

Major Conclusions derived from the ASC¹ (including PADEV) and CPRC²/CPAN³ research on the Poorest of the poor (PoP⁴) - by Wim Blok and Leen Stok, Woord en Daad

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1. Summary -Statement

Woord en Daad regards the outcomes of the PADev project and the follow-up research by Anika Altaf, as very important and relevant for our work. The research provides us with new insights about who the poorest of the poor are, how their lives look like and which support is available for this group. The results are also in line with related research studies, e.g. those of the Chronic Poverty Research Centre, which makes them even more convincing.

The picture sketched is a moving one: at the bottom of our societies there is a group of people whose lives are so strongly determined by extreme poverty that they cannot live an independent decent life and for whom almost no support is available. They are in fact no part of society, they have to live on their own. They also have been almost invisible for us (as WD and partners) and have not been sufficiently included in our programs.

We think these new insights bring a new responsibility for all of us. As Christian development organizations we want to be a helper for those who have no helper.

Having learned more about the diversity within the group of the PoP and the complex nature of the vulnerabilities of these people, we are sure there is not one way that will lead to more inclusion of the PoP. An effective strategy for a better inclusion of the PoP will probably look differently in different contexts and

¹ Anika Altaf, under supervision of ASC, did (part of her) research in Bangladesh, Benin and Ethiopia on ‘defining, targeting and reaching the very poor’. Her research is summarized in a synthesis report (and ASC info sheet). 4 sub-reports have been written, on: Bangladesh, Benin, Ethiopia – rural and Ethiopia – urban, covering respectively (part of) the work of CSS, Dedras, MKC-RDA, Hope Enterprises. The research is based on field studies, group interviews with representatives of different social strata, as well as with the very poor themselves. It is based on the PADEV methodology, which concentrates on perceived categories of wealth, changes over the last 20 years, and successes and failures of development project. In addition she detailed interviews with very poor people, to describe the life histories.

² CPRC = Chronic Poverty Research Centre, a virtual research centre, which did extensive research on chronic poverty from 2000 – 2011, with a network in 11 countries, financially supported by DFID. The research material is mostly available on www.chronicpoverty.org. The book “Chronic Poverty, concepts, causes and policy” (2013), edited by Andrew Shepherd and Julia Brunt, gives a good overview of the findings which came out of this broad research. The book covers subject like Poverty dynamics, Intergenerational transmission of poverty, vulnerability and poverty traps, assets and chronic poverty, adverse incorporation, social exclusion and chronic poverty, Why the chronically poor cannot escape poverty in Bangladesh, Understanding Youth life-course poverty in Ethiopia, Policies to address chronic poverty in India and Lessons from 10 years of research and policy engagement in Uganda.

³ CPAN = Chronic Poverty Advisory Network, successor to the CPRC, consisting of a growing number of researchers, policy makers and practitioners across 15 countries (Bangladesh, Benin, Burkina Faso, Cambodia, Ghana, India, Kenya, Nepal, Niger, Pakistan, Philippines, Senegal, South-Africa, Tanzania, Uganda, Vietnam) focused on tackling chronic poverty. It has a ‘hub’, which is currently hosted by the ODI in London. CPAN recently published: “The Chronic Poverty Report 2014 – 2015: the road to zero extreme poverty” (2014).

⁴ In this paper the terminology ‘Poorest of the Poor’, abbreviated by PoP, is used, although in the ASC as well as the CPAN research others terms are used as well: Ultra poor, or Severe poor.

for different subgroups of the PoP and developing these strategies will definitely take time for piloting various different approaches.

The research tells us that:

- The PoP are not or hardly reached by the great majority of development interventions, also not by those interventions that are (also) meant for this group;
- The PoP are invisible for those responsible for program planning, which can be explained by the exclusion by others and by self exclusion, related to the low social status in their community and their low self-esteem and self stigma;
- The PoP constitute a considerable part of society: 10-20%;
- The PoP are a diverse group of people and various subgroups can be distinguished; a major distinction can be made between those that can become economically active (e.g. persons below 50 years with sufficient health) and those that cannot (e.g. old people, severely handicapped persons, chronically ill persons);
- Some general characteristics of the PoP are: no or only very unsecure jobs, income 0-1 USD/p/day, hardly any assets and very low return on assets, 1 meal per day and children often malnourished, live on the street or in very poor houses, poor health with limited access to health care, limited access to education with high drop-out rates, not respected by others and low self-esteem. As a result of this the position of PoP is extremely vulnerable and resilience to shocks and stresses is almost nonexistent;
- Poverty is dynamic: 30-40% of people who manage to climb above the poverty line fall below this line again;
- Due to low self-esteem and low social status the PoP are (self)excluded from development initiatives unless they are specifically targeted by those initiatives. However, most NGOs, including W&D partners, do not target this group specifically.

2. Mandate of partners and WD

Partners, participating in the ASC research, have clear references in their discourse of development towards aiming to include the PoP; it is part of their mission, or they have in theory a well thought-out approach to target the PoP. Some have solid knowledge of the different wealth categories where they operate.

It (also) belongs to the core mandate of WD to reach the PoP and to support and facilitate a change process that brings hope and perspectives in their lives, so they are able:

- to live a decent life,
- to take responsibility for their own livelihood and the wellbeing of their family members
- to participate and contribute to the development of their communities and broader society

3. 'Invisibility' of the PoP

Broader research on poverty (dynamics) worldwide has shown that 10-20% of the poor, the PoP, often are 'invisible' to Gvt's and NGO's. In such a way, that they do not benefit of Gvt policies and schemes, designed to alleviate poverty, neither participate in programs and projects of NGO's, which in principle also target the PoP.

This was also found in the ASC research, where quite a number of initiatives were identified, meant to reach the PoP, but which actually did not or hardly benefited the PoP. Conclusions were drawn (on the basis of particular cases), which also seem to be valid for a much broader scope/practice.

- PoP are 'invisible' to the people responsible for project planning and extremely difficult to target (found in North-Ghana)
- Official poverty assessments tend to underestimate the numbers of and overestimate the impact of initiatives on the PoP (general conclusion of PADEV).
- (Many) Development organizations do not have a particular (practical) focus on the PoP (which are not reached by generic programs (Bangl); No active targeting of PoP (Ben).
- Many NGO's are corrupt and do (in reality) not target poor people (general conclusion).

- Many initiatives targeting the very poor, did not have effect, because they were implemented quick and without involvement of the very poor themselves (general conclusion)
- Even where PoP are reached and included: There is not much difference in the lives and future prospects of those who are included in the development initiative and those who are not (Garbage area - Ethiopia)

The 'invisibility' is also related to socio-political inequality between the rich and the poor, where the rich and powerful (and in their stream the 'average'), either conscious or unconscious exclude the poor and PoP of participating in meetings, where decisions are made about societal and community development. They are excluded, by labeling them as 'burden', 'outcasts', 'lazy', 'dirty'. They are not respected, not seen as equal. Or in different words: they are adversely included in society, where they suffer of bondage and different types of slavery, not able to free themselves.

The downside is that the PoP also exclude and isolate themselves, they do not appear in public meetings and avoid social contacts in public places (including meetings where they could have a voice). They feel themselves also dirty and unworthy. Some accept this as their destiny. They have a low self-esteem, and this is often passed on from generation to generation⁵. Some groups remain hard to include, the mentally challenged e.g.

4. The PoP form a significant part of society

The PoP are not just a few people, hidden here and there, but constitute a significant part of society. In the 4 areas researched by ASC, the perceived percentage came to 20-30% of the population. The PoP in this research clearly belong to the severe⁶ and chronic⁷ poor, a group which worldwide count at least 300 million people.

Worldwide research on extreme⁸ poverty shows that although the (relative) percentage and (absolute) number of people living on \$ 1,25/person/day (as well as on \$ 1/person/day) has clearly dropped over the last 20-30 years⁹, the number of people living on an amount between \$ 1,25 and \$ 2/person/day, almost doubled in the same period. The number of people living on less than \$ 2/person/day is, in absolute sense, not changed compared to 1980 (although in percentage of the world population, it decreased from 64,6% - 43%. There is (still) a large group of people that have not/hardly benefited from economic growth and human development. They consist of severe, extreme and coping¹⁰ poor.

5. Characteristics of the poor and poorest of the poor

The poor in the ASC research are (generally) characterized by the following characteristics (see more details in annex 1)¹¹.

- Unsteady jobs: day laborers (that do not earn enough to feed their family adequately), small businesses/street vendors, small farmers (with insufficient land, to sustain themselves), gardeners/guards.
- Income varying between \$1-\$2/person/day, belonging to the extreme or coping poor; 1-2 meals/day
- House of poor conditions or no shelter at all; No capital or savings (no or very little assets)

⁵ Quite a lot of research has been done on intergenerational transmission of poverty, and factors that reinforce it.

⁶ Defined by CPAN as those that live off less than \$ 0,70 /person/day, based on average consumption of the poor in sub-Saharan Africa (or in some cases consumption below national food or severe poverty lines)

⁷ Defined by CPAN as poverty that persists over years or a life time, and that is often transmitted intergenerationally.

⁸ Defined by CPAN as \$ 1,25/person/day (or below national poverty lines in some cases). This basic statistical measure is based on consumption or expenditure as recorded by household surveys.

⁹ People living on \$ 1,25/person/day: 1,8 billion people in 1990 to 1,1 billion in 2008.

¹⁰ Those poor that live around the range of \$ 2/person/day, able to survive, experiencing a lot of fluctuation, where some climb out of poverty, while other drop into poverty.

¹¹ This is derived from Anika's research, group discussions about wealth definitions with different social strata in the community, as well as from some of the life stories of the PoP.

- (Some)/ no access to (free) education and health services. If children attend education, high drop-out rate.
- High discrimination, exploitation, deprived of justice, not respected.

The very poor/poorest of the poor in the ASC research (generally) have the following characteristics:

- No of very unsteady jobs: day laborers (e.g. rickshaw drivers, single income earners in Bangladesh), beggars (in all 4 research areas), child laborers (for the rich families, often as part of their survival and/or securing some income/survival for their parents, or as a 'collateral' for a loan of their parents), street children, old and often not- healthy people (who are not able or not any longer, to earn an income), garbage dump workers.
- Income varying between \$ 0 - \$1/person/day, averaging below \$ 1/person/day, belonging to the severe or extreme poor. On an average 1 meal/day, children most often malnourished (in the long run, the intake of calories is less than energy spent).
- Living in the street, in poor huts, very poor houses (which could only be build with assistance of others)
- (often, or regularly) struggling with ill-health; hardly/no access to health care, unless others assist.
- Children do not attend school, unless helped by others. If they go to school, there is a high drop-out rate. Parents often prefer to keep children from school, to earn some income or to keep them alive by working for others.
- Not considered by society, not respected, looked upon as 'burden', 'outcasts', 'lazy', people afraid to touch them, dirty, isolating themselves, (very) low self-esteem,

Distinction could be made in basically two groups of people among the poor, and in particular the PoP:

1. People who have the potential to move out of poverty:
 - People < 50 with sufficient health; employed youth with even less assets than their parents
 - (street) children of extremely/severely poor families, who often are even poorer than their parents
 - Disabled persons with the potential to earn/contribute to their own income
2. People who basically cannot move out of poverty
 - Elderly people with ill health
 - Severe disabled and chronically weak/ill persons

6. Factors that keep people in (severe) poverty

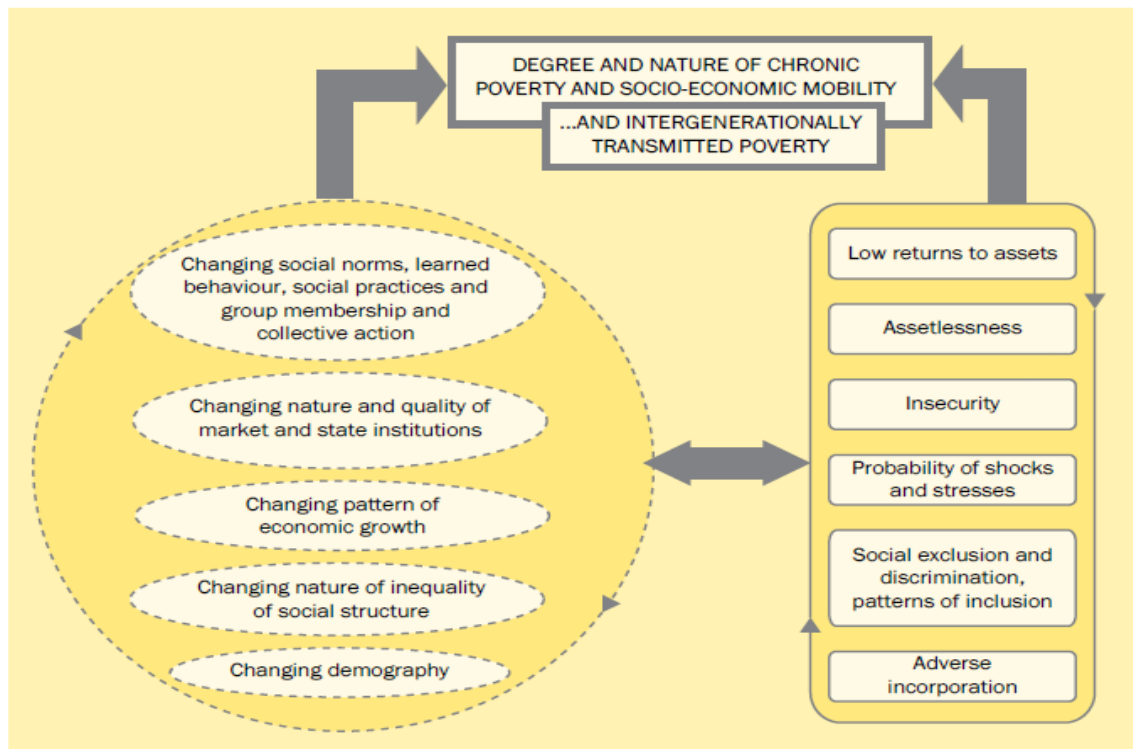
There is a set of factors that keep people in (severe) poverty. The ASC research clearly points to a number of factors, and also conveys that these factors mutually reinforce each other.

- Very little to no assets – which makes them very vulnerable, as their resilience is very low. They cannot or hardly can absorb any shocks, which keeps them dependent on help of others and/or which takes all their strength away.
- The return to their (little) assets is very low, making them barely survive (low and insecure income, low intake of food/calories) and putting/keeping them in bondage-patterns (or patterns of adverse inclusion/incorporation).
- Part of them struggle with ill health – with (hardly) no access to health care facilities.
- No or very low level of education, which close off any opportunities coming up, and keeping them at the bottom of society.
- Not respected, not considered in society - exclusion and expulsion.
- People have very low self-esteem, live isolated, do not show up in public places.

This set of factors also fits very well with findings of the CPRN. In 10 years of research on CP and poverty dynamics, the CPRC produced an analytical framework (see below figure 6) to unravel the complexity of CP, as well as solid empirical evidence on the factors that cause chronic poverty and that keep people trapped within it. The framework operates at 3 levels. First on the left-hand side of the figure we see the enabling (or disabling) environment (the political settlement, macro-economic policy and social norms). Then on the right hand side we the direct causes (lack of assets or low returns to those assets, particularly in the face of

adverse events) and the underlying socio-economic and political processes (social exclusion, discrimination, adverse inclusion). To have an impact on CP, policies need to address all 3 layers.

Figure 6: Explaining chronic poverty



The last CP report (2014) focuses on the drivers of these above mentioned poverty traps – i.e. the broader processes that create and recreate them:

- social norms and institutions,
- adverse inclusion in economies, societies and polities
- Intersecting inequalities
- The obstacles faced in achieving a pro-poor political settlement.

These drivers of CP are context-specific, so the solutions must be too. However, there are issues that policies must address, in one form or another, across all countries. These include: the vulnerability of the poorest; their access to assets and years of good quality education; gender inequality among the poor; and powerlessness and discrimination.

Social norms and values can also be considered a part of the enabling environment, as they affect people's behavior and the impact of their actions (like e.g. size of families, demographic development). They also influence a host of other aspects of social relationships –marriage, inheritance, how employers treat employees and so on. There are 4 areas where social norms and institutions have particularly strong impoverishing effects: dowries; child marriages; inheritance practices and the discrimination and exclusion faced by PWD. Old age poverty will become a major issue the coming years in many developing countries. Old age poverty can also cause intergenerational poverty. Evidence from SSA, e.g., suggests that HH with an older person (particularly an older woman) are more vulnerable to poverty than other HH – a problem that may be compounded when these are so-called 'skip-generation' HH, comprised of older people and children.

Power relationships are an important driver of CP. The CP experience powerlessness in every day social relations. This powerlessness may take the form of subjugation to someone else's will (e.g. through bonded labor); discrimination against a person's ethnic, gender, religion or class identity; or the necessity to engage in patron-client relationships. The unequal power relations limit the ability of the poorest people to act according to their will, to exercise their rights and to control any key productive resources (e.g. land and

water). Their lack of power makes it difficult for them to use the legal system, and therefore to demand respect for their rights. Finally the CP lack the power to influence the political agenda, because they do not have the networks or the connections to formulate and express their common views or mobilize around their shared interests.

Power relationships also result in 'adverse inclusion' (or 'social exclusion'), in the sense that poor people's inclusion in the economy, politics and culture are adverse in that they produce negative results for those people, and are underpinned by unequal and sometimes exploitative power relations. Adverse inclusion has economic, political, socio-cultural and spatial dimensions:

- Economic: insecure jobs with low wages, poor working conditions, and disadvantageous participation in markets and value chains by the self-employed or workers
- Political: poor people often become political clients to gain a degree of security, but give up some of their freedom or agency to do so
- Cultural: discrimination against socio-cultural categories (castes, ethnicities, genders, ages) and its resulting polarization lead to adverse inclusion in households, communities and wider societies.
- Spatial: the environment the poor people inhabit becomes either peripheral or polluted, over-populated, or subject to increasing natural disasters and poor people do not have the power to make any decisions about the use of the space they inhabit.

Inequality has received more interest recently, and has emerged that from the discovery that roughly half of the world 'bottom billion' of people living in extreme poverty live in MIC. There are several specific inequalities which hold back the poorest people and that need to be addressed. Four key areas are:

- Landownership, access and rights of residence
- Labor market segmentations
- Polarization of the poorest women, who are left behind
- Expulsion of the dependent and unemployed poor from state, social and household support.

Increasing polarization between the poorest and the rest of the population is particularly evident in patterns of land ownership, with such ownership in decline across the poorest, poor and median income groups (with the most marked decline seen among the poorest wealth quintile). The stories of the poorest are full of lost access to common land and water bodies as they are privatized, land grabs or evictions, and the loss of any right of residence through slum evictions and evictions upon divorce, widowhood and separation. As a result, competition for land is now erupting into violent clashes in many places.

Intersecting inequalities are reflected in the segmentation of the labor market. In many contexts, employers reduce labor costs by using patronage or lending to pay lower wages, lengthening working hours or securing unpaid work commitments. Employers may also reduce labor costs by employing only women or children as laborers in place of adult male labor. Women tend to be tied to any loans take out by the male head of household, and also accept low or unpaid work in return for loans to cover everyday consumption or to earn the right to future loans. Women may also do housework for very little pay, simply to have on-going access to loans – a type of 'insurance' against future consumption crises, such as men losing their patronage as a result of ill-health, male migration, separation, divorce and widowhood. The poorest women are in particular polarized, as they lack assets, power and agency, and are often excluded from any potential support. They are also particularly vulnerable to abuse and dispossession in the course of major events in their lives that are governed by strong social norms (such as marriage, divorce and widowhood).

The injustices endured by the poorest, including their loss of lands and other assets, their adverse inclusion in increasingly informal labor markets, and the gender based disempowerment of the poorest women who are often responsible for maintaining families, can ultimately result in their expulsion from the family, and consequently from wider economic, political and social life. What triggers this expulsion is usually the inability of the individual to contribute to the material well-being of the family by generating income or caring for relatives, accompanied by their increased dependence on the family itself, for instance as a result

of disability. Individual who are both unemployed and dependent lose any political patronage (which can provide access to social assistance), because they can no longer work in exchange for favors, and are deemed as unable to repay loans. They are expelled from social life because they are too poor to dress for social occasions, give gifts, or engage in reciprocal loans or food or goods that oil social relations. If they have to borrow from friends and family too often they begin to be shunned as compassion starts to wear thin. Having lost political and social capital, the poorest households may be unable to bear the increasing pressure of feeding its unemployed and dependant members. At this point, the household ‘cracks’ and the poorer half becomes separated from its family because it cannot pay its way. The severely poor household itself is often an ‘individuated remnant of a collapsed household’. With no friends or respect the individual and their dependents become ‘less than’ others – losing their subjective sense of their own capabilities, vision, and sense of self-determination. And as their diet falls below what is necessary for their proper physical and mental functioning, their sense of worthlessness only increases. Social acts of expulsion are accompanied by ‘re-labeling’ of individuals from deserving to undeserving, with poor ‘elders’ re-labeled as ‘witches’ , elderly widows re-labeled ‘crazy’ , chronically ill men re-labeled ‘lazy’ , and young wives and mothers re-labeled ‘dowry absconders’, all of which justifies their abuse and continued lack of support. In short, the destitute become unworthy of exercising any social claims and become invisible to economic, political or social institutions. They are ignored by local police and doctors, separated from their families and, if the process of destitution continues, excluded from community spaces altogether.

Horizontal inequalities (HI’s) are an important manifestation of the ways in which inequalities intersect. HI’s exist between groups that are defined by their identity (e.g. their ethnicity, language or religion) and are often fuelled by an element of discrimination. Within these groups, women, PWD and the elderly may be the most disadvantaged and face a whole range of intersecting and mutually reinforcing inequalities. This, in turn, generates injustices that lead to chronic poverty.

There is increasing recognition that any implementation of pro-poor policies and programs needs to be accompanied by broader institutional strengthening and effectiveness to ensure systems that can deliver for all and not just for a few. The implementation of pro-poor policies and programs seem to have happened where there is a demand for it from politicians, constituents and other stakeholders. This off-course depend on several important socio-political process (‘political settlement).

7. Vulnerability of the (very) poor

The ASC research (in particular the life stories) gives indication of the enormous vulnerability of the (very) poor to external shocks (change climate/rainfall patterns, floods, ill health, loss of income earner, dramatic change in social position for women/widows). Having (hardly) no assets which can function as buffer to absorb such shocks, the little improvement they might have made, can be lost in a moment, or can get a process going with an ever decreasing chance to reverse it.

CPAN research shows that many people rise above the poverty line only to tumble back beneath it. Millions of vulnerable people return to extreme poverty, or become poor for the first time, when they are hit by a combination or sequence of shocks, such as a serious drought, a costly illness, and insecurity or conflict in their community. Household panel surveys capture the precarious nature of many poverty escapes by tracking households over a number of years to see whether they have moved up, remain static or fallen back. In rural Kenya and in South Africa, survey over varied periods of time have found that 30-40% of those who manage to escape

8. Integrated approach needed to support and facilitate people to escape from poverty

Until now, the focus has been on helping people to escape from poverty, but for those living in CP, who often face multiple disadvantages, any escape is likely to be short-lived. The poorest often lack the skills, education or assets (such as land) to keep their heads permanently above the poverty line and are very likely to fall back into poverty if they are hit by shocks such as illness, unemployment, old age, a disability, extreme climate events or conflicts. Progress on poverty reduction to date, while impressive, has had less of an

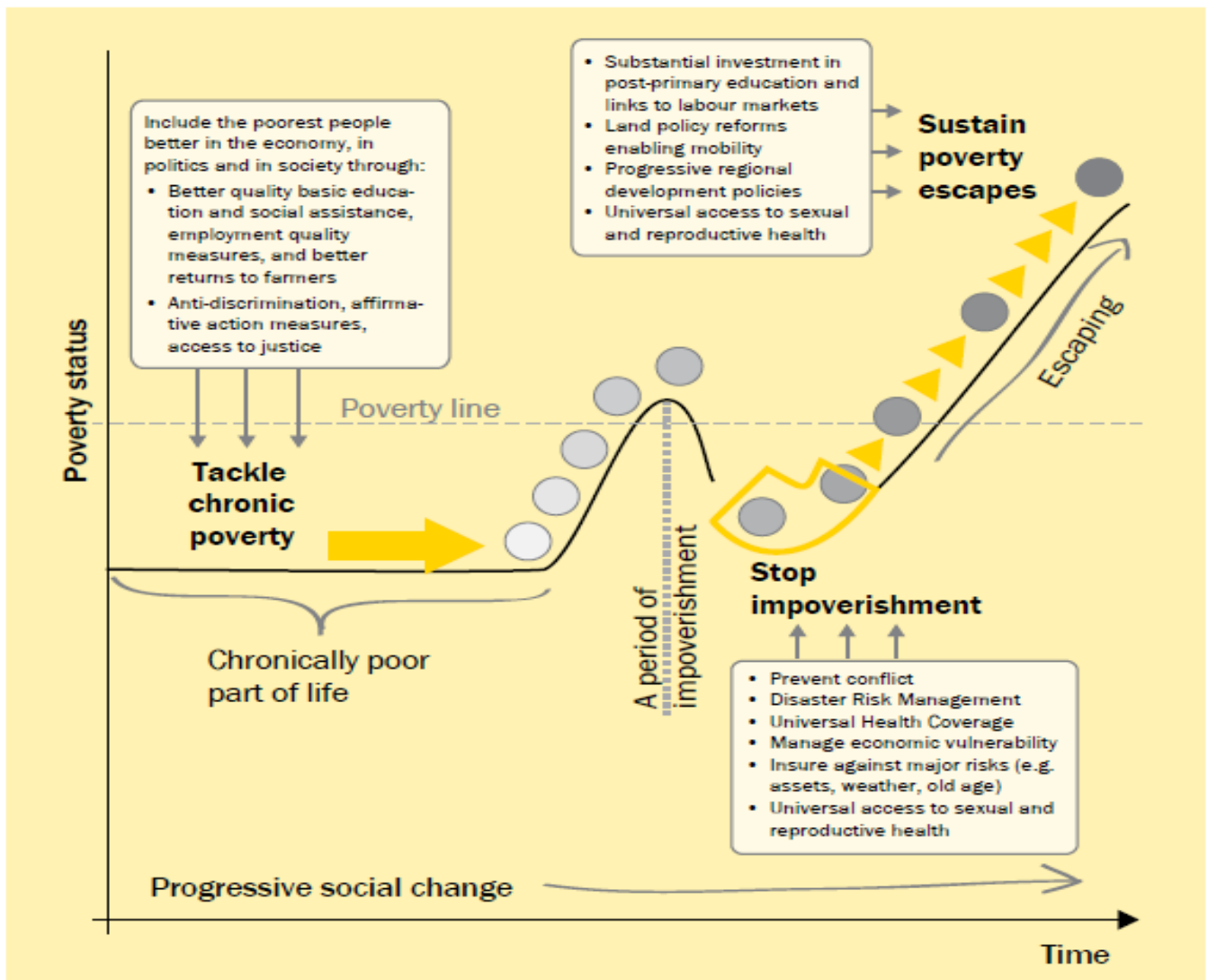
impact on these people than on those who were already closer to the poverty line, or those who were only temporarily poor. The CPAN report (2014) breaks new ground that policies must aim for three separate but interdependent objectives. Tackle CP, Stop impoverishment and Sustain Poverty escapes.

Research has identified 4 major categories of interventions to address these issues:

- Social Assistance
- Inclusive or pro-poorest economic growth
- Human development for the hard to reach
- Progressive or transformative social change.

In Figure 3 this has been put together.

Figure 3: Policies to tackle chronic poverty, stop impoverishment and sustain escapes from poverty



Social assistance is always essential, but is more likely to enable graduation from extreme poverty if it is part of an integrated anti-poverty program, rather than a stand-alone project. There has been insufficient demand for social assistance in many LIC's and MIC's, where it (with some exceptions) has not received priority. Civil society organization can help to stimulate this necessary demand for social assistance. Countries that attempt to do this, should have the capacity and resources to do so. This would include the establishment of effective civil registration systems and ensuring universal birth registration as pre-requisites for the efficient and equitable delivery of social assistance.

Pro-poorest economic growth entails improving the quality of informal employment, in particular, through labor standards and support for internal migrants. Policies are also needed to prevent the adverse inclusion of the poor into the economy. This means creating good quality jobs for the poor and unskilled, with better working conditions, as well as upgrading their position as self-employed in markets and value chains and increasing the returns for their economic participation. It also means creating second chances in education for unskilled workers.

Human Development (in particular in the health and education sectors) for those that are hard to reach is vital to extend its benefits to those disadvantaged groups that are still left behind. Very young and older women, especially among minorities that experience discrimination, often constitute the majority in these groups and target policies are needed to tackle their poverty and powerlessness. Access to justice and productive resources is essential, as is the reform of discriminatory institutions. Education is the one single intervention that can enhance the effectiveness of every other pro-poor measure, but if education is to have a lasting impact on CP it will need massive and long-term investment in both access and quality. This is quite 'do-able' but it requires far more public expenditure, backed by strong political leadership. While increasing overall educational access is a popular and 'visible' political move, this issue becomes 'invisible' when it comes to reaching the last 10 or 20% as they do not have a voice. Basic education (primary and lower-secondary) that ensure basic literacy and numeracy is a pre-condition for a household to escape from poverty and to sustain that escape over the long term.

Minimizing the risk of impoverishment linked to health shocks requires universal health coverage with an emphasis on access, quality, equity, and minimizing out-of-pocket expenses. This solution to the health-poverty challenge is a health service that is free at the point of delivery, whether funded by tax revenues or part-funded by insurance contributions, and accessible for the poorest children and adults.

Transformative social change (dynamic shifts in the norms, values and social relationships underlying processes of development) is required to address the discrimination and exclusion faced by so many of the CP. The policy agenda to address CP requires governance that is good enough to ensure fair and credible targeting in social assistance, for example, and for the achievement of good learning outcomes among poor children in education. The various countries that have been implementing policies and programs to tackle CP have one thing in common: a demand for such policies, either from politicians, constituents or other stakeholders. Such demand is, in turn, a function of incentives for the elite to build alliances with the poor, possibly around a nation-building project, and of the ability of the poor to solve collective action problems through organization.

9. Recommended interventions and WD policy principles (for its policy plan 2016-2020)

The above mentioned research findings lead WD to use the following policy principles in its policy plan 2016-2020).

1. Our mission, vision and Theory of Change urges us to invest more in inclusion of the PoP.
2. All partners are requested to develop a policy regarding reaching the poorest of the poor.
3. The context analysis on which new SMAPs of partners are based should give explicit attention to PoP in the planned intervention areas: who are the PoP in this area?; which subgroups can be distinguished?; what are main factors that keep people in poverty (root causes of local poverty)?
 - A profound analysis should be included of the presence and effectiveness of Gvt policies and schemes, as well as of other actors, to see where there are gaps in reaching the PoP (as a basis to develop strategies to address those gaps).
 - Specific methods should be used to identify and reach the PoP (with specific attention for subgroups, like the socially neglected elderly, physically disabled, mentally challenged people, jobless youth),
4. In the SMAP of partners the target group description gives specific attention to the group of the PoP: which subgroups of the PoP will be included the intervention's target group and which not (and why not)?; how will the PoP be targeted?
 - It requires Specific focusing /targeting methods – to reach the PoP (otherwise not 'visible').

- *When deliberately targeting the PoP, they should be included in the design and implementation of projects; with the awareness of the tendency for 'corruption' by the average in the community, where community leaders may confiscate initiatives.*
5. The ambition is to include in our programs those PoP subgroups that can be economically active, with the following comments:
 - Due to the low social status and self stigma inclusion of the PoP in the general target group will often not be possible and organizing the PoP in their own groups, at least in the initial stages, might be the best approach while full inclusion might be possible in later stages.
 - Working with the PoP cannot be limited to material aspects but should pay a lot of attention to building self-esteem and mindset issues: as long as people regard themselves as valueless and not able to change, real change will not happen. Social empowerment (combination of social protection, education, mindset change, social organization) is one of the most critical success factor for real change for the PoP.
 - The extent to which inclusion will be possible will depend on the type of program: inclusion in social programs (education, TVET, food security) will be easier than in economic programs (business development)
 - For those subgroups for which special expertise is needed (e.g. disabled persons still able to earn an own income) cooperation with relevant other actors will be sought (e.g. Disables Peoples's Organizations)
 6. For those subgroups that cannot be economically active, direct targeting by partners will often not be possible or wanted. However, these groups could be supported indirectly by means of a family approach or by linkages to other societal actors, notably churches, which are stimulated and supported to reach out to these people and offer opportunities for social integration.
 7. The factors that determine the situation of the PoP have to do with themselves (e.g. assetlessness, mindset) but also with the wider policy and institutional context. Therefore, an analysis of policies and interventions of other relevant actors and gaps and negative effects regarding the PoP is relevant and can be used for policy influencing towards these actors by partners.

The strategies should consist of the different interventions (DPA, CSS, PI), where influencing (at different levels) of policy development and implementation, is considered as an important intervention. This requires a broad cooperation with other CSO's. Focused DPA interventions, in particular in the area of education and skills training, should be done in such a way that it clearly strengthens the social and economic position of the PoP.

ANNEX 1: Summary of description of Average, Poor and Very Poor People in Bangladesh, Benin and Ethiopia (2 areas), derived from the ASC research, done by Anika Altaf			
Bangladesh – Khulna/Dacope district (= 150.000 p.)	Benin – Nikki city and 8 villages in rural setting of Nikki district (=137.721 p.; 8 villages ranging from 500 – 2.500 p/village)	Ethiopia – Jeldu district (212.715 p.) and 4 rural villages (295 HH)	Ethiopia – Zenebe Work slum (part of Addis Ababa city)
<p><u>Average</u> % of pop: urban 20%, rural 20% = 30.000 p.</p> <ul style="list-style-type: none"> • NGO workers and bankers; middle class business men and service holders • Able to meet their daily needs • Some land; concrete houses • Little amount of savings and some land; If hazard strikes, they may drop to poor • Access to education and health care (more difficulty with sending children to higher education abroad) • Not considered by NGO's, they have access themselves to services; 'corruption' by the average in the community (paying bribes to project officials). • Social and political linkages, but no dominating power 	<p><u>Average</u> % of pop: urban 40%, rural 38%</p> <ul style="list-style-type: none"> • Farmers who can afford other people farm for them • Good food (meat 5x/week); can solve their own problems • Some cattle; Good houses, tin roof (not bricks); own motor bike (some a car) • Children attend public schools; are healthy 	<p><u>Average</u> % of pop: district 30% (=63.000), rural 20% (= 59 HH)</p> <p><u>Town</u></p> <ul style="list-style-type: none"> • Capital 500.000 Birr = \$ 25.000; 2-3 cows; house, furniture • Children: education in town <p><u>Rural</u></p> <ul style="list-style-type: none"> • Capital Birr 200.000 = \$ 10.000 • 1-2 ha land, 2 pairs of oxen, 5-10 cows • House in the village and in town • Children education in town, upto grade 10 	<p><u>Average</u> % pop of slum: 13%</p> <ul style="list-style-type: none"> • Gvt workers, teachers, mechanics, small business owners, NGO workers • 3 meals/day; less variety than the rich (eat meat with holidays) • Own medium size house, with tin roof • Sometimes, own land; cows to milk • Go to Gvt clinics or less expensive private hospitals, for health care • Children go to Gvt School (or private schools) and some continue to university • Some get help from NGO's, pretending to be poor. • Some help poor to improve their lives; others do not care of others
<p><u>Poor</u> % of pop: urban 55%, rural 20% = 30.000 p.</p> <ul style="list-style-type: none"> • Day laborers, small business, no steady job. • Income < 15.000 Tk/mo = \$6/day; not enough money to meet Daily Needs; < 3 meals/day. High inflation – less variety of food. • Recurring disasters/prone to disasters; people fall and climb out of poverty continually. Due to natural hazards the # of very poor is increasing day by day (the poor become very poor) • < 0,5 acre land; not own shelter • No capital and savings. Some have mobile phones (including young women, resulting in more communication – pos and neg) • Access to free education and health serv • No social power; Highly exploited, deprived of justice • High discrimination in the context of gender social capital, wages rating, religion; Exclusion mechanisms (conscious/non-conscious); 	<p><u>Poor</u> % of pop: urban: 50%, rural 40%</p> <ul style="list-style-type: none"> • Farmers, but less/insufficient land to sustain themselves; cannot afford fertilizer; artisans; no surplus of food • Manage to eat sufficient, but cannot solve their own problems (dependent on others; rural: borrow from rich, prostitution)) • Poor conditions houses; rural: straw roof house/old tin roof. • Children to public schools (rural: difficult to pay school fees; assisted by NGO's) • Cannot attend meetings – not considered, not listened to; dirty old clothes. • Fear and distrust at the roots of society. Tension between different ethnicities has an adverse effect on collaboration between people and dev of society. No NGO seem to be able to get across these deep culturally biased cleavages. 	<p><u>Poor</u> % of pop: district 25% (=53.000 p.), rural 35% (=104 HH)</p> <ul style="list-style-type: none"> • Day laborers; cannot feed their family adequately, -1-2 meals/day • No capital, rural: some land (or small garden), but not enough; no excess crops • No livestock owned, but can borrow to multiply it. • some have a house, others not • town: education of children, some not; rural: no access to education, or drop-outs • no access to health facilities 	<p><u>Poor</u> % pop of slum: 30%</p> <ul style="list-style-type: none"> • Laborers (carpenters, painters), street vendors, gardeners, guards • Live day by day/struggle to survive (<i>I don't think about tomorrow; God knows what will happen'</i>); 2 meals/day (sometimes nothing to eat) • Do not own house; rent a cheap one, or in house built by NGO. • No savings, buy used clothes • Use Gvt clinic, some get free Kebele treatment • Children go to gvt schools, can afford uniforms; others need assistance. If they pass exams they can go to University, but most don't make it. • They are not respected, the rich do not want to see them. • Some help the very poor, and share what they have

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<p><u>Very Poor</u> % of pop: urban 20%, rural 25% = 37.500 p.</p> <ul style="list-style-type: none"> Day laborers (rickshaw drivers/single income earners) in informal sector/crime; elderly left alone, with no hope to get a better life. Based on interviews: average below \$1/day (variance: \$ 0,5 – 1,25/day) Not able to meet Daily needs; physical life depressive/darkness; more ill; 1-2 meals/day; the PoP < 50 years old have ideas and hope to climb out of poverty; they want to work and generate their own income. Program in economic sector/micro credit consciously exclude the PoP, because of risks, to being able to repay. Microcredit org pose a risk for PoP: high interest rates and sometimes ran away with savings, mental pressure, threat to confiscate belongings (<i>related to low legal status of PoP</i>) < 0,1 acre; live on streets/abandoned land Deprived of all technology/information. See children as assets to earn income No access to education, health, sanitation (also not interested in sending children to school because of need for income). More awareness about education. Considered as burden to society/outcasts; People say: they have a mentality of receiving from others. They themselves have very little knowledge of development initiatives in their area. But want to be included and benefit of initiatives, but often do not know how. Some are (said to be) ‘crazy’ – difficult to approach/to be involved. 	<p><u>Very Poor</u></p> <ul style="list-style-type: none"> Beggars/have nothing Program in economic sector/micro credit consciously exclude the PoP, because of risks, to being able to repay. No access to micro credit groups. Food is major problem (1 meal/day); always suffering; get leftover from others; Children malnourished Straw roof houses; they will need help of others to build a house Children not to school, unless with assistance of others People look very dirty and people are afraid to touch them Not considered in society (looked upon as lazy; their destiny). No say in village politics. Community leaders tend to confiscate initiatives, and do not invite the PoP. Low self esteem, people exclude themselves 	<p><u>Very Poor</u> % of pop: district 20% (=42.000), rural 20% (=59 HH)</p> <ul style="list-style-type: none"> Beggars – beg for food, 1 meal/day; no chance to find work or income or do dirty and difficult work; children work for the rich; too busy working to survive Mixed savings groups ask too high amount of money to save, excluding PoP. No plan/vision for the future. Geographically distant area, difficult to reach; area with few development initiatives. lack of (good) clothes, food and shelter; in rural settings: they have a small hut no farm land No access to health care; serious health issues No access to education, or early drop-outs (student start working for others) Not respected; people do not see them as equal Churches favour people in their networks, excluding PoP that do not belong to church groups; PoP do not get invited, do not feel welcome or even feel disrespected. 	<p><u>Very Poor</u> % pop of slum: 35%</p> <ul style="list-style-type: none"> Beggars, old people, not healthy people, street children, servants, garbage dump workers, bake injera, make alcohol. Many women are organized in micro enterprise thru the Gvt/NGO’s – saving money when working as a groups together in garbage area, in groups of 20. They save every 2 weeks 20 Birr. No benefit yet. Also received training from Gvt/NGO (E-H). More job opp. by creating own jobs, by creating groups (for making blocks, collecting dirt, cleaning roads). However, high competition for jobs between poor/very poor. Have nothing they live on the street; house made of plastic/wood, or group rent of 10-15 rent small house. If ill – they have great difficulty; they can get free treatment with letter of Kebele, but no free medicines, which they cannot afford to buy. More/better access to health services for PoP. Children do not attend education, unless helped by other; 50% to school. They can apply to Kebele – like lottery, or NGO’s, however they do not have info about application process of NGO’s. More free education for PoP. Isolated / or live in groups like street children where they share what they have Not respected; no support from the rich
<p><u>Initiatives tried to reach the very poor</u></p> <ul style="list-style-type: none"> Rehabilitation – shelter + facilitation (Gvt) Training of skills – free financial and technical support – after 2 years micro-credit (BRAC) Rehabilitation of street children in centre Govt loans for agro-processing (no access for POP) Social allowances, food aid and cash transfer (safety net) (no access for POP), e.g. disabled allowance 250 Tk/mo = \$3 <p>Very poor perceive they don’t benefit. Only those with strong social linkages (local leaders) who can pay bribers, which the poor and POP cannot do.</p>	<p><u>Initiatives tried to reach the very poor</u></p> <ul style="list-style-type: none"> Health insurance and prenatal care (based on contribution of the whole village) Helping with soy seeds Waterwells Micro finance was <u>not</u> used for the very poor 	<p><u>Initiatives tried to reach the very poor</u></p> <ul style="list-style-type: none"> Micro credit – only benefits the average and the poor Saving group only benefits the average WFP – food distribution – the very poor were reached Compassion: included children with no family and children of very poor families; the package included health service, food , clothes, schools, school books and materials 	<p><u>Initiatives tried to reach the very poor</u></p> <ul style="list-style-type: none"> Hospital – free service Hope and others: education (and TVET), clothing, 40 Birr allowance to very poor Kebele: 50% discount on wheat, soap, sugar, oil, blankets <p>Very poor are reached, although the average sometimes pretend to be poor and get it (this is not the case with Hope, where thorough home visits are done and backgrounds are well checked).</p>