

Chapter **1**

## THE COMMITMENTS TO POVERTY REDUCTION

*Governance: The Missing Link*

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*Most Progress in Estimating Poverty*

*Some Progress in Implementing Plans*

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*Setting Human Poverty Targets*

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*Until countries set targets to measure progress, it is difficult to believe that they are mounting a concerted campaign to address poverty.*



**U**NDP *Poverty Report 2000* comes at a time of great change in the global conditions for poverty reduction—and in the roles of multilateral development agencies. As UNDP restructures to become more streamlined and effective, it continues striving—like many institutions in the international development community—to become more poverty focused. Yet as the efforts intensify, the target grows. The number of income-poor in the developing world is again on the rise—estimated to exceed 1.2 billion in 1998 after having declined until 1996.

A new global strategy clearly needs to be mounted—with more resources, a sharper focus and a stronger commitment. The international community has to squarely face the task of reforming the global enabling environment to accelerate poverty reduction. Developing countries—weighed down by external debt, starved of private capital and technology, blocked from rich-country markets and faced with declining official development assistance—cannot be expected to go into battle without reinforcements. They are being encouraged to launch a full-scale campaign against poverty while their budgets are being put on a “poverty diet”.

UNDP faces its own resource constraints. It can no longer be all things to all people. It remains firmly committed to poverty eradication, but it has to marshal and concentrate its forces to supply the most strategically important means of support to programme countries. It has to provide countries what they most need and what it is best at providing.

In many cases this strategy implies deploying its assistance to improving policy-making and building institutions as the principal means to eradicate poverty. It means concentrating on providing technical advice, backed by resources, on how to make governance structures more participatory, more accountable, more pro-poor.

This approach signifies a new role for the state, built on new partnerships with civil society and the private sector. The heavy bureaucracy of the developmental state is being left behind in the 20th century. But the new, “underweight” model will not survive long into the 21st. Its prescriptions have delivered neither sustained growth nor social justice. The new state has to actively promote

social justice and encourage civil society and the private sector to do the same. And it has to wield the latest techniques, such as those made possible by information and communications technologies, to achieve this end.

UNDP remains guided by the poverty eradication commitments made at the 1995 World Summit for Social Development. The United Nations General Assembly's upcoming five-year review of the Social Summit outcomes provides an excellent opportunity to take stock of accomplishments and remaining tasks. We already know that the pace of the campaign needs to quicken if we are to reach our common goals.

Countries made three main commitments at the Social Summit:

- To estimate overall and extreme income poverty.
- To set “time-bound goals and targets” for the substantial reduction of overall poverty and the eradication of extreme poverty.
- To implement national anti-poverty plans to reach their targets.

This second Poverty Report evaluates national anti-poverty plans, to draw lessons for the countries implementing these plans and for UNDP's assistance to these efforts. UNDP has to do more to honour its commitments at the Social Summit and learn to provide better assistance—focusing more on helping to improve policies and institutions rather than concentrating on microprojects.

#### GOVERNANCE: THE MISSING LINK

The report pays special attention to governance issues. The international development community used to think—or at least acted as though it thought—that if countries could sustain rapid growth, poverty would take care of itself. Then it realized that growth does not always translate into poverty reduction, so it started emphasizing “pro-poor” growth. Now it is becoming clear to many that governance is a key “missing link” between growth and poverty reduction.

By definition, growth generates more income. But the poor are unlikely to receive a fair share of this increased income if they are not empowered—first economically but also, just as important, socially and politically. Making sure that the poor are treated equitably is the motivation for national poverty programmes. But all too often the funds earmarked for them never arrive. Governments agreed to eradicate poverty and people supported them in doing so, but the governments cannot explain why the resources are not getting to the poor.

**Table 1.1 Progress on Poverty Plans, Estimates and Targets by Region, December 1999**

More than three-quarters of countries have poverty estimates, and more than two-thirds have anti-poverty plans, but fewer than a third have set targets.

	COUNTRIES WITH POVERTY PLANS OR POVERTY IN NATIONAL PLANNING (%)	COUNTRIES WITH ESTIMATES (%)	COUNTRIES WITH TARGETS (%)
Arab States	53	59	6
Asia and the Pacific	71	83	50
Europe and the CIS	61	64	14
Latin America and the Caribbean	81	88	27
Sub-Saharan Africa	73	82	42
Total	69	77	31

Source: UNDP country offices.

In addition to a lack of pro-poor policy-making, the likeliest explanation is a lack of accountability, or simply poor management. In either case the crucial reform has to be in the country's governance structure. Countries firmly committed to eradicating poverty need external support to help them put the systems in place to meet their objectives. But creating these systems cannot be a new "pro-poor" social conditionality to go along with the stack of economic conditionalities that countries already face.

#### MEETING CAPACITY-BUILDING NEEDS

Based on their commitments at the Social Summit, countries produce their own estimates of income poverty, set their own targets and elaborate their own plans. The role of official development assistance is to meet their needs in building the capacity to follow through on their resolutions. Often the needs are for more accountability and transparency in the use of funds—as well as to generate more tax revenue from those who can afford to pay. Countries might also need assistance in carrying out decentralization that promotes greater and more direct participation by the poor. The assistance might be directed to local governments to help them increase their competence, their revenue and their responsiveness to the local electorate. Or countries might need assistance in fostering community participation and stronger organizations for the poor.

#### SOCIAL SUMMIT COMMITMENTS

As we approach the General Assembly's five-year review of the Social Summit outcomes in mid-2000, what progress have countries made in fulfilling the commitments they made in 1995? As mentioned, they agreed to have recent estimates of income poverty, to set targets for reducing or eliminating it and to implement plans to achieve these targets. They also implicitly agreed to target different dimensions of human poverty.

Since publication of the first Poverty Report, in October 1998, UNDP's network of country offices has been updating UNDP's information on these commitments.

Of the 140 countries surveyed, 108, or 77%, have estimates of extreme poverty or overall poverty, or both, for the 1990s (table 1.1; see table 1.3 on pages 24–27 for country details). These estimates are supplied by UNDP country offices and are based on official national estimates. The estimates are based on monetary measures of poverty, in terms of income or expenditure—the standards agreed at the Social Summit. Typically, extreme poverty means that a person cannot buy enough food to meet basic nutritional needs (box 1.1). Overall poverty means that a person cannot buy enough food and non-food items to satisfy essential needs, as for nutrition, clothing, energy and housing. So estimates of overall poverty should include estimates of extreme poverty as a subset.

#### MOST PROGRESS IN ESTIMATING POVERTY

The methods that countries use to estimate income poverty can vary widely, so the results across countries are not comparable. Even for extreme poverty, countries differ on what should be considered minimum average calorie requirements. And some methods are obviously better than others for estimating poverty. What is important is that each country maintain the same definition of poverty and the same method for estimating it so that the country can measure progress and plan its poverty programme accordingly.

Estimates based on some kind of international poverty line, such as that valued at \$1 a day per person (in 1985 purchasing power parity prices), can help supply very

### Box 1.1 *Some Basic Poverty Definitions*

#### Income Poverty

**Extreme poverty:** Lack of income necessary to satisfy basic food needs—usually defined on the basis of minimum calorie requirements. (Often called *absolute poverty*.)

**Overall poverty:** Lack of income necessary to satisfy essential non-food needs—such as for clothing, energy and shelter—as well as food needs. (Often called *relative poverty*.)

#### Human Poverty

**Lack of basic human capabilities:** Illiteracy, malnutrition, abbreviated life span, poor maternal health, illness from preventable diseases.

Indirect measures are lack of access to goods, services and infrastructure—energy, sanitation, education, communication, drinking water—necessary to sustain basic human capabilities.

rough estimates of global trends, but they are not yet reliable enough for national estimates. More important, many countries do not endorse them for their own use.

The region with the highest share of countries having estimates is Latin America and the Caribbean (88%), followed by Asia and the Pacific (83%) and Sub-Saharan Africa (82%). More than three-quarters of these countries have estimates for the last half of the 1990s. Those with estimates only for the early 1990s have a dated picture of poverty conditions.

For extreme poverty the commitment is to eradicate it by a specified year—and for overall poverty, to substantially reduce it by a specified year. The two types of poverty affect different groups. A farmer owning a small plot of land might be poor in overall terms but not destitute, while a landless agricultural labourer might be extremely poor. Anti-poverty interventions tend to have more success in reducing poverty among small farmers, who start out with some assets and marketable skills, than in eliminating poverty among severely disadvantaged landless labourers.

#### SOME PROGRESS IN IMPLEMENTING PLANS

Estimating poverty is ordinarily the first step in dealing with it. Some countries then move on to develop anti-poverty plans, another explicit commitment made at the Social Summit. Among the 140 countries, 97 (69%) have explicit, stand-alone poverty plans (29%) or have explicitly incorporated poverty into national planning (40%).

The region with the highest share of countries with some form of plan is Latin America and the Caribbean

(81%), followed by Sub-Saharan Africa (73%) and Asia and the Pacific (71%). Only in Sub-Saharan Africa do the countries with explicit poverty plans (19) outnumber those that have made poverty a part of national planning (14).

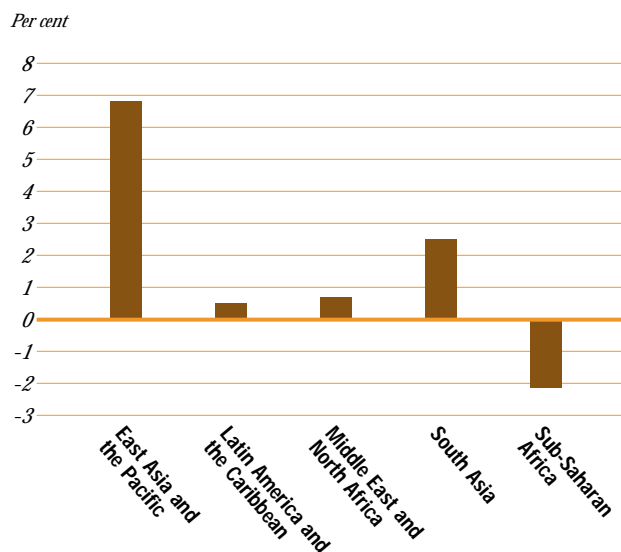
The nature of the plans varies widely. Some countries have only a strategic document outlining general objectives. Others have formulated programmes to give content to the strategy. Only a minority have action plans to begin implementing the strategy. Countries that do not have explicit poverty plans but incorporate poverty into national planning give varying importance to the issue. Many bury it in their general planning objectives, while a few make poverty reduction the central goal. But in those that have made no estimates of poverty—much less set targets for reducing it—national planning is unlikely to take poverty reduction seriously.

#### LITTLE PROGRESS IN SETTING TARGETS

Anti-poverty plans usually lack flesh and bones if they merely have general, vaguely worded objectives. To be put into action and budgeted, they need time-bound goals and targets—a third major commitment at the Social Summit. But of the 140 countries, only 43 have targets for eradicating extreme poverty or substantially reducing overall poverty (or both)—a mere 31%. Only in Asia and the Pacific have at least half the countries set targets. In Sub-Saharan Africa 42% of countries have targets.

*Figure 1.1 Average Annual Growth in Private Consumption per Capita, 1980–97*

Regional averages show that for many countries consumption growth would have to accelerate to reach their poverty targets.



Note: The regional classification in the figure is that used by the World Bank. For the country composition of the regions see World Bank 1999b.

Source: World Bank 1999b.



### Box 1.2 *International Poverty Targets*

The 1995 World Summit for Social Development set several targets for reducing income poverty and human poverty. The Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) has also set global targets.

**Income Poverty.** The Social Summit called for countries to eradicate extreme poverty and substantially reduce overall poverty by a specified date. DAC, with the agreement of the World Bank and the United Nations system, has set a global goal of halving the share

of the population living in poverty between 1993 and 2015.

**Human Poverty.** Human poverty targets have emerged not only from the Social Summit but also from other international conferences.

- **Malnutrition:** The Social Summit target is to reduce by half the proportion of children under five who are underweight between 1990 and 2000. The DAC target is to reduce this proportion by three-quarters between 1995 and 2015.

- **Illiteracy:** The Social Summit target is to reduce the adult illiteracy rate by half between 1990 and 2000—with an emphasis on female illiteracy. The appropriate age group is left to each country. DAC uses the age group 15–24.

- **Life expectancy:** The Social Summit target is to raise average life expectancy to 60 years by 2000. (Another recommended target would be to reduce the percentage of the population expected to die before age 40 by half by 2015.)

The lack of targets is a serious shortcoming for all countries to address at the General Assembly's five-year review. Until countries set targets to measure progress, it is difficult to believe that they are mounting a concerted campaign to address poverty—or that they can determine how much to budget for poverty programmes.

Several of the national targets are unrealistic, especially for the first half of this decade. Perhaps they were announced merely to satisfy a formal commitment, not designed as goals for concrete action. Or perhaps countries could not foresee the difficulties in the 1990s; those affected by the Asian financial crisis are examples.

The many countries still struggling to revive economic growth have poor prospects of reaching their poverty targets. The trend rate of growth of private consumption per person for 1980–97 provides a basis for judging how likely each country is to reach its declared income poverty target (see table 1.3 on pages 24–27). Regional averages show that for many countries consumption growth would have to accelerate to reach their targets (figure 1.1). In Sub-Saharan Africa consumption per person has been declining by 2.1% a year. In both Latin America and the Caribbean and the Middle East and North Africa consumption has increased, but by less than 1% a year.

A priority for the five-year review is to deepen the commitments to substantially reducing overall poverty and eradicating extreme poverty by emphasizing the importance of setting time-bound goals and targets. But

the targets must be realistic and achievable. An achievable target is a better guide for practical planning than is a trumpeting of grand intentions. And it is a sounder basis for mobilizing and focusing external assistance.

#### SETTING HUMAN POVERTY TARGETS

In discussing poverty, the Social Summit focused on monetary measures, and countries are using income or expenditure poverty lines to determine the proportion of their population that is poor. The Social Summit also set implicit human poverty targets when it established goals for reducing such forms of deprivation as child malnutrition and adult illiteracy and for reducing lack of access to such services as primary schools and health clinics (box 1.2). Most development practitioners now agree that poverty is not about income alone, but is multidimensional (box 1.3). It is time to make this understanding explicit and set human poverty targets accordingly.

In their poverty agendas for the next five years, countries should explicitly incorporate human poverty targets along with income poverty targets. Income, after all, is only an indirect means to human well-being. And it can fluctuate dramatically. The priority should be for each country to identify some basic measures of human deprivation—such as malnutrition, illiteracy or a short life—to complement the measures it has adopted for income poverty.

### Box 1.3 *The Multidimensional Nature of Poverty*

UNDP's *Human Development Report 1997* introduced the concept of human poverty. It argued that if income is not the sum total of well-being, lack of income cannot be the sum total of poverty.

Human poverty does not focus on what people do or do not have, but on what they can or cannot do. It is deprivation in the most essential capabilities of life, including leading a long and healthy life, being knowledgeable, having adequate economic

provisioning and participating fully in the life of the community.

As an alternative to income poverty measures, *Human Development Report 1997* created the human poverty index. For developing countries it captures three dimensions:

- Deprivation in a long and healthy life, as measured by the percentage of people not expected to survive to age 40.

- Deprivation in knowledge, as measured by adult illiteracy.
- Deprivation in economic provisioning, from private and public income, as measured by the percentage of people lacking access to health services, the percentage of people lacking access to safe water and the percentage of children under five who are moderately or severely underweight.

Such indicators as illiteracy among the adult population aged 15 and older can be used to set long-term targets (see table 1.4 on pages 28–29). Female illiteracy among the population aged 15–24 can be used to monitor progress in the short term. If a country has been making recent progress in education—and has been concerned about equity in educational opportunities—the illiteracy rate among young women should be lower than that for the entire adult population.

A similar set of indicators can be used for child malnutrition. For long-term targeting the indicator could be children under five who are underweight (have low weight for their age). For short-term monitoring, especially in crisis situations, it could be child wasting (low weight for height).

For deprivation in life expectancy the indicator for long-term targeting could be the expectation of dying before age 40. The indicator for short-term monitoring could be the expectation of dying before age 15. An alternative would be the probability of dying before age five, or the under-five mortality rate normalized for 100 births. In the majority of countries most mortality up to age 15 occurs before age five. But in a substantial minority, especially in Sub-Saharan Africa, mortality rates are significant between ages five and 15.

#### TRACKING SHORT-TERM CHANGES

All three indicators proposed for long-term targeting—adult illiteracy, the proportion of children under five who are underweight and the probability of dying before age 40—are used in the human poverty index devised by UNDP's *Human Development Report*. The indicators are valuable because they focus on shortfalls or deprivations in basic human capabilities. But additional indicators that can change significantly in the short term can be used as valuable supplements.

The Social Summit set a target of reducing adult illiteracy by half between 1990 and 2000. But many regions are unlikely to reach this target (table 1.2). The same is true for child malnutrition, which was also

**Table 1.2 *Adult Illiteracy Rate, 1990 and 1997***  
(percentage of people aged 15 and older)

Many regions are unlikely to reach the target of reducing adult illiteracy by half by 2000.

	1990	1997
East Asia and the Pacific	20	16
Europe and Central Asia	5	4
Latin America and the Caribbean	15	13
Middle East and North Africa	45	38
South Asia	54	49
Sub-Saharan Africa	50	42
All developing countries	31	27

Note: The regional classification in the table is that used by the World Bank. For the country composition of the regions see World Bank 1999b.

Source: World Bank 1999b.

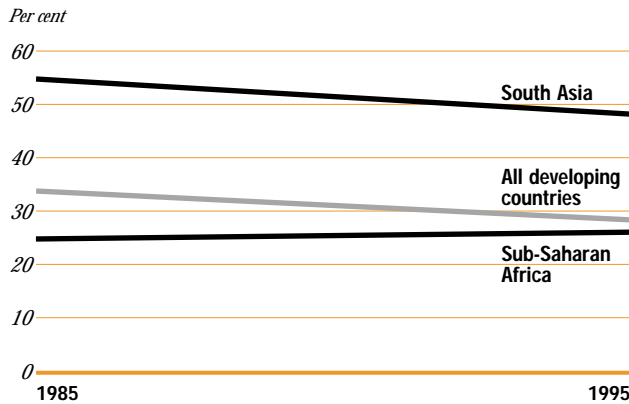
supposed to be halved between 1990 and 2000 (figure 1.2). In South Asia the percentage of malnourished children remains high, and in Sub-Saharan Africa it has risen.

Progress in life expectancy has also been slow. Many countries are far from reaching an average of 60 years—the Social Summit target for 2000—and some, such as in Sub-Saharan Africa, are moving backwards. And there was very little progress between 1988 and 1998 towards the proposed target of a 50% reduction in the percentage of the population not expected to reach age 40 (figure 1.3). In the least developed countries about a third of the population will not survive to age 40. There was a similar lack of progress for the percentage of the population not expected to reach age 15 (figure 1.4).

Countries need to know whether they are moving in the right direction. Since some of the indicators cannot change dramatically in the short term, such as adult illiteracy (because it covers large segments of the population whose educational attainment will not change), they should be supplemented by others that can more accurately track recent efforts by countries.

**Figure 1.2 Children under Five Who Are Underweight, 1985 and 1995**

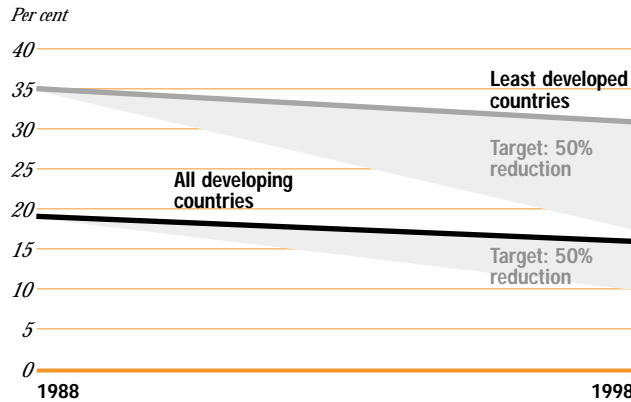
In South Asia the percentage of malnourished children remains high, and in Sub-Saharan Africa it has risen.



Source: United Nations Administrative Committee on Coordination, Subcommittee on Nutrition 1996.

**Figure 1.3 People Not Expected to Survive to Age 40, 1988 and 1998**

There has been very little progress towards the proposed target of a 50% reduction in the percentage of the population not expected to reach age 40.

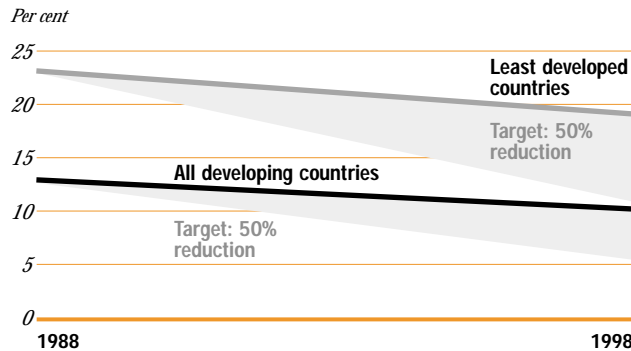


Note: Data for 1988 are actual figures, while those for 1998 are projected. The years 1988 and 1998 represent the midpoints for the periods 1985–90 and 1995–2000. Least developed countries, as defined by the United Nations General Assembly, as of 1998 included 48 countries (33 in Africa, 9 in Asia, 1 in Latin America and the Caribbean and 5 in Oceania).

Source: United Nations Population Division 1998.

**Figure 1.4 People Not Expected to Survive to Age 15, 1988 and 1998**

There has been a similar lack of progress in reducing the percentage of the population not expected to reach age 15.



Note: Data for 1988 are actual figures, while those for 1998 are projected. The years 1988 and 1998 represent the midpoints for the periods 1985–90 and 1995–2000. Least developed countries, as defined by the United Nations General Assembly, as of 1998 included 48 countries (33 in Africa, 9 in Asia, 1 in Latin America and the Caribbean and 5 in Oceania).

Source: United Nations Population Division 1998.



**Table 1.3 National Poverty Plans, Estimates and Targets**

	APPROACH TO NATIONAL ANTI-POVERTY PLANNING	ESTIMATE OF EXTREME OR OVERALL POVERTY RATE (%)	TARGET FOR EXTREME OR OVERALL POVERTY RATE (%)	PRIVATE CONSUMPTION PER CAPITA AVERAGE ANNUAL GROWTH RATE (%) 1980–97
<i>Arab States</i>				
Algeria	Poverty in national planning	Extreme: 6 1995 Overall: 14 1995		-1.8
Bahrain	Poverty in national planning			
Djibouti		Extreme: 10 1996 Overall: 45 1996		
Egypt	Explicit poverty plan	Extreme: 7 1996 Overall: 23 1996		2.0
Iraq				
Jordan	Explicit poverty plan	Extreme: 7 1993 Overall: 21 1993		-1.2
Kuwait				
Lebanon	Poverty in national planning	Overall: 35 <sup>a</sup> 1996		
Libyan Arab Jamahiriya				
Morocco	Explicit poverty plan	Extreme: 7 1991 Overall: 13 1991		1.6
Occupied Palestine territory		Extreme: 14 1997 Overall: 24 1997		
Saudi Arabia				
Sudan	Poverty in national planning	Overall: 85 1992		
Syrian Arab Republic				1.0
Tunisia	Poverty in national planning	Extreme: 6 1997	Extreme: 0 2002	1.0
United Arab Emirates				
Yemen	Explicit poverty plan	Extreme: 16 1998 Overall: 30 1998		
<i>Asia and the Pacific</i>				
Afghanistan				
Bangladesh	Poverty in national planning	Extreme: 36 1996 Overall: 53 1996	Extreme: 0 2002	2.1
Bhutan	Poverty in national planning			
Cambodia	Poverty in national planning	Overall: 36 1997		
China	Explicit poverty plan	Extreme: 5 <sup>b</sup> 1998	Extreme: 2 2000	7.7
Fiji	Poverty in national planning	Extreme: 6 1991 Overall: 26 1991	Extreme: 0 2001	
India	Poverty in national planning	Overall: 36 1994	Overall: <5 2012	2.6
Indonesia	Poverty in national planning	Overall: 18 1999		4.5
Iran, Islamic Rep. of	Poverty in national planning	Extreme: 6 1998 Overall: 15 1998		0.2
Korea, Dem. People's Rep. of				
Korea, Rep. of		Extreme: 8 1998 Overall: 19 1998		7.0
Lao People's Dem. Rep.	Poverty in national planning	Overall: 46 1993		
Malaysia	Explicit poverty plan	Extreme: 1 1997 Overall: 7 1997	Extreme: 0 2020 Overall: 0 2020	3.1
Maldives		Overall: 13 1998		
Mongolia	Explicit poverty plan	Overall: 36 1998	Overall: 10 2000	
Myanmar		Overall: 40 1995		
Nepal	Poverty in national planning	Extreme: 17 1996 Overall: 42 1996	Overall: 10 2017	2.1
Pakistan	Poverty in national planning	Extreme: 27 1998 Overall: 46 1998	Extreme: 13 2010 Overall: 15 2010	2.0
Papua New Guinea		Overall: 38 1996		-1.1
Philippines	Explicit poverty plan	Overall: 32 1997	Overall: 26 2004	0.7
Samoa				

	APPROACH TO NATIONAL ANTI-POVERTY PLANNING	ESTIMATE OF EXTREME OR OVERALL POVERTY RATE (%)	TARGET FOR EXTREME OR OVERALL POVERTY RATE (%)	PRIVATE CONSUMPTION PER CAPITA AVERAGE ANNUAL GROWTH RATE (%) 1980-97
Sri Lanka	Explicit poverty plan	Overall: 19 1997	Overall: 5 2010	2.8
Thailand	Explicit poverty plan	Extreme: 13 1998	Extreme:<10 2001	5.5
Viet Nam	Explicit poverty plan	Extreme: 2 1998 Overall: 16 1998	Extreme: 0 2001 Overall: <10 2000	
<i>Europe and the CIS</i>				
Albania	Poverty in national planning	Extreme: 10 1997		
Armenia	Poverty in national planning	Extreme: 27 1996 Overall: 54 1996		
Azerbaijan	Poverty in national planning	Extreme: 20 1996 Overall: 60 1996		
Belarus	Poverty in national planning	Overall: 33 1998	Overall: 7 2010	-3.5
Bosnia and Herzegovina				
Bulgaria	Poverty in national planning	Overall: 36 1997		-0.6
Croatia				
Czech Republic				
Estonia		Extreme: 22 1997 Overall: 38 1997		-2.2
Georgia		Extreme: 13 1999 Overall: 59 1999		
Hungary				-0.1
Kazakhstan	Explicit poverty plan	Extreme: 35 1996		
Kyrgyzstan		Overall: 51 1996	Overall: 10 2015	
Latvia				
Lithuania	Explicit poverty plan	Extreme: 5 1998 Overall: 16 1998		
Macedonia, TFYR	Poverty in national planning	Overall: 20 1996		
Moldova, Rep. of	Explicit poverty plan	Extreme: 23 1998	Extreme: 0 2000	
Poland	Poverty in national planning	Extreme: 5 1997		0.9
Romania	Explicit poverty plan	Extreme: 25 1998 Overall: 35 1998	Extreme: 0 2010	0.3
Russian Federation	Poverty in national planning	Overall: 35 1999		
Slovakia	Poverty in national planning	Overall: 3 1997		
Slovenia				
Tajikistan	Poverty in national planning	Extreme: 37 1998 Overall: 47 1998		
Turkey	Poverty in national planning			2.3
Turkmenistan				
Ukraine	Poverty in national planning	Overall: 50 1998		
Uzbekistan	Poverty in national planning			
Yugoslavia FR				
<i>Latin America and the Caribbean</i>				
Argentina	Poverty in national planning	Extreme: 8 1999 Overall: 27 1999		
Barbados	Poverty in national planning	Overall: 9 1996		
Belize	Poverty in national planning	Extreme: 13 1996 Overall: 33 1996	Extreme: 7 2015	
Bolivia	Poverty in national planning	Extreme: 37 <sup>a</sup> 1993		0.1
Brazil	Poverty in national planning	Extreme: 15 1997 Overall: 34 1997		0.5
Chile		Extreme: 6 1998 Overall: 23 1998		3.8
Colombia	Explicit poverty plan	Extreme: 18 1998 Overall: 52 1998		1.2

Table 1.3 (continued)

	APPROACH TO NATIONAL ANTI-POVERTY PLANNING	ESTIMATE OF EXTREME OR OVERALL POVERTY RATE (%)	TARGET FOR EXTREME OR OVERALL POVERTY RATE (%)	PRIVATE CONSUMPTION PER CAPITA AVERAGE ANNUAL GROWTH RATE (%) 1980–97
Costa Rica	Poverty in national planning	Overall: 20 1998	Overall: 16 2001	0.8
Cuba	Poverty in national planning			
Dominican Republic	Explicit poverty plan	Extreme: 7 1998 Overall: 22 1998		-0.2
Ecuador	Explicit poverty plan	Extreme: 20 1995 Overall: 56 1995		-0.2
El Salvador	Poverty in national planning	Extreme: 19 1998 Overall: 45 1998		2.9
Guatemala	Poverty in national planning			0.1
Guyana	Poverty in national planning	Extreme: 29 1993 Overall: 43 1993		
Haiti		Overall: 80 1997		
Honduras		Extreme: 47 1994 Overall: 67 1994	Overall: 52 2005	-0.1
Jamaica	Explicit poverty plan	Extreme: 7 1998 Overall: 16 1998	Overall: 8 2000	2.2
Mexico	Poverty in national planning	Overall: 30 1997		0.1
Nicaragua		Extreme: 29 <sup>c</sup> 1998 Overall: 50 <sup>c</sup> 1998		-2.7
Panama	Explicit poverty plan	Extreme: 22 1997 Overall: 37 1997	Overall: 30 2003	1.8
Paraguay	Explicit poverty plan	Extreme: 17 1998 Overall: 32 1998		1.9
Peru	Explicit poverty plan	Extreme: 16 1997 Overall: 37 1997	Extreme: 11 2000	-0.5
Suriname		Extreme: 20 1997 Overall: 48 1997		
Trinidad and Tobago	Poverty in national planning	Overall: 36 1996	Overall: 16 2010	-0.6
Uruguay	Poverty in national planning			2.4
Venezuela	Poverty in national planning	Extreme: 20 1998 Overall: 45 1998		-0.8
<i>Sub-Saharan Africa</i>				
Angola		Overall: 61 1995		-7.8
Benin	Poverty in national planning	Overall: 34 1996		-0.7
Botswana	Poverty in national planning	Extreme: 30 1994 Overall: 47 1994	Extreme: 0 2016 Overall: 23 2016	5.4
Burkina Faso	Poverty in national planning	Extreme: 28 1994 Overall: 45 1994		0.3
Burundi		Overall: 56 1998		-0.7
Cameroon	Explicit poverty plan	Overall: 50 1997	Overall: 15 2010	-1.3
Cape Verde	Explicit poverty plan	Extreme: 14 1993 Overall: 30 1993	Extreme: 0 2002	
Central African Republic	Explicit poverty plan	Extreme: 36 1996 Overall: 63 1996	Extreme: 25 2005 Overall: 45 2005	-1.2
Chad	Poverty in national planning	Overall: 54 1996		0.0
Comoros		Extreme: 33 1995 Overall: 51 1995		
Congo				-0.2
Congo, Dem. Rep. of the				-4.5
Côte d'Ivoire	Explicit poverty plan	Extreme: 10 1998 Overall: 34 1998	Extreme: 5 2002 Overall: 25 2002	-2.3
Equatorial Guinea				
Eritrea	Poverty in national planning			
Ethiopia	Poverty in national planning	Extreme: 24 1996 Overall: 46 1996		-1.3

	APPROACH TO NATIONAL ANTI-POVERTY PLANNING	ESTIMATE OF EXTREME OR OVERALL POVERTY RATE (%)	TARGET FOR EXTREME OR OVERALL POVERTY RATE (%)	PRIVATE CONSUMPTION PER CAPITA AVERAGE ANNUAL GROWTH RATE (%) 1980-97
<b>Gabon</b>		Extreme: 23 1994 Overall: 60 1994		-2.3
<b>Gambia</b>	Explicit poverty plan	Extreme: 37 1998 Overall: 55 1998	Overall: 30 2025	-2.6
<b>Ghana</b>	Explicit poverty plan	Extreme: 15 1992 Overall: 30 1992	Extreme: 0 2020	0.2
<b>Guinea</b>	Explicit poverty plan	Extreme: 13 1995 Overall: 40 1995		1.0
<b>Guinea-Bissau</b>	Poverty in national planning	Overall: 49 1997		0.0
<b>Kenya</b>	Explicit poverty plan	Extreme: 23 1992 Overall: 42 1992	Overall: 30 2015	0.9
<b>Lesotho</b>	Poverty in national planning	Extreme: 26 1993 Overall: 49 1993		-2.8
<b>Liberia</b>				
<b>Madagascar</b>	Explicit poverty plan	Overall: 74 1993	Overall: 35 2020	-2.4
<b>Malawi</b>	Explicit poverty plan	Overall: 60 1993		0.6
<b>Mali</b>	Explicit poverty plan	Overall: 69 1998	Overall: 60 2002	-1.1
<b>Mauritania</b>	Explicit poverty plan	Extreme: 33 1996 Overall: 51 1996	Overall: 42 2001	0.1
<b>Mauritius</b>				5.2
<b>Mozambique</b>	Explicit poverty plan	Extreme: 53 1997 Overall: 69 1997	Extreme: 26 2004 Overall: 48 2004	-2.3
<b>Namibia</b>	Poverty in national planning	Extreme: 13 1994 Overall: 47 1994	Extreme: 7 2000 Overall: 40 2000	-2.1
<b>Niger</b>	Explicit poverty plan	Extreme: 34 1993 Overall: 63 1993		-2.6
<b>Nigeria</b>		Extreme: 29 1996 Overall: 66 1996	Overall: 20 2010	-4.7
<b>Rwanda</b>		Overall: 70 1997		-1.3
<b>São Tomé and Príncipe</b>	Poverty in national planning	Extreme: 35 1994 Overall: 46 1994	Extreme: 25 2002 Overall: 36 2002	
<b>Senegal</b>	Explicit poverty plan			-0.8
<b>Seychelles</b>	Poverty in national planning	Extreme: 7 1994 Overall: 19 1994		
<b>Sierra Leone</b>				-3.2
<b>South Africa</b>	Poverty in national planning	Extreme: 40 1995 Overall: 53 1995	Extreme: 0 2020	-0.3
<b>Swaziland</b>	Poverty in national planning	Overall: 48 1995		
<b>Tanzania, U. Rep. of</b>	Poverty in national planning	Extreme: 36 1993	Extreme: 0 2020	
<b>Togo</b>	Explicit poverty plan	Extreme: 57 1995 Overall: 72 1995		-0.5
<b>Uganda</b>	Explicit poverty plan	Overall: 46 1996	Overall: <10 2017	1.7
<b>Zambia</b>	Explicit poverty plan	Extreme: 53 1996 Overall: 68 1996	Overall: 20 2004	-3.7
<b>Zimbabwe</b>	Explicit poverty plan	Extreme: 45 1996 Overall: 61 1996		0.2

Note: The status of poverty plans, estimates and targets is as of December 1999.

<sup>a</sup> Unsatisfied basic needs—a composite index of indicators of basic needs.

<sup>b</sup> Data refer to rural poverty.

<sup>c</sup> Data are preliminary.

Source: Columns 1-3: UNDP country offices; column 4: World Bank 1999b.

*Table 1.4 Human Poverty Indicators*

	ADULT ILLITERACY RATE (AGE 15 AND OLDER) (%) 1997	FEMALE ILLITERACY RATE (AGE 15–24) (%) 1997	CHILDREN UNDER FIVE WHO ARE UNDERWEIGHT (%) 1990–98	CHILDREN UNDER FIVE WHO ARE WASTING (%) 1990–98	PEOPLE NOT EXPECTED TO SURVIVE TO AGE 15 (%) 1997	PEOPLE NOT EXPECTED TO SURVIVE TO AGE 40 (%) 1997
<i>Arab States</i>						
Algeria	40	32	13	9	6	9
Egypt	47	41	12	6	7	10
Iraq	•	•	23	10	12	17
Jordan	13	0	5	2	4	7
Lebanon	16	8	3	3	4	7
Libyan Arab Jamahiriya	24	10	5	3	4	6
Morocco	54	47	9	2	8	12
Oman	33	7	23	13	3	6
Saudi Arabia	27	12	•	•	3	6
Sudan	47	33	34	13	16	27
Syrian Arab Republic	28	25	13	9	5	9
Tunisia	33	15	9	4	4	8
United Arab Emirates	25	7	14	15	2	3
Yemen	58	61	46	13	13	22
<i>Asia and the Pacific</i>						
Bangladesh	61	63	56	18	13	21
Cambodia	•	43	52	13	17	28
China	17	4	16	•	5	8
India	47	44	53	18	11	16
Indonesia	15	4	34	13	7	13
Iran, Islamic Rep. of	27	10	16	7	6	10
Korea, Rep. of	3	0	•	•	2	5
Lao People's Dem. Rep.	41	•	40	11	19	29
Malaysia	14	3	19	•	2	5
Mongolia	16	•	10	2	8	11
Myanmar	16	11	39	•	13	18
Nepal	62	62	47	11	14	23
Pakistan	59	61	38	•	12	15
Philippines	5	2	28	6	5	9
Singapore	9	0	•	•	1	2
Sri Lanka	9	4	34	14	2	5
Thailand	5	2	19	6	4	11
Viet Nam	8	3	41	14	7	12
<i>Europe and the CIS</i>						
Belarus	2	0	•	•	3	9
Turkey	17	8	10	•	7	10
<i>Latin America and the Caribbean</i>						
Argentina	4	1	•	•	3	6
Bolivia	16	8	10	2	11	18
Brazil	16	7	6	2	6	11
Chile	5	1	1	0	2	4
Colombia	9	3	8	1	4	10
Costa Rica	5	2	2	•	2	4
Cuba	4	0	9	3	2	4
Dominican Republic	17	9	6	1	5	9
El Salvador	23	14	11	1	5	11
Guatemala	33	29	27	3	7	16
Haiti	54	41	28	8	13	27



	ADULT ILLITERACY RATE (AGE 15 AND OLDER) (%) 1997	FEMALE ILLITERACY RATE (AGE 15–24) (%) 1997	CHILDREN UNDER FIVE WHO ARE UNDERWEIGHT (%) 1990–98	CHILDREN UNDER FIVE WHO ARE WASTING (%) 1990–98	PEOPLE NOT EXPECTED TO SURVIVE TO AGE 15 (%) 1997	PEOPLE NOT EXPECTED TO SURVIVE TO AGE 40 (%) 1997
Honduras	29	21	18	2	6	12
Jamaica	15	4	10	4	3	5
Nicaragua	37	32	12	2	7	12
Panama	9	4	7	1	3	6
Paraguay	8	3	4	0	5	9
Peru	11	6	8	1	7	12
Uruguay	3	0	5	1	2	5
Venezuela	8	2	5	3	3	6
<i>Sub-Saharan Africa</i>						
Angola	•	•	42	6	26	38
Benin	66	67	29	14	18	29
Botswana	26	9	17	11	12	35
Burkina Faso	79	81	30	13	23	40
Burundi	55	43	37	9	25	43
Cameroon	28	10	22	6	15	27
Central African Republic	58	48	27	7	22	40
Chad	50	•	39	14	24	37
Congo, Dem. Rep. of the	23	•	34	10	19	32
Côte d'Ivoire	57	46	24	8	18	37
Eritrea	•	•	44	16	19	32
Ethiopia	65	51	48	8	24	42
Gabon	34	•	•	•	18	31
Gambia	67	55	26	•	25	38
Ghana	34	17	27	11	13	21
Guinea	62	•	•	12	26	38
Kenya	21	8	22	6	14	30
Lesotho	18	2	16	5	15	25
Madagascar	•	•	40	7	14	22
Malawi	42	42	30	7	29	48
Mali	65	49	40	23	26	34
Mauritania	62	62	23	7	19	29
Mauritius	17	7	16	15	2	5
Mozambique	60	59	26	8	24	40
Namibia	20	8	26	9	15	30
Niger	86	88	50	21	24	36
Nigeria	41	20	36	9	20	33
Rwanda	37	21	27	9	27	46
Senegal	65	62	22	7	16	29
Sierra Leone	67	•	29	9	35	51
South Africa	16	10	9	3	10	23
Tanzania, Rep. of	28	15	27	6	18	35
Togo	47	11	25	12	17	35
Uganda	36	31	26	5	23	47
Zambia	25	18	24	4	19	47
Zimbabwe	9	2	15	6	15	40

• Not available.

Source: Column 1: UNDP 1999a; column 2: World Bank 1999b; columns 3 and 4: UNICEF 2000; columns 5 and 6: United Nations Population Division 1998.