



# A Review of Urban Development Issues in Poverty Reduction Strategies

Judy Baker and Iwona Reichardt



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THE WORLD BANK  
Washington, D.C.



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# **A REVIEW OF URBAN DEVELOPMENT ISSUES IN POVERTY REDUCTION STRATEGIES**

## **1. BACKGROUND**

Poverty Reduction Strategies (PRS) now provide the basis for development policies in many low-income countries and are intended to serve as a framework for better coordination of development assistance among development partners. The PRSs call for an increased focus on country driven strategies that involve broad based participation, a focus on results (specifically outcomes that benefit the poor), a comprehensive approach recognizing the multidimensional nature of poverty, broad partnerships involving coordination of all development partners, and a long-term vision for poverty reduction. The PRS approach has gained widespread support among the World Bank's low-income members with approximately 51 countries having prepared national PRSs, several countries revising their original strategies, seven more countries having produced interim PRSs and several more which have initiated the process.

The Poverty Reduction Strategy Papers (PRSPs) generally have covered four broad areas: 1) an assessment of the nature, extent and dimensions of poverty; 2) identification of poverty reduction objectives; 3) definition of the strategy for poverty reduction and growth, including the selection and prioritization of public actions; and 4) the design of a system to monitor and evaluate implementation of the strategy.

A major review of the PRS carried out by the World Bank and the IMF in 2005 points to the need for continued support for a country-driven development model, recognizing that this requires medium- to long-term commitment to institutional changes and capacity building.<sup>1</sup> The review recommends viewing PRS implementation more explicitly through an accountability lens and strengthening the PRS approach as a platform for scaling up assistance. Following on this, a review of how urban issues have been handled in the PRSs was undertaken in 2006 to identify lessons learned for better integrating urban development priorities in poverty reduction strategies. Section 2 clarifies the objective of the review and presents the methodology used to gather information, Section 3 reports the main findings, and Section 4 presents recommendations.

## **2. OBJECTIVE AND APPROACH OF REVIEW**

The purpose of this paper, as mentioned above, is to provide a focused review of the coverage of urban development issues in a sample of PRSPs to learn from the experiences with the aim of providing insight from these lessons to more effectively integrate urban priorities in poverty reduction strategies. The review draws on current and previous reviews of the PRS process in general, as well as a sample of nine country-specific Poverty Reduction Strategies, analyzing the PRS approach with an urban lens.<sup>2</sup>

The focus on urban comes at a time of rapid urbanization in many countries, particularly low-income countries, where attention on urban poverty is increasingly of urgent need. In the poorest countries, urban growth is predicted to increase at an average of 2.3% per

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<sup>1</sup> World Bank and IMF, 2005, Review of the Poverty Reduction Strategy Approach: Balancing Accountabilities and Scaling up Results, August 19, 2005.

<sup>2</sup> Full reviews of the PRS experience have been carried out jointly by the World Bank and the Fund in 2002 and 2005. Each year since 2002, progress reports have been carried out. The independent evaluation units of the World Bank (OED) and IMF (IEO) carried out a year long evaluation released in the summer of 2004.

year. For the nine sample countries included in this review, the average urbanization rate is even higher at 3.5%. While such urbanization can bring opportunities for many, the poor do not always benefit from this growth and thus a focus on the challenges of the urban poor is critical.

This review concentrates on PRSP experiences in nine countries that are at different stages of the PRS process. The countries that represent all regions include Albania, Burkina Faso, Cambodia, Djibouti, Georgia, Honduras, Kenya, Pakistan, and Yemen.

The review incorporates two approaches: 1) content analysis of nine sample PRSPs aimed at identifying urban poverty issues in the context of national poverty reduction strategies (e.g., income, health, education, security, infrastructure and services, and empowerment); and 2) a series of interviews with World Bank staff (country economists, poverty economists and urban specialists) aimed at gaining information on the process of PRS formulation with particular emphasis on in-country institutional and participatory dynamics from the side of the government (national and local), donors, NGOs, and other stakeholders, as well as the institutional dynamics within the World Bank. The findings, conclusions and recommendations are a compilation of document review and analysis and interviews conducted.

## 2.1 Content analysis

The World Bank's PRSP Sourcebook sets out five dimensions of poverty: income/consumption, health, education, security (personal, tenure), and empowerment.<sup>3</sup> We use these dimensions for the classification of urban poverty characteristics as described in the PRSPs. We further assess the coverage of urban poverty according to the following ratings:

- A = extensive coverage of the issue
- B = detailed discussion of the issue
- C = some mention of the issue, but not an adequate discussion
- D = very brief mention of the issue, almost no treatment
- E = no treatment of the issue

Results from our evaluation are provided in Table 1. Detailed description of each case is presented in Annex 1.

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<sup>3</sup> World Bank, 2002, A Sourcebook for Poverty Reduction Strategies, Washington, D.C.

Table 1. Countries and PRSPs reviewed

Country	Population (in millions)	Urban Population (%)	Urban Population below poverty line	Average Annual Growth 1990-2003	GDP per capita (PPI)	PRSP (year)	Who took the leading role in the PRSP	Characteristics of urban poverty – assessment of coverage
Albania	3.2	43.8	19.8% (2002)	1.3%	\$4,900	2001	National Coordinator of the Strategy and Finance Minister	Income <b>C</b> Health <b>C</b> Education <b>C</b> Security <b>B</b> Empowerment <b>A</b>
Burkina Faso	12.1	17.8	16.5% (1998)	4.4%	\$1,200	2000 and 2004	Ministry of Economy and Development	Income <b>C</b> Health <b>B</b> Education <b>C</b> Security <b>B</b> Empowerment <b>E</b>
Cambodia	13.4	18.6	13.9% (1999)	5.6%	\$2,180	2002	Ministry of Economy and Finance until responsibilities were transferred to the Council for Social Development (CSD), inter-ministerial body chaired by the Minister of Planning	Income <b>D</b> Health <b>E</b> Education <b>D</b> Security <b>B</b> Empowerment <b>B</b>
Djibouti	.48	83.6	38.0%	2.2%	\$1,300	2001	Ministry of Planning	Income <b>D</b> Health <b>C</b> Education <b>B</b> Security <b>A</b> Empowerment <b>A</b>
Georgia	5.1	52.0	12.1% (1997)	-0.3%	\$3,100	2003	The 2000 Presidential Decree established a PRSP governmental commission with five sub-commissions, chaired by relevant line ministers. The President's Economic Advisor was assigned the role of Secretary to the Commission and effective project leader.	Income <b>C</b> Health <b>D</b> Education <b>D</b> Security <b>D</b> Empowerment <b>D</b>
Honduras	7.0	45.6	57.0% (1993)	4.9%	\$2,800	2001	Social Cabinet established by a National Technical Team	Income <b>C</b> Health <b>C</b> Education <b>E</b> Security <b>B</b> Empowerment <b>D</b>
Kenya	32.4	33.4	29.0% (1994)	5.6%	\$1,022	2004	Ministry of Planning	Income <b>B</b> Health <b>C</b> Education <b>B</b> Security <b>A</b> Empowerment <b>C</b>
Pakistan	148.4	34.0	24.2% (1998)	3.3%	\$2,200	2003	PRSP Secretariat – Ministry of Finance and Economic Affairs	Income <b>C</b> Health <b>D</b> Education <b>E</b> Security <b>D</b> Empowerment <b>D</b>
Yemen	19.2	25.7	30.8% (1998)	4.6%	\$800	2002	Ministry of Planning	Income <b>C</b> Health <b>D</b> Education <b>D / E</b> Security <b>C</b> Empowerment <b>E</b>

## 2.2 Interviews

The in-depth interviews were carried out with urban specialists, country economists and poverty economists who were either directly involved in the PRSP formulation process or closely followed it. The purpose of the interviews was to draw on well-informed perspectives on the dynamics and processes involved in approaching urban issues in the PRSPs (see Annex 2 for questions used in the interviews). Recommendations for mainstreaming urban issues in future PRSPs were also elicited from the interviews.

The interviews focused on the following aspects of PRSP formulation process in the context of urban development:

- Participatory dynamics: Who took the leading role? Was the formulation process centralized or decentralized? What was the role of the local stakeholders in the PRSP formulation process?
- Coverage of urban (including urban infrastructure) issues: How well were these issues covered? In cases where urban issues were not adequately covered, why did this happen? What should be done to better mainstream urban issues into poverty reduction strategies? Is there a need for more ESW and analytical work?

The interviews were followed by two brainstorming sessions organized by the Urban Poverty Thematic Group where initial findings were presented and further recommendations were drawn from the experiences of participants. The main findings and recommendations from the content analysis, interviews and brainstorming sessions are included in the following sections.

## 3. FINDINGS

Much of the discussion regarding urban issues in PRSPs was relevant to the PRS in general and was consistent with the 2005 PRSP Review. Beyond that, a few important issues were raised that relate specifically to the coverage of urban topics. The main comments are summarized below.

- *Poverty is viewed as predominantly rural.* Most of the PRSPs that were analyzed view poverty as a rural phenomenon with little coverage on issues of urban poverty. Two of the cases, Albania and Honduras, did provide substantial attention to the issues of urban poverty within the context of the national PRS, focusing on problems of unemployment, tenure insecurity, inadequate sanitation, poor solid waste management, lack of local empowerment.
- *Priority is given to the social sectors.* This is mostly visible in African and South Asian countries where priority has been given to health and education with little coverage of urban and infrastructure. This was raised by interviewees who noted that the PRSPs, the CASs, and the lending programs are perceived by the governments and regional World Bank offices as social-sector driven processes.
- *Importance of analytical work.* A main finding emphasized the importance of analytical work on urban issues as input to the PRSPs. Given the long list of development needs in any given country, it is difficult to prioritize and formulate a comprehensive poverty reduction strategy that will incorporate urban issues without a solid analytical base. This confirms earlier findings which concluded that the existence of analytical work (AAA and ESW) enabled World Bank staff and client counterparts to contribute more significantly to the PRSPs and “improving analytic foundations that facilitate better understanding of

the nature of poverty and of the growth process, including their links to various public actions, will help to progressively strengthen PRSs.”<sup>4</sup>

- *Inclusion of urban stakeholders in the PRS formulation leads to better coverage of urban issues in PRSPs.* Interviews with urban specialists involved in the PRS process confirmed that in countries where the PRS process was centralized and under direct control of the Ministry of Finance (e.g., Burkina Faso, Georgia) with limited involvement of line ministries and local representatives, urban issues were given less prominence than in countries where local stakeholders (mayors, local representatives, community-based organizations, and non-governmental organizations) are involved (e.g., Honduras<sup>5</sup>, Yemen).

Various suggestions have been made on how to bring urban issues to government officials, which range from open-end national forums, analytical work and solid data on urban poverty to promises of investment in urban areas.

- *Implementing PRSPs requires political commitment.* Interviews with Cambodia and Georgia’s country economists confirm that strong government commitment, more than party politics, is crucial to the implementation of the PRSP and sectoral reforms in the country. Cambodia’s case illustrates how lack of commitment to development policies at the time of the post-election deadlock in the government formation stigmatized the implementation of the PRSP to an extent that after two years of political impasse the new government introduced an entirely new PRS.

#### **Box 1. Good practice example for inclusion of urban poverty reduction as part of national poverty reduction — Honduras**

In Honduras, reduction of urban poverty is recognized as one of six strategic areas of national poverty reduction strategy and includes the following objectives:

1. Stimulate the development of micro-, small- and medium-size enterprises as a source of generating employment and income for poor families in urban areas
2. Foster the development of intermediate cities, seeking to make them hubs of regional development
3. Stimulate the construction of low-cost housing through legal, financial and participatory procedures that allow low-income families to access sustainable solutions to their housing needs.
4. Improve access to basic services of portable water, sanitation, electricity and transport for those living in marginal urban areas.

The PRS formulation followed a two-stage process with the central government dominating the first phase and local government leading the second phase. This was a somewhat lengthy process but was to the advantage of urban issues. In the second stage, greater decentralization allowed mayors and municipal representatives to attend meetings and workshops, press harder and bring urban issues to the table. This local involvement further translated into more extensive coverage of urban issues in the final version of the PRSP.

Source: Honduras PRSP (2001), interviews with World Bank staff

<sup>4</sup> World Bank, 2002, draft mimeo. “Review of Private Sector and Infrastructure issues in the PRSPs” and World Bank and IMF, 2005, PRS Review.

<sup>5</sup> The 1990 Honduran municipal law conferred key service delivery responsibilities, fiscal autonomy, and regulatory functions to 298 local governments. Decentralization to municipalities has been reinforced and expanded by Strategic Municipal Development Plans (PEDMs) and legislation.

- *PRSPs are comprehensive documents, lacking prioritization.* In general, it is perceived that the final PRS documents are all-inclusive, with too little focus on specific problems. This is consistent with the 2004 IMF/World Bank PRSP implementation progress report stating that “the most recent PRSPs, like the early PRSPs, do not prioritize across the menu of proposed policies, impeding their operational usefulness to both national authorities and development partners.”
- *PRSPs lack action plans.* In the interviews, staff noted that regardless of the coverage of urban issues in the PRSPs, the documents are not accountable and lack action plans. They are unclear on accountability and thus implementation is weak. Some noted that the PRS is also seen by countries as another World Bank and IMF requirement for funding, and thus post-PRSP interventions were not necessarily related to the alleviation of poverty.
- *The active participation of sector staff on country teams.* The role of urban and infrastructure in the PRSPs was also linked to the participation of urban sector staff in the country teams and assistance to the country in the PRS process. This was not unique to the PRS but also an issue with other poverty work such as the poverty assessments and country economic work.

#### 4. RECOMMENDATIONS

In general, the PRSPs have not included strategies for addressing urban poverty as a priority, thus detracting attention from these pressing needs. This review points to three key recommendations that could strengthen the coverage of urban issues in PRSPs, particularly relevant for countries that are rapidly urbanizing. Implementing these recommendations is feasible and will potentially have significant impact on addressing the needs of the urban poor.

##### *Strengthen local capacity*

Although broad participation is core to the PRSP approach, in the majority of the sample cases reviewed, local authorities have had a limited role in the process. Going forward, the PRS process can be greatly strengthened by increasing participation of local-level stakeholders such as mayors and municipal level officials. This is also consistent with evidence on the importance of building local capacity in strengthening efforts at reducing urban poverty.<sup>6</sup> From the review, it is recommended that capacity be built at two levels: the individual level whereby key representatives can champion urban issues at PRSP forums, and the organizational level, through identifying and partnering with national organizations of local authorities who could increase the urban voice in the countries and promote urban issues in national poverty reduction strategies.

##### *Strengthen analytical work on urban issues*

Both content analysis of the PRSPs and interviews with the World Bank staff confirmed that the coverage of urban issues is often inadequate and simplified. In most PRSPs, poverty is presented as a rural phenomenon and little attention is paid to the urban poor. This is in part due to a lack of strong analytical work on urban poverty issues. Rigorous studies on urban development, the causes and characteristics of urban poverty, services for the urban poor, housing and property rights in informal settlements, job opportunities for the urban poor, the economic contributions of urbanization and migration would all help to strengthen our knowledge base on urban poverty and provide the information to formulate appropriate poverty reduction strategies.

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<sup>6</sup> World Bank, 2002, A Sourcebook for Poverty Reduction Strategies, Washington, D.C.

*Improve coordination between teams within the World Bank*

Interviews with Urban and PREM World Bank teams reflect that more coordination across sectors would be welcome and could enhance the quality of our work. This includes collaboration in the preparation of analytical work, inputs to CASs and projects as well as in assisting countries with PRSPs. It will require strong participation on country teams, sharing and dissemination of information, some degree of advocacy on relevant urban issues and more cross-sectoral training within the World Bank.

**Box 2. Good practice example: Urban Poverty Analysis — Yemen**

This analytical work focuses on the various dimensions of urban poverty in Yemen and ongoing poverty alleviation efforts, using the city of Taiz as a case study followed by strategic and policy guidelines for the Government of Yemen. The assignment builds upon the experience of the Taiz Municipal Development and Flood Management (TMDFM) project, particularly on the ongoing implementation of the Taiz Urban Poverty Analysis and Strategy (UPAS — a strategic planning tool to promote pro-poor economic development informed by an in-depth analysis of urban poverty and the local economy) under the Capacity Building component. The objective is to draw lessons to inform country-level policies and interventions targeted at pro-poor urban development. The overarching objective of the assignment is to provide a set of practical policy recommendations to the Government of Yemen to address the growing problem of delivering urban services to the poor in a sustainable manner. Such recommendations will aim to create the basis for future sector interventions by GOY in collaboration with donor agencies, while also providing relevant sector input to both the PRSP and CAS currently under preparation.

The study includes five inter-related activities:

1. Characterization of urban poverty, with special reference to low-income settlements;
2. Assessment of the coverage and quality of access to infrastructure and urban services, including delivery systems, intra-agency coordination, planning and targeting;
3. Institutional assessment of pro-poor initiatives and programs (by public, private and civil society institutions), and a review of their impact and sustainability in addressing urban poverty
4. Review of the process of pro-poor targeting of fiscal transfers and investment planning at the city level;
5. Preparation of short-, medium- and long-term strategic and policy guidelines to assist the Government of Yemen to address urban poverty in Yemen.

Source: Republic of Yemen. Urban Poverty Analysis ESW Concept Note



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## ANNEX 1: COVERAGE OF URBAN ISSUES IN SELECTED PRSPs

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### 1. Albania

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**Political background:** In 1991, Albania ended the period of communism and established democracy. Transition to democracy and market economy has proved difficult. Challenges included unemployment, corruption, rundown infrastructure, crime networks with links to government, disruptive political opponents. The PRSP was written in 2000. The Ministry of Finance took the lead in the formulation and implementation processes.

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*Diagnosis of urban poverty issues:*

Sustainable urban development is perceived as a fundamental, long-term objective. The PRSP lists medium- and long-term objectives for urban development as well as activities for a 3-year period following the implementation.

- Medium term objectives: a) checking the process of urban degradation, b) reducing urban poverty, c) creating conditions for long-term urban development
  - Long-term objectives: a) business climate favorable to investments in housing, infrastructure and small business activities b) clear and transparent regulatory framework, c) effective delivery of education, health, social protection and other public services in the urban areas, d) protection and partial rehabilitation of urban environment, e) security and public order in urban environment
  - Activities for the 3-year period following the implementation of the PRSP: a) urban strategic planning and programming, b) investments in infrastructure, especially in areas of rapid urban growth, c) development of depressed industrial zones, promotion of balanced urban development, and integration of informal communities
- 

*Characteristics of urban poverty:*

**Income**

- High inequality in the nationwide distribution of incomes
- Inability to have a job and to generate income as one of the main causes of poverty in urban areas
- Massive unemployment due to the closure of the industrial enterprises and the paralysis of the economic life in the first years of economic transition
- Massive chronic unemployment as a source of poverty (particularly grave in the industrial centers of the country, where past economic activity was concentrated in one or a few industrial enterprises)
- High unemployment, especially among young people and women

**Health concerns**

- Inadequate access to water
- Increasing urban waste with its consequences to health and environment

**Education**

- "Street children project" for urban and suburban areas
- Expansion of secondary vocational education

**Security (tenure, personal)**

- Need for: a) adequate legal, financial, and institutional mechanisms for access of the poor to the housing market, b) low-cost construction of homes c) capacities for urban governance, which include: i) strengthening local government, ii) delineation of boundaries of public municipal land and other municipal properties; iii) capacities for public order protection and law enforcement; iv) land market d) settlement of land ownership problems: i) enforcement measures to impose the municipal ownership over public land and other municipal property; ii) collection of accurate information on the status of land ownership; iii) legal requirements for the formalization of illegal settlements, e) development of land market to increase productivity in the use of land, circulation of workforce, and land transactions: i) registration of immoveable property necessary for integral system of registered ownership; ii) legal framework for efficient land market, f) expansion of financial municipal resources through increase of local revenues from taxes on property and business and taxes on land development, g) identification and monitoring indicators to measure the urbanization level
-

**Empowerment**

- Need for strengthening capacities for urban governance
- 

*Urban Infrastructure:*

- Political instability had economic cost in serious damage caused to infrastructure
  - Poor inherited infrastructure was further damaged during the first years of the transition
  - Restricted supply of electric power due to increased consumption and migration towards urban areas
  - Sewage networks depreciated and in a critical condition, increase of urban waste and environmental pollution
  - Improvement in transport services crucial for elevation of living standards
  - Need for improvement of the secondary urban roads
  - Measures to improve urban infrastructure: a) regulatory and institutional framework, b) commercialization of services and privatization of state transport operations, c) progressive rehabilitation of urban roads d) rehabilitation of existing transport infrastructure and completion of the Stability Pact road projects, e) transport information systems and improved planning and management of the sector.
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## 2. Burkina Faso

*Political background:* Burkina Faso (formerly Upper Volta) achieved independence from France in 1960. The country was torn in conflicts and military coups in 1960s and 1980s. In the early 1990s, first multiparty elections took place. Burkina Faso has adopted two PRSPs: first one in 2000 and the second one (analyzed for in this project) in 2004. The PRSP formulation and implementation processes in Burkina Faso have been led by the Ministry of Economy and Development.

*Diagnosis of urban poverty issues in:*

Although the PRSP identifies poverty as a rural phenomenon, significant attention is given to the diagnostics of urban poverty. Leading determinants of poverty in the urban areas are listed as follows:

- Unpredictable climatic conditions
- Weak purchasing power
- Old age
- Large family
- Laziness or lack of initiative
- Lack of good governance
- Physical handicap
- Theft
- Death of a spouse
- Chronic poverty

The PRSP recognizes a rapid process of urbanization. Urbanization is perceived to be a challenge to country's health, education, infrastructure and housing policies. The document states that since "inasmuch as one-third of the Burkinabe population will live in urban areas by 2025, there is an urgent need to address this situation and the growth in urban poverty."

*Characteristics of urban poverty:*

**Income**

- Increase in spending disparities in urban areas as a cause for an increase in urban poverty

**Health concerns**

- Limited access to urban water
- Inadequate hygiene

**Education**

- Very little attention is given to education in Burkina Faso's PRSP

**Security (tenure, personal)**

- Rapid need for better housing policy
- Need for: a) urban planning and construction code, b) blueprints for urban development in provincial and departmental capitals, c) housing bank, d) urban sanitation plan, e) sanitation culture among city dwellers

**Empowerment**

- No attention is paid to local empowerment in urban areas

*Urban Infrastructure:*

- Poor urban sanitation system
- Few cities have strategic plans for wastewater disposal, waste management and rainwater removal
- Government's plan of action for comprehensive water management is centered on: a) drinking water supplies in urban centers, b) drinking water supplies in semi-urban areas

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### 3. Cambodia

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*Political background:* In 1999, Cambodia ended the Khmer Rouge rule and representative democracy was established. Cambodia's PRSP was formulated in 2002. In 2003, Cambodia entered the elections year. International observers assessed the electoral process as relatively peaceful and democratic, yet it took almost one year of negotiations before the government was formed in July 2004 and a new version of the PRSP, the Rectangular Strategy, was launched. Despite significant differences with the first version of the PRSP the new document was approved by the donor community as Cambodia's PRSP. The final draft of the document is due in December 2005.

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*Identification of urban poverty:*

Identification of urban poverty in Cambodia's PRSP appears to be lacking consistency. Urban poverty is either presented in very general and vague statements such as "the poverty map of Cambodia reflects that poverty concentrates in the rural areas but not all" or in a very narrow way, in the context of Phnom Penh municipality to which a whole section on urban development is devoted. The latter section states that from "the perspective of the Municipality of Phnom Penh there has not been a direct relationship between urban development and poverty alleviation." Generally, urban development has been perceived as the physical modernization and expansion of the city. The urban poor who occupy public land (predominantly squatters and street dwellers) are said to have been seen as an obstacle to urban development.

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*Determinants of urban poverty:*

**Income**

- Street children as the most vulnerable group in urban areas

**Health Concerns and Education**

- There is not discussion on the improvement of health and education services for Cambodia's urban poor

**Security (tenure, personal)**

- Tenure and security problems in illegal settlements
- Limited access of the urban poor to most basic services
- Social bias towards the urban poor expressed by the better-off and local governments: "Authorities and the better off tend to blame the poor for the wretched conditions of their dwellings. The poor are often stigmatized as socially undesirable, criminally inclined, and even mentally defective."

**Empowerment**

- Disfranchisement of the urban poor
  - Donors' bias towards urban poor: more grants are given to rural development projects, which reinforces prejudices against the urban poor
  - Need for a greater change in official attitudes towards urban poor
  - Need to curb corruption plaguing urban projects and preventing implementation of poverty reduction policies
  - Urban Poverty Reduction Unit of the Municipality of Phnom Penh is unable to provide substantive and timely advice, formulate pro-poor policies, and coordinate activities of the different departments of local, national government and development actors in the city
  - Limited outreach of community-based organizations and civil society to unorganized groups of the poor
  - Mismanagement of saving programs by savings group leaders
  - Overstated scale and impact of the savings and loans programs
  - No mechanism to reach the poorest households who cannot participate in the savings groups
  - Limited capacity of community-based organizations in ensuring community ownership of projects
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*Urban Infrastructure:*

- Link between infrastructure and growth
  - Development of modern infrastructure (in the outskirts of urban areas) would help establish industrial and export processing zones.
  - 59% of urban streets are in poor or bad condition
  - Transport problems: high costs, long journey time, air pollution, high degree of accidents
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#### 4. Djibouti

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*Political background:* In 1977, Djibouti became independent. The political system was established by Hassan Gouled Aptidon who led an authoritarian one-party state until 1999. In the 1990s, Djibouti was torn by a civil war. In 1999, first multi-party presidential elections took place and led to the victory of Ismail Omar Guelleh. The PRSP was written in 2001, a year when peace accords were signed and the country ended a period of civil war.

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*Diagnosis of urban poverty issues:*

The PRSP recognizes high concentration of poverty in the outskirts of urban areas. The document states that despite significant efforts made towards development, poverty has increased, which has led to an uncontrolled expansion of urban centers. External factors, such as wars in the region, have been attributed as causes for an increasing flow of refugees towards cities.

Key obstacles to poverty reduction and to improvement in the standard of living of the urban population: a) inadequate regulations on urban management, inefficient planning tools, absence of proper coordination framework, b) difficulties in accessing and affording safe drinking water, c) shortage of housing and absence of mechanisms for financing affordable housing adapted to the economic status of the poor, d) inadequate drainage of waste water, e) inaccessibility of the poor neighborhoods, f) lack of primary and secondary infrastructure in the newly urbanized areas

Djibouti has one of the highest urbanization rates in Africa, which is recognized in the PRSP. Rapid urbanization is viewed as a result of internal population growth and external migratory influxes. To face the challenge of an increasing urban population the PRSP notes a need for more than 2000 new dwellings per year.

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*Characteristics of urban poverty:*

**Income**

- Access to paying jobs - best way of climbing out of poverty

**Health concerns**

- Access to drinking water by the urban poor (access to potable water could be as low as 20%)
- Priorities of hygiene and sanitation program include: a) access of the poor to hygiene and sanitation, b) drainage strategy, c) intervention capacities in drainage, d) priority investment program in line with the adopted strategy
- Maternal health

**Education**

- Street children: only 1 in 60 children living in streets has some form of education. Need for: a) legal protection, children's rights, protection from abuse, b) housing program, health and education services, sociopsychological assistance c) training children for labor market and, at legal age, assisting their integration into labor market, d) family reunification services for foreign children

**Security (personal, tenure)**

- Provincial tenure of urban housing and instability of dwellings, construction costs are high
  - Overcrowding (4 to 7 people per room)
  - Low percentage of ownership, rent represents 40% of household expenditures
  - Policy of integrated urban development and promotion of low-cost housing aims at: a) planned urban development, b) development framework for main cities, c) institutional mechanisms for urban management, d) land parceling requirements by providing amenities, constructing sufficient quantity of suitable housing, reducing building costs, e) eradication of slums by social actions towards housing improvement and community development, f) access to basic social services g) permanent dialogue and consultation with the urban poor
  - Goals for producing sites with services and housing: a) affordable housing for medium- and low-income households, b) affordable plots with drainage, c) reduction of building costs through greater technical efficiency, taxation policy, use of local materials, professional training d) allocation of savings from recovery of housing development costs to financing of land development, e) private sector involvement, f) development of labor intensive techniques
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**Empowerment**

- Integrated development at the local level. Need for a) active participation of the population b) involvement of urban poor in development activities, c) community-based control of urbanization, d) decentralization, e) community participation in the design, implementation, and management of urban development programs, e) programs for improving local housing that incorporate all aspects of development (enhancement of standards of living, boosting economic activities, community participation)
- Priorities for developing socioeconomic infrastructure and integrating the poor neighborhoods: a) basic economic, social, and commercial infrastructure in poor neighborhoods, b) integrated development programs in poor neighborhoods based on medium-term neighborhood development plans prepared in a participatory manner, c) special infrastructure program for the hinterland, d) priority program for opening up the poor neighborhoods, e) housing cooperatives with the goal of slum clearance (loans of building materials, self-construction), f) community mobilization for the better acquisition and maintenance of the amenities and better understanding of the needs of the population, g) maintaining publicly acquired land and amenities
- Priority actions for local government and community capacity: a) financing of community projects b) setting up of local investment funds to finance initiatives embarked upon by local governments and communities, c) construction and equipping of infrastructure to house the elected regional councils, d) training of grassroots communities capitalization and expansion of the rehabilitation programs for capacity building of human resources in the districts

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*Urban Infrastructure:*

- Need for better sanitation system: improvement in water policy and management - government's top priority
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## 5. Georgia

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*Political background:* In 1991, shortly before the collapse of the Soviet Union, Georgia declared independence. The first year of independence ended in a bloody coup d'état. The country became embroiled in a bitter civil war which lasted until 1995. In 1992, Edward Shevardnadze (former first secretary of the Georgian Communist Party) joined the leaders of the coup and headed a triumvirate known as the "State Council". In 1995, Shevardnadze was officially elected president of Georgia. In 2003, Shevardnadze was deposed in a bloodless coup, known as the "Rose Revolution." In 2004, Mikhaeil Saakashvili was elected new president. Georgia's PRSP was written under the Shevardnadze government but implemented in 2004, after the Rose Revolution by the new government.

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*Diagnosis of urban poverty issues:*

The PRSP points out to a considerable difference between urban and rural poverties. Urban poverty is said to be related to an insufficient supply of food, which is viewed as an indicator of severe and deep poverty. However, it is also stated in the PRSP that "despite the fact that urban poverty is deeper and more severe, accessibility to education and health care services are better. Urban population has better access to education, which enhances their perspective of employment and consequently improves their economic standing." Significant attention is given to the progress of internal migration towards urban areas. High volume of migration is said to be alarming and linked as a cause for demographic misbalance, violation of gender and age structure, etc. Enforcement of market mechanisms in rural areas are presented as an additional reason for a growing migration towards urban centers.

A strategic approach should address the following issues:

- Possibility of massive migration
  - Degradation of small towns
  - Rapid growth of big towns
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*Characteristics of urban poverty:*

**Income**

- Difference in household expenses between urban and rural areas: a) proportional share of food expenses in rural areas is 24.4% and 40.8% in urban areas, b) urban households are said to spend 3 times more on education than rural ones, c) investment of the poor households in human capital is low.

**Health Concerns, Education, Security (personal, tenure), Empowerment**

- There is no discussion of these dimensions of urban poverty in the PRSP
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*Urban Infrastructure:*

The issue of infrastructure is mostly addressed in the context of rural areas. Little attention is given to transportation and infrastructure issues in cities.

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## 6. Honduras

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*Political background:* After 25 years of mostly military rule, a freely elected civilian government came to power in 1982. In 1998, the country was devastated by Hurricane Mitch, which killed about 5,600 people and caused approximately \$2 billion in damage. The PRSP was written in 2001. The PRSP framework was coordinated by Social Cabinet established by a National Technical Team to support the preparation of the project. Although Honduras has one of the strongest decentralization laws in Central America, municipalities lack the capacity and revenue base. The PRSP formulation process witnessed a gradual transfer of central power to local authorities, which was reflected in the decentralization of the PRSP processes and greater involvement of local stakeholders towards the final stages of the PRSP formulation.

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### *Diagnosis of urban poverty issues:*

Reduction of urban poverty is viewed as one of the 6 strategic areas for the development of policy measures, projects, and programs. The PRSP states that in 1999, 57% of urban households were below poverty line. Conditions of extreme poverty affected almost 37% of urban households. Objectives of the reduction of urban poverty: a) development of micro, small, and medium-size enterprises, b) development of intermediate cities, c) construction of low-cost housing through legal, financial and participatory procedures that allow low-income families to access sustainable solutions to their housing needs, d) access to basic services (portable water, sanitation, electricity, and transport) for those living in marginal urban areas

An entire chapter is devoted to the reduction of urban poverty in large and intermediate cities. Urban development problems are linked to insufficient and poor quality employment due to high rates of migration from rural areas and less developed urban areas, which is assisted by disorderly growth of human settlements, the inadequate supply of basic services, and a large housing deficit.

The issue urbanization is viewed in the context of rural exodus: poverty is viewed as a rural phenomenon, which explains a high migration towards urban centers. The rural exodus is said to be causing accelerated loss of natural resources, increased environmental deterioration and greater vulnerability to natural disasters. The PRSP states that by 2025, two out of every three Hondurans will live in urban areas. A sustainable model is hence suggested as necessary to give secondary cities more emphasis and to provide housing for poor families.

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### *Characteristics of urban poverty:*

The PRSP presents a basket of basic needs as determinants of urban development: a) access to portable water, b) a toilet in a household other than simple pit latrine, c) children of primary school age are enrolled in school, d) head of family has more than 3 years of primary education and is employed, if not at least one employed person for each three members of the household, e) no more than three persons inhabit one room, f) house is not impoverished or built from scrap materials, and does not have an earth floor.

#### **Income**

- Child labor
- High open unemployment
- Severe underemployment reduces household income in urban areas by nearly 30%.
- For heads of households in urban centers, self-employment is more productive than salaried employment

#### **Health Concerns**

- Adolescent maternity

#### **Education**

- There is no mention of education services for urban poor in the PRSP

#### **Security (personal, tenure)**

- Need for better housing for low-income families
- Public funds are out of the reach of poor families
- Increase in marginal neighborhoods
- Marginal neighborhoods are built on land unsuitable for sanitation, lacking basic urbanization, full of environmental problems, and highly exposed to natural disasters

#### **Empowerment**

- There is no mention of local empowerment in urban areas in the PRSP
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## 7. Kenya

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*Political background:* Kenya gained independence in 1963. From 1978 to 2002 the country was under the leadership of president, Daniel Toroitich arap Moi. In 2002, Mwai Kibaki, running as the candidate of the multiethnic, united opposition group, the National Rainbow Coalition, and assumed the presidency following a campaign centered on an anticorruption platform.

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*Diagnosis of urban poverty issues:*

High regional pockets of poverty. In the case of urban poverty its highest prevalence is to be found in Kisumu (63%) and Nairobi (50%). Urban areas exhibit considerable heterogeneity with sub-location measures showing high variability in the incidence poverty. An example of Nairobi is provided where poverty rate is 50% but at the sub-location level poverty ranges between 6 and 78%. The PRSP identifies priority programs that target poor communities, including urban poor

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*Characteristics of urban poverty:*

**Income**

- High unemployment and underemployment rates
- Female-headed households are poorer than others
- Poverty increases with household size
- Need for reduction of child labor through pro-poor employment generating projects

**Health Concerns**

- Need for improved health service delivery for the underprivileged urban slums

**Education**

- Free primary education and equitable enrolment targeted at disadvantaged urban areas as one of the government's priorities
- Education of the head of the household and the spouse as important determinants of poverty

**Security (tenure, personal)**

- Majority of urban poor live in slum and peri-urban settlements
- "Pathetic" living conditions
- Proportion of urban population with access to secure tenure expanded
- Slum upgrading program will include: a) land adjustment and registration, b) expansion of water network and sanitation facilities, c) provision of electricity distribution points, d) upgrading of slum roads, e) enactment of housing legislation to facilitate private sector expansion of low cost housing and housing financing
- Need to: a) complete stalled housing projects, b) adopt innovative cost effective building materials and technologies, c) adopt new tenant purchase housing schemes, d) develop secondary mortgage market, e) engage private sector in low-cost housing construction in selected urban centers under concessionary term
- Need for strengthening public safety, law, and order through: a) redeployment of police, b) initiation of community policing, c) establishment of monitorable outcome indicators, d) strengthening links between police force and the private sector security agencies

**Empowerment**

- Promotion of community-driven development projects (no distinction between urban and rural)
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*Urban Infrastructure:*

- Improved safety of urban transport and infrastructure
  - Improvement of slum road network
  - Expansion of water and sanitation services to reach urban poor
  - Unaccounted water wastage reduced from 60% in 2003 to 25% in 2005 through rehabilitation/augmentation of urban water supply and sewerage schemes in Nairobi and Mombasa
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## 8. Pakistan

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*Political background:* In 1946, the British Government moved toward a plan for the partition of India. In 1947, the new state of Pakistan came into existence. The separation of British India into the Muslim state of Pakistan and largely Hindu India was never satisfactorily resolved. Between 1947 and 1965 India and Pakistan fought two wars over the disputed Kashmir territory. On 12 October 1999, the Pakistani army led by General Pervez Musharraf ousted the civilian government headed by Prime Minister Nawaz Sharif in a coup, suspended Pakistan's constitution and assumed the title of Chief Executive. In 2000, Pakistan's Supreme Court upheld the 1999 coup legitimate. Musharraf was granted executive and legislative authority. In 2001, Musharraf named himself president and was sworn in. In 2002, a referendum extended Musharraf's presidency for five more years. The process of decentralization began in 2000 with Musharraf's plan entitled "Devolution of Power," which implemented a series of local elections that ended in 2001. The implementation of the changes plan was slow and under the military rule when no provincial and elected governments were in power. The PRSP was written in 2003 under the auspices of the Ministry of Finance and Economic Affairs.

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### *Diagnosis of urban poverty issues:*

There is no diagnosis of urban poverty provided in Pakistan's PRSP. Most attention is given to rural development, gender issues, employment, and environment. The process of urbanization is explained in terms of high population growth among the rural poor, which is considered to be generating pressures on rural water resources and land leading to a migration to urban slums and contributing to rapid urbanization. The present trend in population growth is, however, presented as a matter of the government's deep concern and a central issue in the overall planning as well as the formulation of a poverty reduction strategy.

To reduce population pressure on the big cities, satellite, intermediate, secondary, and industrial towns as employment centers of tomorrow will be developed, especially for rural population.

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### *Characteristics of urban poverty:*

#### **Income**

- Relation between the nature of employment and poverty in urban areas
- The level and intensity of poverty is closely linked with pace and pattern of economic growth and income generating opportunities associated with such growth
- Differences in the unemployment rate between urban and rural areas
- Chronically poor and transitory poor more predominant in urban areas

#### **Health Concerns**

- Rollback Malaria Strategy (RBM) adopted in 2000: the concept of RBM has not filtered below the provincial level and there are funding gaps for several areas, including urban malaria
- Better access to water and basic sanitation will reduce water borne diseases

#### **Education**

- Universal primary and quality education for all, but no specific mention of education policy and career training services for urban poor

#### **Security (tenure, personal)**

- Shortage of housing, construction of housing – government's priority
- Boom in housing and construction industries – envisioned to generate employment opportunities and contribute to economic growth
- National Housing Policy
- Regularization, upgradation, relocation of katchi abadis (squatter settlements)
- Karachi slums reforms in two provinces (Sindh and Punjab) based on National Policy of Urban Renewal and Slum Upgradation
- Government of Sindh: expansion of Urban Immovable Property Tax

#### **Empowerment**

- Devolution of power to grass root level – most significant reform replacing the old Colonial system
  - Indirect elections in urban towns
  - Fiscal decentralization: presently, local governments depend on fiscal transfers from provincial governments; future strategy will include devolution of taxes to the local level
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- Need for community empowerment (no distinction between rural and urban communities) and a greater role of NGOs and non-for-profit organizations
  - Creation of neighborhood councils and Citizens Community Boards (CCBs)
  - Elections of representatives to local councils, local council monitoring committees, will strengthen the organized voice of the poor.
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*Urban Infrastructure:*

- Water – better access needed for urban domestic use
  - Need for improvement of basic sanitation
  - Khushal Pakistan Program and Tamer-e-Pakistan Program aim at providing infrastructure in low-income urban areas
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## 9. Yemen

*Political background:* North Yemen became independent of the Ottoman Empire in 1918. The British, who had set up a protectorate area around the southern port of Aden in the 19th century, withdrew in 1967 from what became South Yemen. In 1990, the two countries were formally unified as the Republic of Yemen. In 1991, the Gulf War seriously affected the Yemeni economy, with the return of more than one million workers who were expelled from Saudi Arabia.

The PRSP was written in 2002, after the country had launched a decentralization process (2000) and the first local elections took place (2001). There has been a significant involvement of local representatives in the preparatory process of the PRSP formulation but the final writing of the document lied in the hands of the Ministry of Planning.

### *Diagnosis of urban poverty issues:*

The PRSP states that poverty in Yemen takes on a rural attribute and the urban areas are still relatively small. Yet, it also acknowledges a rapid process of urbanization and migration from rural areas to cities. The growth the urban population is presented as reaching 7% per annum, which is compared to a total population growth rate of 3.5% per annum. The urban growth rate of the Capital Secretariat is 9% per annum that is said to constitute about 28% of the urban population of Yemen. Limited resources and services in the cities, and their inability to confront the supplementary service and the appearance of the shanty housing that does not contain the simplest requirements further exemplify urban problems.

### *Characteristics of urban poverty:*

#### **Income**

- Unemployment in urban areas as a result of underemployment in the agricultural sector
- Higher financial burdens faced by the urban poor (ex. potable water)

#### **Health Concerns**

- Limited access to potable water

#### **Security (personal, tenure)**

- Lack of housing policy in urban areas
- Limited resources and services in the cities
- Inability to confront the supplementary service and the appearance of shanty housing

#### **Empowerment**

- No discussion of local urban empowerment in the PRSP

### *Urban Infrastructure:*

- Need for urban planning and expanding of urban road networks
- Water Resource Policies: a) reinforce institutions in the water resource sector and clarify their responsibilities while expanding decentralization and community participation b) support projects that seek to raise the efficiency of water resource
- Water policy goals - raising coverage of public water networks to 69% in urban areas through: a) quality control, standard systems, required scientific laboratories b) participation of the private sector in the operation and management of water supply systems, c) provision of service on cost recovery basis, subject to the criteria of social equity, d) program of restructuring the water sector and increasing the efficiency of its management, elimination of institutional conflict and interventions e) modernization and maintenance program for public water supply network
- Need for enhancing skills and expertise of the employees in water supply and wastewater sanitation sector

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## ANNEX 2. QUESTIONNAIRES

### A. Questionnaire used for interviews with urban specialists

Question 1: Were you involved in the PRSP process?

If not, Why not?

If yes, What was your role in the process?

Question 2: How do you assess the participatory process in PRSP formulation? Who took the leading role? Were urban representatives (i.e. mayors, local authorities, NGOs) at the table? How deep was their analysis of urban problems and what was their impact on the final formulation of the document?

Question 3: How would you assess the coverage of urban issues (i.e. urban poverty and urban infrastructure) in the PRSP?

Question 4: Are you satisfied with the final outcome of the PRSP?

Question 5: Do you see a need for more ESW and analytical work?

Question 6: Do you see a need for a greater involvement of local stakeholders (mayors, local NGOs, community and religious organizations, etc)?

Question 7: What are your recommendations for urban development in future PRSPs?

### B. Questionnaire used for interviews with country directors, country economists, and poverty reduction specialists.

Question 1: What was your role in the PRSP formulation process?

Question 2: How do you assess the participatory process in PRSP formulation? Who in the country took the leading role? Was it at the ministerial level or were local representatives equally involved? How deep was their analysis of urban problems and what was their impact on the final formulation of the document?

Question 3: How do you assess the involvement of the donors in the process of PRSP formulation? Was there enough support from urban development and infrastructure group? Would you see a need for more consultations?

Question 4: How would you assess the coverage of urban issues (i.e. urban poverty and urban infrastructure) in the PRSP?

Question 5: Are you satisfied with the final outcome of the PRSP?

Question 6: Do you see a need for more ESW and analytical work?

Question 7: Do you see a need for a greater involvement of local stakeholders (mayors, local NGOs, community and religious organizations, etc) and greater analytical support from the World Bank's infrastructure and urban development experts?