

City-wise poverty mapping – NUPRP (Bangladesh)

Summary:

To remove rural bias in poverty reduction from the government systems and bring about a sustainable change in the functioning of institutions for the poor in cities, the Government of Bangladesh (GoB), with funding support from DFID UK, introduced the National Urban Poverty Reduction Programme (NUPRP) in 2015. UNDP implements NUPRP in partnership with GoB, Local Government Division and the Ministry of Local Government, Rural Development & Cooperatives (MLGRD&C). The planned period for the initial implementation is six years, from 2015 to 2021. The programme is being implemented in 20 towns (12 city corporations and 8 Paurashavs). The figure below presents an overview of the programme:

Goal: Contribute to balanced, sustainable growth and reduction, of urban poverty in Bangladesh.				
Outcome: A sustainable improvement in the livelihoods and living conditions of up to 6 million poor people living in urban areas.				
Target urban areas: NUPRP will work nationwide and cover up to 6 million poor people living in cities and towns in Bangladesh, and be open to all City Corporations and Class A Pourashavs. NUPRP will initially focus on up to 36 cities / towns in two phases.				
Component 1	Component 2	Component 3	Component 4	Component 5
Strengthened pro-poor urban management, policy and planning	Strong community organisations and an effective voice for the urban poor	Improved economic and social well-being for the urban poor	More secure tenure and housing finance for the urban poor	Improved resilient infrastructure in, and serving, low-income settlements
1A Strengthened municipal pro-poor urban management and planning (a) Strengthened pro-poor municipal urban governance (b) Strengthened municipal financial management and performance (c) Strengthened municipal pro-poor and climate resilient urban planning	2A More community level structures created 2B Community-to-community support services established	3A Skills and enterprise development for the urban poor provided 3B Improved nutrition 3C Prevention of early marriage strengthened	4A Improved tenure security 4B Improved access to housing loans and financing 4C Affordable and resilient housing for the urban poor promoted	5A Improved community-based infrastructure 5B Better municipal climate resilient infrastructure (5A) Settlements Improvement Fund (5B) Climate Resilient Municipal Infrastructure Fund
1B Strengthened national pro-poor policy and organisation capacity (a) Strengthened national urban policy frameworks and implementation (b) Strengthened national urban networks		3D Prevention of violence against women and girls strengthened Socio-Economic Fund	Community Housing Development Fund	

Source: (UNDP, 2016)

Objectives:

- To contribute to balanced, sustainable growth and reduction, of urban poverty in Bangladesh.
- The project includes five components: Strengthened pro-poor urban management, policy and planning; Strong community organisations and an effective voice for the urban poor, Improved economic and social well-being for the urban poor; More secure tenure and housing finance for the urban poor and; Improved resilient infrastructure in, and serving, low-income settlements.

Key Stakeholders:

- Local Government Division
- The Ministry of Local Government, Rural Development & Cooperatives (MLGRD&C)
- City Corporations

- Paurashavs
- DFID
- UNDP

Implementation strategy:

NUPRP aims to tackle the city-wide and more structural drivers of urban poverty, including tenure insecurity, poor municipal governance, lack of economic development and jobs and resilience. The programme aims to enhance the municipal governments' capacity to make them more accountable and lead to sustainable solutions to tackle urban poverty in the long run. NUPRP emphasises the need for a multi-level approach to strengthening the policy framework, institutional capacities and space for organisations and networks to engage, advocate and influence pro-poor, inclusive urban policies and programmes. The municipal level intervention draws from the experience of the Urban Partnerships for Poverty Reduction (UPPR) programme implemented from 2008 to 2015 (UN-Habitat). It builds on the experience of UPPR by addressing issues relevant to three critical areas, which are

- to build the capacity of the local government to plan and budget for the poor and to incorporate their voices in the decision-making process;
- to empower the local communities and to scale up the UPPR model of CDCs into new areas and
- to invest in urban infrastructure rehabilitation, focusing on improving and connecting informal communities with external investment options.

The intervention for the enhancement of municipal capabilities is to be undertaken in the following four areas:

- Involving poor men, women and children in the urban planning process: This includes the establishment of community development units, selection of community volunteers to mobilise and organise [communities and the provision of technical assistance to support relationship development, group formation and community contracting.
- Improving municipal financial management: This includes rationalising local taxes; improving revenue collection; reforming accounting, budgeting and financial management procedures; legislative amendments to enable higher resource mobilisation; pro-poor resource allocation based on evidence and dialogue; and improving public administration.
- Improving town/city leadership on local economic development: This includes the inception of resilient economic development plans at the municipal or local level, generating evidence on economic opportunities and options, and developing medium-term plans to attract public-private partnership.
- Strengthening poverty and resilience focus in planning and development: This includes town or city-level hazard risk assessment; developing settlement land maps, integrating climate resilience into town plans; identifying pilot programmes to support a low-carbon path and low-cost resilience; and capacity building for the town planning unit.

Resource Utilisation:

NUPRP makes use of statistical analysis to develop strategic plans at the municipal levels. These maps help identify the poor in the community and highlight gaps in the provision of necessary facilities. The tools used under the NUPRP to generate the poverty maps includes participatory *Mahalla* and resources mapping, urban poor settlements mapping, and institutional and financial capacity assessments. These tools help establish a baseline of the urban poor, collect multidimensional poverty data, promote the participatory assessment of poverty, and contribute to strategic usage of investments to improve the livelihood and living conditions of the cities' urban poor community. An overview of the tools and methods are outlined below:

- Mahalla and Resource Mapping: Mahalla (smallest administrative unit within a ward) mapping is undertaken to generate a more nuanced understanding of the poverty within wards by describing levels of poverty and distribution of services. Data is collected on boundaries of the Mahalla, their geographic location, size, location of infrastructure (educational institutions, recreation facilities, water services, solid waste management etc.), as well as on socio-economic and demographic parameters, to build an MPI of the Mahalla.

- Urban Profiling and Poverty Assessment: Ward Atlas and Urban Poverty Profile are two tools prepared using the participatory poverty mapping approach to understand the overall poverty condition at the ward or city level.
- Urban Poor Settlement Mapping: All poor settlements in terms of income, socio-economic and physical conditions of the settlements, including slums and squatters, are mapped and surveyed to determine their geographic location, size, shape and distribution pattern as well as conditions of various socio-economic indicators related to urban poverty. This helps determine the priority target settlements for the interventions by demarcating the settlement boundaries and collecting data on different poverty indicators for each settlement. (WB, 2009)

Impact/ Outcomes:

- The city-wide Participatory Poverty Mapping (comprising Mahalla and Resource mapping and Urban Poor Settlement Mapping) has been completed in 15 cities/towns in 2019. This mapping has resulted in the formation of city poverty reduction strategies, being implemented in 13 cities/towns in 2019. Institutional and Financial Capacity Assessments (IFCAs) have been undertaken in nine cities, to enable local government to develop local tax revenue strategies aiming to enhance the revenue collection to fund pro-poor urban development. NUPRP has established a grant-based Settlement Improvement Fund (SIF) to support primary infrastructure in low-income settlements (drains, footpaths, latrines, reservoirs, water wells, access road improvements, septic tanks, community resource centres) to meet the priorities of poor and marginalised communities. As of September 2019, a total of 607 SIF contracts based on the CAPs have been developed due to the capacity building provided by NUPRP. Climate Change Vulnerability Assessments with Infrastructure Assessments have also been completed in nine planned cities in 2019 (DFID, 2019).
- Poverty is a multi-generational problem requiring dynamic solutions that ensure a continuous flow of benefits and opportunities. The poor often belong to neglected, vulnerable and marginalised groups in the society, lacking formal representation or community voice. In Bangladesh, the urban poor were left off the development agenda for a long time. NUPRP builds on the idea of empowerment of the poor and their increased participation in the decision-making process. The programme also recognises that local institutions and populations are better suited to identifying their challenges and recommending appropriate solutions. Thus, by ensuring engagements between the community leaders and urban government officials, the programme aims to build long-term relationships and ensure the sustainability of the results for the foreseeable future.

Challenges/ Lessons Learnt:

- The program conducted validation exercises to assess the addressal of challenges faced for updating Bangladesh's poverty maps. These exercises helped provide lessons for future poverty mapping.

Replicability & Sustainability:

- There is a need to make poverty mapping a regular monitoring instrument—for this, it is important to maintain the quality of Census and HIES data; and to ensure that the methodology surpasses on to the next generation.

Fact Sheet:

Thematic area	Poverty Mapping
First-year of the program	2015
Responsible institution	Local Government Division and the Ministry of Local Government, Rural Development & Cooperatives (MLGRD&C)
Target audience	Urban Poor
Coverage	All cities