government (VDC, Unity Club etc.)	Direct implementation, Provision of local expertise and knowledge, Provision of village resources, Social mobilization, Field coordination, Overseeing, Monitoring and

	management
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WFP has been implementing FFA activities in collaboration with NGOs and the local government since the 1980s. WFP's strategy of asset creation is designed as a part of climate change adaption programming through better natural resource management. Its aim is to improve livelihood and food security of the targeted population, to encourage low-income food insecure households to participate in activities that contribute to the long term food security. Food is used as an incentive to participate in asset creation activities; participants receive a take home ration during the lean period when access to food is poor and commodity prices are high. The created assets help to strengthen community resilience, reduce vulnerability and enhance local food access and food availability. Community assets include transportation infrastructure such as roads, small-scale dams, and irrigation schemes

FFNV is different from previous FFA as there are additional focus on building and improving community knowledge and awareness levels for agricultural productivity, community participatory leadership for development projects, income generating activities to enhance household income levels and overall food security. The additional components are a result of incorporating ROK's Saemaul Undong.

The three pillars of the Saemaul Undong are diligence, self-help, and cooperation. Emphasis on the need to change people's mindsets played a central role in the Saemaul Undong's success. It is noted that the Saemaul Undong was a community

based development program with participation of all villagers, village leaders and Saemaul leaders who headed the Rural Saemaul Undong in the villages. The notion of self-help and community inclusiveness is the driving force behind the success of the movement. The Saemaul Undong element of FFNV underlines the importance of community participatory approach.

Good Neighbors International is a non profit, humanitarian NGO that plans, implements and raise funds for the provision of services in child education, community development, health, sanitation, and disaster relief. GNI was selected to be a primary cooperation partner for FFNV to take the lead in the process of laying down the foundation for a community-driven, sustainable and people centered socioeconomic development, through the mobilization of the community members, improved self governance of local communities, construction of community infrastructure, implementation of income generating activities, creation and rehabilitation of productive or beautification assets, as well as carrying out local skills capacity enhancement activities GNI prescribes to a holistic approach in providing sustainable development through the participatory approach and plans to create community assets. In the case for Nepal, GNI is the main implementing partner in order to

- Improve short term food security and reduce poverty by providing a safety net for the most vulnerable communities
- Foster improved community resilience through the creation of productive assets and agricultural/livelihood and other community development training

- Reduce the prevalence of acute malnutrition in children less than five years of age
- Ensure that cash are placed directly in the hands in the hands of the participants and make sure that women take the lead role in the management of cash distribution.

Partnership on a local level is carried out with VDCs and additional partners. For FFNV Rwanda, The Unity Club Rwanda is also engaged as a partner and is leading efforts to intensify the unity and reconciliation processes within the population. It strives to mobilize the communities to enhance its own leadership of the project.

Since the FFNV is derived from the FFA activities that were already in progress, it is important to analyze whether the project is in alignment with the country's development objectives.

WFP has been implementing asset creation and rehabilitation schemes in its operations throughout the world under the food for asset food for work activities. Within WFP, all of the activities are intertwined with the recipient's country portfolio. For FFNV in Nepal, it has been absorbed to support the current operating Country Programme of Nepal (2013-2017). WFP also works in close coordination with the Ministry of Local Development and all the projects are subject for approval by the local representative of the Ministry.

#### 4) Result focus

As the main objective of FFNV is food security, the monitoring and evaluation tools measure the indicators such as the number of beneficiaries reached, amount of cash distributed, number and type of created output and gender score.

## **V. Conclusion**

Through an analytical framework of Comprehensive Development Framework, it is clear that in both case studies of the Millennium Village Project and the Food for New Village Project, there are common features of certain strategies to induce knowledge transfer and participation. Each principle is required for a full manifestation. Some of the activities such as infrastructure building portray no linkage to knowledge transfer but the holistic approach of each development project.

The findings of this study point out the importance of inclusive development where the perspective of thinking that concentrating on only one aspect of knowledge transfer such as education only or the thought of traditional methods of knowledge channels such as training or documentation can lead to the full realization of knowledge exchange. As explicitly put in the model above, true knowledge comes along with local ownership and sustainability.

Knowledge and participation takes on different forms in different stages of the project cycle that is contextualized in each target area. It is shown in the form of selected activities and also dependent on the specific strategies of the stakeholders. It is also the

leadership of the local communities that determine the active participation in the decision making, planning, implementation, and monitoring and evaluation stages of the project.

The analysis has limitations, most notably in the selection of two development projects. The findings rely on a limited number of stakeholders' design. As knowledge and participation should be localized and context-based, generalization beyond these contexts requires caution and should be sensitized. Moreover, the analysis was carried out on the project design mechanisms and the full results and impact are yet to be known. However, the result show that for effective knowledge transfer and participation, there should be deep understanding of the actors that are involved and the detailed components of each mechanisms throughout the process.

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## Abstract (Korean)

### 국문초록

성 명: 홍민숙

학과 및 전공: 국제학과 국제협력전공

서울대학교 국제대학원

지식과 참여는 국제개발 이론 및 실제에서 중요한 요소로 인식되고 있다. 다각 면에서 이루어지는 참여요소는 지식공유를 창출하며 또한 다양한 형태의 지식 획득은 지역 참여의 촉매제 역할을 수행하고 있다. 그러나 아직 지역주민의 더 나은 생활과 기아 경감을 위한 가장 적합한 지식 공유 메커니즘 및 참여적 방식에 대한 문제가 제기되고 있다.

본 논문은 두 가지 사례의 비교분석을 통해 지식과 참여요소가 현재 사업 메커니즘에 어떻게 반영되는지 설명하고자 한다. 채택된 사례는 밀레니엄 빌리지 사업과 유엔세계식량계획의 Food for New Village 사례다. 연구 결과에 따르면, 지식과 참여는 각 사업 지역에 맞게 재구성되어 각자 다른 형태로 진행되고 있음을 알 수 있다. 또한 지역사회의 주인의식 수립

및 참여 촉진을 위한 역량 강화는 지역 사회의 리더십에 따라 좌우된다. 리더십이 견고하고 강력할수록, 의사결정, 계획수립, 사업진행, 평가 절차에서 활발한 참여와 지식공유가 이루어진다.

주요어: 지식, 참여, Comprehensive Development Framework (CDF), 밀레니엄 빌리지 사업, Food for New Village, 유엔세계식량계획

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