Analyzing Urban Poverty and Vulnerability at Project Level



Workshop on "Enabling Inclusive Cities"

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What shall we discuss ?





Subjects of our discussion

- 1. What is Inclusiveness, Poverty Reduction, and Vulnerability
- 2. Clarifying 8 Myths and Misconceptions on Urban Poverty
- 3. The poor need different things do we focus on the right approaches? 5 key messages for subsector work beyond "affordability and access": people's health, jobs and income, congestion and living, transportation, risk protection
- 4. Poverty analysis
 - 1. Why "City Poverty and Vulnerability Profile" matters little
 - 2. And why we should focus more on the ADB project context
 - 3. Asking the Right Questions at IPSA level
 - 4. Integrating the right answers in project design and SPRSS
- 5. Implications for Inclusive City Working Group in ADB
 - 1. The need to operationalize the "Enabling Inclusive Cities Toolkit" at project level ?
 - 2. Shall we do a portfolio analysis (study) on pro-poor and inclusive projects in ADB ?
 - 3. Examples of "inclusive" urban projects and components



1. What is Poverty, IG, Vulnera Clarifying Misunderstanding

Poverty

- \$1.25
- \$2
- Maybe city poverty line is higher
- Vulnerability and equality
- More than affordability
- Do the targeted population have jobs, decent housing, protection against risks (climate change, security, ...)
 Inclusiveness
- More than access
- Whom do we typically forget?
- Gender





2. Urban Poverty – clarifying some myth

(1) Asia remains still predominantly rural

- Asia is urbanizing, but it remains mainly rural, even more so than Sub-Sahara Africa and especially Latin America
- There is urbanization, but urbanization is still; low in Asia (38% (1990) to 43% (2008)
- Will this change now with "rebalancing of growth"?
- What are the implications on people, and especially poor people?

Urbanization, growth, and urban poverty (2012)								
	city	level of	urban	GDP per				
	population	urbaniza	poverty	capita (GNI,				
	as % of total	tion in	incidence	USD, PPP,				
	(2012)	2013	(2008)	2011)				
developing world			11.6					
Asia	46.0		13.2					
Southeast Asia	46.0		29.7					
Cambodia	20.0	29.2	11.8	2,328				
Indonesia	50.7	53.7	9.2	4,682				
Lao PDR	34.3	53.1	17.4	2,424				
Malaysia	72.8	82.2	1.7	16,034				
Philippines	51.0	58.3	12.0					
Thailand	34.1	45.8	3.0	9,573				
Viet Nam	31.0	44.2	3.3	3,435				
East Asia	57.0		4.3	8,185				
PRChina	51.0	61.9	3.8					
Mongolia	68.5	71.6	30.6	4,788				
South and West Asia	34.0		20.7	3,366				
Afghanistan	23.5	32.2	29.0	1,280				
Bangladesh	28.4	41.0	21.3	1,906				
Bhutan	35.6	50.0	1.7	5,787				
India	31.3	39.7	20.9	3,783				
Nepal	17.0	31.7	15.5	1,439				
Pakistan	36.2	45.6	13.1	2,753				
Sri Lanka	15.1	19.6	5.3	5,620				
Latin America	78.0		13.8					
Source: Mathur (June 201	13), UN Habita	t (2013) S	tate of the	World Cities				

2. Urban Poverty – clarifying some myths

(2) Role of Urbanization in Poverty Reduction is Overstated

- Asia is only slowly urbanizing (from 38% in 1990 to 43% in 2008)
- Asia is even more rural than Sub-Sahara Africa and especially Latin America
- Will this really change now with "rebalancing of growth"?
- Should it change ?

===>

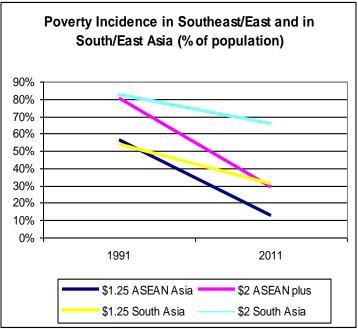
 Urbanization is often seen as a means to growth not as a means to better living

	city population as % of total (2012)	level of urbaniza tion in 2013	urban poverty incidence (2008)	GDP per capita (GNI, USD, PPP, 2011)
developing world			11.6	
Asia	46.0		13.2	
Southeast Asia	46.0		29.7	
Cambodia	20.0	29.2	11.8	2,328
Indonesia	50.7	53.7	9.2	4,682
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Latin America	78.0		13.8	

2. Urban Poverty – clarifying some myths
 (3) Rural development and specific poverty reduction programs (not growth and urbanization) was the main reason for poverty reduction in Asia

- Of the aggregate number of those lifted out of poverty, nearly 90% are rural poor.
- Between 1990 and 2010 Asia lifted 786 million people out of \$1.25 poverty, and brought down the incidence of \$1.25 poverty from 55% (1.5 billion) to 20% (0.76 billion), and \$2 poor from 82% to 40%. It is mainly a success story of ASEAN plus countries
- Poverty reduction was mainly in rural areas, where growth was inclusive; nevertheless still 85% of Asia's poor are living in rural areas and urbanization can not solve this
- Poverty reduction in Asia was not due to inclusive growth but because of poverty reduction programs, as poverty reduction of vulnerable poor (\$2) is much slower

Poverty in East and Southeast Asia (ASEAN plus)						
	1991	2011				
population (million people)	1,647.3	2,010.4				
\$1.25 poor (million people)	926.4	250.9				
% of population	56.2%	12.5%				
\$2 poor (million people)	1,329.4	591.5				
% of population	80.7%	29.4%				



2. Urban Poverty – clarifying some myths

(4) Migration is not the only context of rural-urban poverty linkages

Are the main reasons for increasing urbanization

- Migration
- Reclassification of urban areas; land grabbing
- Urban villages
- People often move first to the smaller cities (→ maybe this should be our focus)

Other rural-urban poverty linkages

-Land grabbing

8

- -Implications of demographic changes
- -Equalizing social services provision
- -Integrating jobs nearer to the location of the poor
- -The cities are the safety nets for only one part of the family, the rural areas are the safety nets for the other part

Urbanization in India: now and then								
	2011	2031	2051					
urbanization								
number of people living in cities (million)	377	600	720					
percent of population	31%	48%	59%					
number of people living in rural areas (million)	833	720	500					
number of cities	7,935							
cities' share of the country's GDP (percent)	52%	75%						
metropolitan cities (more than 1 million)								
number of cities	53	87						
people in thoise cities (million)	160	255						
population in the 10 most populated cities (million)	93	140						

-Food security

-Rural squattering as a value because it can protect the environment and national identity (CH)

-Urbanization influences the vision for rural development



2. Urban Poverty – clarifying some myths (5) Urban poverty is mainly a concern for South Asia, but (6) it is increasing everywhere

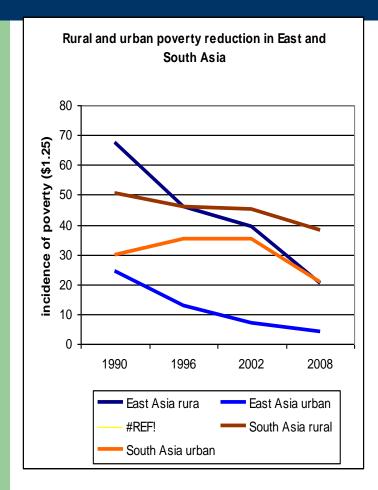
- The cities' share in Asia's poverty reduction is still small; about 70% of Asia's poor are still rural
- But poverty in the cities is increasing from currently 120 million to 240 million in 2020; this dies not yet include the floating migrants
- This is true for the megacities as well as for the smaller cities
- The increase in urban poverty is not only coming from rural to urban migration
- Of the 506 million people in Asia in slums (61% of world slum population) about 240 million (47%) live in extreme poverty (with less than 1.25 a day) and nearly 3/4th on less than \$2 a day..
- East Asia reduced urban poverty at an annual rate of 4% between 1990 and 2010, but in South Asia urban poverty increased.
- More important than looking at % is looking at the millions of people

Urban and rural poverty incidences (\$1.25, 2008): urban							
poverty is mainly a South Asia problem							
1990 2008							
	rural urban rural urban						
East Asia and Pacific	67.5	24.4	20.4	4.3			
South Asia	50.5	40.1	38.0	20.7			
developing Asia	60.1	30.0	29.0	13.7			
developing world 52.5 20.5 29.4 11.4							
Source: Global Monitoring Report 2013							



2. Urban Poverty – clarifying some myths

(7a) Urban poverty is increasing \rightarrow why do we then address urban growth?



	rur	al	urban		
	1990	2008	1990	2008	
East Asia and Pacific	67.5	20.4	24.4	4.3	
South Asia	50.5	38.0	40.1	20.7	
developing Asia	60.1	29.0	30.0	13.7	
developing world	52.5	29.4	20.5	11.6	

Between 1990 and 2010, urban share in Asia's poor has risen from 18.3% to 22.9% (Global Monitoring Report 2013), and we have today much more urban poor than in 1990

2. Urban Poverty – clarifying some myths (7b) Urban poverty is increasing → why do we then address urban growth?

	Rural and Urban Poverty in Asia															
		year	popu-		natior	nal povert	y line	line \$1.25 intern. poverty line (2010)				\$2 internat. poverty line (2010)				
			lation	national	rural p	poverty	urban	poverty	count	y wide	urban	poverty	countr	y wide	urban	poverty
			(million,		inciden	number	inciden	number	inciden	number	inciden	number	inciden	number	inciden	number
			2010)	(%)	ce (%)	(million)	ce (%)	(million	ce (% of	(million	ce (% of	(million	ce (% of	:	ce (% of	F
)	popul.)	poor	popul.)	poor	popul.)		popul.)	
West and	d South Asia	3			38.0	422.7					29.7	140.8				
Afghani	istan	2008		36.0	37.5	8.3	29.0									
Pakista	an	2006	173.4	22.3	27.0	28.1	13.1		17.3				55.7	96.5		
Uzbekis	stan	2005	28.1	25.8	30.0	4.9	18.3	1.7	20.3	5.7			44.0	12.4		
other co	ountries															
South As	sia				38.0						20.7	152.0				
Banglad	desh	2010	164.3	31.5	35.2	37.7	21.3						71.7			
India		2010	893.3	29.8	33.8	285.9							68.7	803.4		
Nepal		2011	29.8	25.2	27.4	6.8	15.5						73.7			
Sri Lan		2010	20.4	8.9	9.4	1.7	5.3	0.2	5.8	1.2			26.5	5.4		
East and	Southeast /	Asia			20.4	215.5					4.3	37.7				
Mongol		2009	2.7	38.7	49.6		30.6		16.6				42.3			
PRChin	na	2009	1,338.7	na	22.3	215.1	0.9		4.6	61.6	0.9		17.5	234.7	5.4	
Southeas	st Asia	2008														
Cambo	dia	2007	15.1	30.1	34.5	3.7	11.8			3.9			53.9			
Indones		2011	232.2	12.5	15.7	18.9							49.6			i
Lao PD	R	2008	6.4	27.6	31.7	1.3			30.6	2.0			62.9			
Malays		2009	28.0	3.8	8.4	0.7	1.7		0.0	0.0			1.9	0.5		
Myanm		2010	25.6		29.2		15.7									
Philippi		2013	93.5	27.9	29.3		15.4		16.1	15.1			40.4			
Thailan	d	2010	68.8	7.8	10.4	4.8			0.2				9.6			
Viet Na	am	2008	88.2		18.7	11.4	3.3						36.7	32.3		
Asia		2008	3,517.7	536.6	29.4	419.9		116.7		637.1	13.2					
Latin Am		2008	583.9		13.2				5.5		3.1					
	ara Africa	2008	853.6		47.1	247.8			48.5	413.0	33.6	96.1	69.9	596.2		
Note: Rec	nional sums s	show i	nternation	al poverty	data from	the World	Bank Po	vCalNet f	or 2008							

Note: Regional sums show international poverty data from the World Bank PovCalNet for 2008

Source: World Bank and IMF (2013) Global Monitoring Report: ADB (2012) Framework for Inclusive Growth; World Bank (2012) World Development Indicators; ADB / Wan Guanghua (2011) Poverty in Asia and Pacific. An Update

8. Characteristics of Urban Poverty

(8) urban poverty is ugly and risky living \rightarrow beyond income and access \rightarrow it is more difficult to address

- Beyond Income Poverty
- Inequalities
- Informal employment
- Access to social services
- Very costly housing
- Congestion
- Climate change, pollution, and disaster risks
- Health risks
- Affects particularly children, the elderly, the unemployed youth, women
- \rightarrow perhaps one fits all approach in projects is too simple



3. Do we focus on the right things? (2) Slums, and shelter deprivation



Slum population in Asia								
	1	990	2	009				
		percent of		percent of				
	million	urban	million	urban				
	people	population	people	population				
East Asia	154.2	43.7%	206.5	28.2%				
PRChina	131.7	43.6%	180.6	29.1%				
Mongolia	0.9	68.5%	0.9	57.9%				
South Asia	181.7	57.2%	200.5	35.0%				
Bangladesh	87.3	20.0%	27.5	61.6%				
India	121.0	54.9%	104.7	29.4%				
Nepal	1.2	70.6%	3.1	58.1%				
Southeast Asia	68.9	49.5%	79.9	31.0%				
Cambodia	NA	NA	2.1	75.0%				
Indonesia	27.6	50.8%	23.3	23.0%				
Philippines	16.5	54.3%	18.3	40.9%				
Thailand	NA	NA	6.1	27.0%				
Viet Nam	8.1	60.5%	9.2	35.2%				
West Asia	17.8	22.5%	35.7	24.6%				
Pakistan	18.1	51.0%	30.0	46.6%				
Pacific	0.4	24.1%	0.6	24.1%				
Asia-Pacific region	422.9	39.4%	523.2	28.6%				
Developing world	650.4	46.2%	862.6	32.7%				
Asia as % of world	65.0%		60.7%					
Source: UN-Habitat (20	12) Global	urban Indica	tors datab	base	1			

- What is a slum? Durable housing, secure tenure, sufficient living area, access to improved water and sanitation
- 863 million people live worldwide in slums, 61% of them in Asia
- 28.6% of Asia's urban population live in slums \rightarrow more slum poor than urban poor
- Slums particularly in BAN, IND, PRC, PAK, VIE
- PRC: additional 48.9 million slum people since 1990
- Migrant workers come to the slums first

VIE needs to build 700,000 low-cost houses for low income earners, in order to meet increasing demand. By 2015, the Ministry of Construction said there will be about 1.7 million people with housing problems in urban areas throughout the country.

PHI: 100,000 low cost houses for Ma



3. Do we focus on the right approaches? (2) Sanitation → often more important than water

Water and sanitation facilities in urban Asia								
(% of urban households, 2010)								
	wa	ter	sanitation					
	unim-	surface	unimproved	using	defecting in			
	proved		sanitation	shared and	open areas			
			facilities	community				
			(%)	latrines				
South Asia								
Bangladesh	15%	0%	43%	26%	2%			
India	3%	0%	42%	27%	14%			
Nepal	7%	3%	52%	6%	13%			
Pakistan	4%	0%	28%	28%	4%			
East Asia								
Mongolia	0%	0%	36%	31%	3%			
PRChina	2%	0%	26%	24%	0%			
Southeast Asia								
Cambodia	13%	4%	27%	10%	15%			
Indonesia	8%	0%	27%	13%	14%			
Philippines	7%	0%	21%	18%	3%			
Thailand	3%	0%	5%	5%	0%			
Viet Nam	1%	0%	6%	6%	0%			
Sources: WHO and UNICEE (2012) Progress on Sanitation and Drinking								

Sources: WHO and UNICEF (2012) Progress on Sanitation and Drinking

- Sanitation of the poor is different than sanitation of the rich
- 14% of India's and Indonesia's poor defect in open areas
- → Focus on water is wrong; need to focus more on sanitation



3. Do we focus on the right things?

(3) Informal employment \rightarrow where the competitive cities and the inclusive cities agenda need to come together



- ILO: Working poor and decent work
- 908 million Asian workers (52% of the region's work force) live on less than \$2 a day (Asian Employment Forum)
- Jobless growth: While growth in the region is high (6%), it does not create much jobs (0.5% per year)
- High youth unemployment (but much lower than Spain or Greece because of informal sector employment)

The working poor in Asia in 2012							
	number of w (mill	• •	workinmg poor as % of total employment				
	\$1.25	\$2	\$1.25	\$2			
Asia	237.7	602.7	13.9	35.8			
East Asia	46.3	113.2	5.6	13.6			
Southeast Asia and Pacific	35.4	98.3	11.7	32.5			
South Asia	155.9	391.2	24.4	61.3			
World	383.8	653.7	12.3	27.3			
Asia as % of world	40.6%	59.8%					
S	ource: ILO da	ata base					



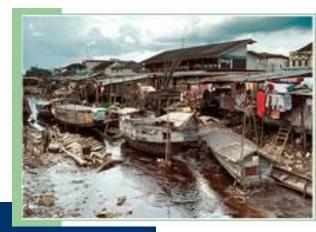


3. Do we focus on the right things? (4) climate, pollution and disaster risks of the urban poor

- Sea level rise is <u>not</u> the main issue
 - although 54% of Asia's urban population live near coast):
 - HCMC, Dhaka, Jakarta, Kolkota, Mumbai, Shanghai, Bangkok, Manila
- More important are flooding and storms:
 - most of the poor live along the coastal area, and river beds which are easily being affected
 - see Environments of the Poor work of ADB



3. Do we focus on the right things? (5) We need programs for less congestion not roads for more of the urban poor



- Children have no space for playing
- Average sqm per person: rich 40 sqm, poor: 5 sqm
- Pollution is high in congested areas
 - The poor breath different air
 - Waste management
 - Water and sanitation
- High incidence of road accidents
 - → increase in number of handicapped people due to traffic accidents: children, motor cycle drivers
- Heat waves affect the health of the elderly because poor live in congested areas



3. Do we focus on the right things? (6) We need more people targeted programs for children, youth, women, migrants



- Children
 - Domestic labor is mainly urban; 25-45% of household income of the urban poor is coming from children
 - In Asia 10 million children life on streets
 - World wide: 215 million child labor of which 115 million work in hazardous context
 - Waste pickers, tea stalls, cigarettes selling, fireworks, carpets knitting, prostitution
 - High incidence of road traffic injuries in slums
- Feminization of poverty
- Youth:
 - Asia has 754 million young people of which 350 million are in workforcde and 34 million unemployed
 - Youth unemployment (10.8%) is increasing, but still low compared to Greece or Spain
- Migrant workers: 140 million floating population in PRC



3. Do we focus on the right things?

(7) Megacities have the attraction but lets focus more on smaller cities

- Small is not beautiful: Income poverty is largely concentrated in small and medium towns...
- Large maybe even less: ... However, social poverty however is more pronounced in the slums of larger cities
- → what should we focus on?

City size and urban poverty							
	small and						
	medium	large and					
	city	mega-city					
Viet Nam							
urban poverty incidence	3	.3					
poverty incidence	11.2	1.9					
percent of all urban poor	70	30					
percent of urban population	43	57					
Thailand							
urban poverty incidence	1	7					
poverty incidence							
percent of all urban poor	76	24					
percent of urban population							
Bangladesh and Pakistan							
urban poverty incidence	21.3	/ 23.6					
poverty incidence	38	26					
percent of all urban poor	76	24					
percent of urban population							
Source: Mathur (2013)							

3. Do we focus on the right things? In sum: The urban poor need different approaches ... and trickle down and same fits all does not work for them

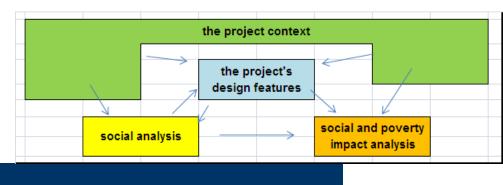
- Transport
- Utility connections
- Water \rightarrow sanitation
- Housing
- Markets + jobs
- → implication for all project design







4. Principles of Poverty and Social Analysis (1)



The art is to

- Three major poverty/social relevant questions:
 - 1. What is the poverty and social situation in the project relevant area? What is the situation of the poor and vulnerable (social analysis)
 - 2. How does a project impact on the poor/vulnerable and excluded (poverty analysis) vis-à-vis other beneficiaries → Impact channels, distribution analysis
 - 3. What is the relevance of the project intervention (design) for poverty reduction in the area/country/sector ? (systemic impact)
- go beyond the individual beneficiary and ask systemic questions
- use available and convincing information and data in the project documentation
- During PPTA: convince and involve change agents, and influence project design

Explore options for project design with stronger pro-poor impact



4. Poverty analysis

Enabling Inclusive Cities Toolkit \rightarrow Urban assessment process

- Poverty mapping and spatial analysis
- Policy and standards review
 - Institutional mapping and capacity needs assessment irrelevant for project design
- Municipal checklist
- Stakeholder analysis
- Problem tree analysis
- Municipal finance assessment
- Income and affordability analysis
- Pro-poor shelter strategy
- Citizen's report card
- Disaster risk assessment
- Climate change impact

Should we perhaps better do instead

- Poverty analysis at project level
 - Use IPSA and SPRSS, prepare suggestions/guidelines to "urbanize" IPSA
- Integrate in project design
- Report outcomes that matter for the poor in Asia, rather than outputs that matter for AD
- Where does ADB stand?

Is this really relevant? For whom?

- why city level?
- why not ADB + project?
- where is demand/request?
- what is dissemination plan
- where is the funding to implement?

Maybe too complicated and

- what is the role of CDIA?

4. PSA Principles (2)

- Go beyond the pure assessment of the current situation

- Consider relevance of the sector for systemic country poverty reduction and within the strategy of the government; discuss alternatives
 - what is the key purpose of the intervention for people?:
- Location matters
- Discuss Relevance of project design for
 - The poor
 - Poverty reduction (systemic)



- Discuss alternative design features with stronger IG impact; Which impact channels can be pro-poor; when is such project less, when more inclusive (energy tariffs; power for poor areas, etc.; power for subsidized irrigation of the rich?)?
- Stay with impact channels you can prove; Indirect poverty impact
 → No need to make a grid connected power generation project propor

4. PSA Principles (3) - Asking the right questions at IPSA (CC, PPTA) stage

- 1. **Poverty Impact and Social Dimensions**
 - Links to the National Poverty Reduction Strategy
 - Targeting Classification and explanation
 - Poverty and Social Analysis
 - Key issues and potential beneficiaries
 - Impact channels and expected systemic changes
 - Focus of the PPTA and due diligence
 - Specific analysis for policy based lending
- 2. Gender and Development
- 3. Participation
- 4. Social Safeguards: Labor, Health, Affordability
- 5. Other Social Risks
 - How important (H,M,L) are the various social issues (multiple choice): employment, CLS, retrenchment, communicable diseases, human trafficking, affordability, unplanned migration, vulnerability due to natural disasters, political instability, social conflicts, others
 - How will the project address them?
- 6. Due diligence requirements



4. PSA Principles (4)

- Addressing the right answers in project design and SPRSS

1. Poverty Impact and Social Dimensions

- Links to the National Poverty Reduction Strategy
- Results from the Poverty and Social Analysis
 - Key poverty and social issues
 - Beneficiaries
 - Impact channels
 - Other social and poverty issues
 - Design features
- PSA for Policy Based lending
 - Direct/indirect, short/medium term impact channels
 - Impact on specific vulnerable groups
- 2. Participation and Empowerment
- 3. Gender and Development
- 4. Social Safeguards (involuntary resettlement, indigenous people)
- 5. Other Social Risks
 - Labor market
 - Affordability
 - Health Impacts (Communicable Diseases) and Other Social Risks
- 6. Monitoring and Evaluation:
 - Targets and indicators
 - Required human resources
 - Information in PAM
 - Monitoring tools



4. Poverty and Inclusiveness at Project Level (5) → Implications (1)

Maybe an "Enabling Inclusive Cities Toolkit" for cities

Is less important than some

Operational Guidelines for more Pro-Poor and Inclusive Projects in ADB

- Who are the poor and vulnerable and excluded?
- Where do they live?
- What do they need?
- Urban development projects are often holistic projects. That is okay so. But trickle down often does not work for the poor. Hence, what is the specific project components/features that help the poor?

4. Poverty and Inclusiveness at Project Level (6) → Implications (2)

Shall we do a study on pro-poor and inclusive design features in urban development projects?

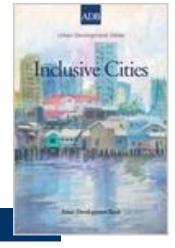
Define contribution to inclusive growth:

- more than 50% (or 60 or 40?) of benefits (not beneficiaries)
 ... go to \$2 (or \$3 or \$4, or lowest 30/40% in a city) poor
- How do we report at the moment in S 2020?? \rightarrow inputs



4. Poverty and Inclusiveness at Project Level (6) → Examples

Dhaka (BAN), David \rightarrow street light, security of women Ulaanbaatar (MON), Sangey/Armin -> bath houses in slums driven by solar power and microenterprise rents Colombo (SRI), Ron: affordability analysis and location mapping Manila (PHI), Florian: housing for poor Cities in INO, Wolfgang/Florian: kampong upgrading, community decide Manila Water (Inclusive Business)



7. Finding more information

ADB's Poverty Reduction website (w<u>ww.adb.org/poverty</u>) Urban development in ADB: http://www.adb.org/themes/urban-development/main Environments of the Poor: <u>http://adbweb/Documents/Events/2010/Environments-Poor/default.asp</u> ADB and Inclusive Cities: <u>http://www.adb.org/features/inclusive-cities</u>, <u>http://www.adb.org/publications/inclusive-cities</u> ADB: IPSA and SPRSS Guidelines

Om Prakash Mathur (June 2013): Urban Poverty in Asia. Background Study for ADB

University of Singapore: The Urban poor in Manila, Jakarta, Vientiane, and Ho Che Minh City Tom Miller (2012) China's Urban Billion McKinsey (2012) Preparing for China's Urban Billion. www.mckinsey.com/.../urbanization/preparing_for_urban_billion_in_china

