Chapter 3.

YOUTH

in Extreme Poverty:

DIMENSIONS and COUNTRY RESPONSES

A definition of relevant concepts and estimates of the number of young people in extreme poverty worldwide are provided in the beginning of this chapter. They are based on indicators used to measure the progress made towards poverty eradication within the framework of the Millennium Development Goals. Evidence is then examined to determine whether poverty is more likely to be concentrated among youth. Poverty Reduction Strategy Papers are used to help identify whether and how youth poverty is being addressed. The chapter concludes with an assessment of reasons for the likely underrepresentation of young people in the country-level poverty statistics and policy initiatives examined.

INTRODUCTION

Poverty and hunger are highly emotive terms. Most young people in the higher-income countries regard poverty—understood in its broader meaning of having no money or suffering the effects of famine, war or conflict—as not only unacceptable but also likely to impinge on their own well-being.[1] Opinion polls show that some 80 per cent of young people in the EU, for example, think poverty in low-income countries should be addressed and are willing to act to bring about change. Unemployment, exclusion, poverty, human rights and upholding democratic values are the issues to which many young people attach priority for action at the regional and global levels.[2]

Young people in low- and middle-income countries also regard poverty and the distribution of income and wealth as major issues of concern. A survey of 13- to 17-year-olds participating in the Arab Children's Conference, held in Amman in July 2001, placed education (25 per cent) and jobs (23 per cent) at the head of their list of concerns, followed by health care (15 per cent), the environment (13 per cent), poverty (11 per cent), political participation (8 per cent) and the distribution of income and wealth (6 per cent).[3]

Many or even most of the young people living in low- and middle-income countries are assumed to be poor in terms of the broader meaning of poverty as a lack of access to resources. However, no published data are available on the total number of young people in poverty or the regions in which the greatest numbers are to be found. An effort is made here to provide quantitative estimates of young people in extreme poverty around the world. The headcounts are based on the income and malnutrition indicators used to measure progress towards the poverty eradication targets of the Millennium Development Goals. The estimates of young people in poverty are based on the assumption that the incidence of poverty in a country is evenly distributed among all age groups in the population.

The chapter includes an examination of available evidence to ascertain whether poverty is more likely to be concentrated among young people. In other words, are there indications of a greater relative risk of poverty for youth, and for young women in particular? This is a key question whose answer has a number of implications for public policy. If poverty is distributed evenly throughout all age groups in the population, general policies aimed at poverty alleviation are justified. However, if young people in poverty face particular obstacles, policies need to be focused on addressing those challenges.

The evidence presented on young people at risk of poverty is based on information supplied in Poverty Reduction Strategy Papers. The content of the completed Papers for 17 countries will be analyzed to identify whether and how youth poverty is being addressed. The chapter concludes with an assessment of reasons for the likely underrepresentation of young people in the country-level poverty statistics and policy initiatives examined. The implications of these findings are explained as they relate to youth as stakeholders with the potential to influence the formation of public policy in their own countries.

YOUTH AND POVERTY
Defining Youth

The word "youth" has different meanings depending on the context—a fact that applies particularly to the present chapter. The term youth, or young people, is used as a statistical artefact to refer specifically to those aged 15-24 years. This is done for ease of comparison, as it is the age grouping for which data are available. However, this designation is often too narrow when young people and their circumstances are considered on an individual country basis. Another meaning, used in discussion of the policy responses of Governments to the particular problems faced by young people, is based on a sociological definition of youth as a transition stage between childhood and adulthood. More precisely, it comprises a series of transitions "from adolescence to adulthood, from dependence to independence, and from being recipients of society's services to becoming contributors to national economic, political, and cultural life".[4]

Defining Poverty

There is some controversy over the absolute poverty measure of $1 a day used in the Millennium Development Goals targets. A range of statistical problems must still be resolved to provide a more accurate measure based on purchasing power parity.[5] The use of a fixed and static international poverty line rather than national poverty lines has also been criticized for producing underestimates of the extent of global poverty.[6] The following analysis using income poverty measures based on the $1-per-day benchmark should therefore be viewed with some caution, as the figures provided represent a minimum estimate of the numbers of young people in poverty. The term "extreme poverty" is used to indicate the minimal nature of the estimates presented. Estimates of young people in hunger are also used to provide a further cross-check for estimates based on the income poverty indicator.

It is important to note that the full scope of poverty cannot be captured in a single measure.[7] Human poverty is more properly defined as the "lack of basic human capacities, such as illiteracy, malnutrition, low life expectancy, poor maternal health, (and the) prevalence of preventable diseases, together with indirect measures such as access to the…goods, services and infrastructures necessary to achieve basic human capacities (including) sanitation, clean drinking water, education, communications (and) energy".[8]

This broader view of poverty as a lack of capacities should also include the lack of access to means of acquiring knowledge, which may not necessarily be closely correlated with income poverty. One indicator of this is differential access to the

Internet. Although the Arab countries of the Middle East are classified by the World Bank as ranging from lower- to upper-middle-income, they have the least access to the Internet of all the regions in the world. Their level of Internet connectivity is even lower than that of sub-Saharan Africa, whose countries are mostly classified as low-income.[9]

This broader definition of poverty better reflects the views of the poor themselves. A qualitative survey of 1,363 rural villagers in Niger indicated that people saw poverty as involving dependence, marginalization, want, limitations on rights and freedoms, and incapacity (*see box 3.1*).

Box 3.1
PEOPLE'S PERCEPTIONS OF POVERTY

In a poverty analysis undertaken in Niger, 54 per cent of those interviewed attempted to define poverty, and a significant number linked the concept to non-monetary characteristics, as follows:

- *Dependence* was mentioned by 40 per cent, with some noting that a poor person was one who always had to "seek out others" or to "work for somebody else".

- *Marginalization* was used by 37 per cent; a poor person was defined as one who was "alone", had "no support", did "not feel involved in anything" or was "never consulted".

- *Scarcity* was included in the poverty definitions of 36 per cent; specifics included having "nothing to eat", a "lack of means to meet clothing and financial needs", a "lack of food, livestock, and money", and "having nothing to sell".

- *Restrictions on rights and freedoms* were associated with poverty by 26 per cent, who stated that "a poor person is someone who does not have the right to speak out" or "someone who will never win a case or litigation against someone else".

- *Incapacity* was mentioned in connection with poverty by 21 per cent of the interviewees, including the incapacity to take decisions, to feed or clothe oneself, or to act on one's own initiative.

Source: Republic of Niger, "Full Poverty Reduction Strategy Paper" (January 2002), pp. 18-19.

Numbers of young people in low- and middle-income countries

According to world population estimates for 2000, almost a half billion young people aged 15-24 years live in low-income countries, representing nearly half of all young people in this age group in the world. Another third of all 15- to 24-year-olds live in lower-middle-income countries, as defined by the World Bank. Only 11 per cent of young people in this age group live in high-income countries (*see table 3.1*). In terms of their relative share, young people account for around one-fifth of the population in low-income countries but only 13 per cent in high-income countries.

Table 3.1
Youth as a share of the total population, by income level of country

Income level of country	Total population, 2000 (millions)	Youth population aged 15-24 years (millions)	Youth as a share of total world youth population (percentage)	Youth as a share of the total population (percentage)
Low	2,493	487	45.9	19.5
Lower-middle	2,178	362	34.1	16.6
Upper-middle	488	93	8.8	19.1
High	903	119	11.2	13.2
Total	6,062	1,061	100	17.5

Source: United Nations population estimates (2000); and World Bank estimates (2002).
Note: Totals may not add up due to rounding.

An estimated 241 million young people aged 15 to 24 years live in a more specific group of low- and middle-income countries classified by the World Bank as severely indebted, representing 19.5 per cent of the total population. Estimates indicate that an additional 148 million in the same age group live in countries classified as moderately indebted, representing a similar share of the population. The countries classified by the World Bank and IMF as heavily-indebted poor countries (HIPCs) and therefore eligible for comprehensive debt relief have a youth population estimated at 128 million, or 19.8 per cent of their total population.

These data overlap closely with those showing the concentration of the youth population in particular regions. Among low-income countries the largest concentrations of young people aged 15-24 years are to be found in the Asia-Pacific region (17 per cent of all youth)—mainly in India (191 million), Indonesia (42 million), Pakistan (30 million), Viet Nam (16 million) and Myanmar (10 million). The other important regional concentration of young people in low-income countries is in Africa (19.8 per cent of all youth), with the highest numbers found in Nigeria (24 million), Ethiopia (12 million), the Democratic Republic of the Congo (10 million), Kenya (7 million), Tanzania (7 million), Zimbabwe (7 million) and Sudan (6 million).

USING MILLENNIUM DEVELOPMENT GOAL INDICATORS TO ASCERTAIN THE PREVALENCE OF YOUTH POVERTY
The value of using the Millennium Development Goal indicators

A more specific set of estimates of the number of young people in extreme poverty can be derived from the Millennium Development Goal targets for poverty eradication set by the General Assembly of the United Nations in 2000. The five indicators of progress in poverty and hunger eradication in relation to each country include the incidence of extreme poverty, the poverty gap ratio, the poor's share of national consumption, the prevalence of underweight children, and the proportion of the population living on less than the minimum level of dietary energy consumption (*see box 3.2*).

Box 3.2

Targets for achieving the first Millenium Development Goal and indicators used to measure progress

Goal 1. Eradicate extreme poverty and hunger	
Targets	Indicators
1. Halve, between 1990 and 2015, the proportion of the population whose income is less than $1 per day.	1. Proportion of people whose income or consumption is less than $1 per day
	2. Poverty gap ratio (incidence times depth of poverty)
	3. Share of the poorest quintile in national consumption
2. Halve, between 1990 and 2015, the proportion of people who suffer from hunger.	4. Prevalence of underweight children below the age of 5
	5. Proportion of the population below the minimum level of dietary energy consumption

Source: United Nations Millennium Development Goals, targets and indicators.

There are two major benefits associated with using the Millennium Development Goals as a source for estimating the number of young people in poverty. The first is that the targets are used by the United Nations, including its specialized agencies, in collaboration with the World Bank, IMF and OECD, to report on progress. This reporting process at the international level is intended to "trigger action and promote new alliances for development".[10]

The importance of the Goals as an impetus for action is demonstrated in the commitment made by the heads of State and Government of eight major industrialized democracies and the representatives of the European Union at the G-8 Summit held in Kananaskis, Canada, in June 2002. This commitment, expressed within the context of the initiative taken by African States in adopting the New Partnership for Africa's Development (NEPAD), offers the assurance that "no country genuinely committed to poverty reduction, good governance and economic reform will be denied the chance to achieve the Millennium Goals through lack of finance".[11]

The second advantage of using the Millennium Development Goals is that they are accepted internationally as a means of monitoring progress at the regional and national levels to "help reduce the gap between what needs to be done and what is actually being done".[12] At the country level, the Goals are intended, in particular, to help "increase the coherence and consistency of national policies and programmes … to ensure that poverty reduction strategies increase the focus on the poorest and most vulnerable through an appropriate choice of economic and social policies".[13]

Many low-income countries now have information available on key development indicators and a clear outline of their policies to address the Millennium Development Goals in an easily accessible form. The Poverty Reduction Strategy Papers (PRSPs), a requirement for debt relief under the Heavily Indebted Poor Countries (HIPC) initiative of the IMF, are produced through a process of consultation with a range of stakeholder groups within the countries concerned. United Nations

country assessments and national human development reports provide valuable additional information on the status of young people, in terms of both their situation and the policies proposed to address their specific needs.[14]

Young people and the poverty and hunger eradication indicators of the Millennium Development Goals

What do the indicators suggest about how young people in the world are currently faring? The first and most important of the Millennium Development Goals is to eradicate extreme poverty and hunger. Two targets have been set for this purpose. The first is to reduce by half, between 1990 and 2015, the proportion of the world's population whose income is less than $1 per day; the second is to halve the proportion of people who suffer from hunger over the same period. Achievement of the two targets is to be assessed by monitoring changes in five indicators relating to measures of income poverty and malnutrition (*see chart 3.1*).

In concrete terms, the first target is to lower the proportion of the world's population surviving on less than $1 a day to under 15 per cent by 2015, and the second is to reduce the undernourished proportion of the population in developing countries from 21 per cent during the period 1990-1992 to half of that figure by the middle of the next decade.[15]

The World Bank's World Development Indicators database is a repository of the most recent data on all the indicators chosen to measure progress in achieving the Millennium Development Goals. These data relating to poverty are based on representative household surveys and cover various years after 1990 for most countries of the world.[16]

First indicator: incidence of extreme poverty

The first Millennium Development Goal poverty indicator measures the absolute income poverty level for a country, based on the proportion of the national population in households with per capita consumption of less than $1 per day, measured in terms of 1985 purchasing power parity. The figure of $1 a day is used because it is regarded as typical of the poverty lines in low-income countries.[17] However, as this absolute measure excludes most middle- and high-income countries, the incidence of poverty based on national poverty lines is also reported to provide an idea of the relative poverty levels of countries in different income categories.

It is possible to use data on absolute income poverty at the country level to estimate the number of young people in extreme poverty in 2000. The proportion of people in a country living on less than $1 a day can be applied to the age group 15-24 to calculate the number of youth below the poverty line.[18] Estimates can be obtained for countries for which there are no poverty measures by applying the same percentages to another country with an available poverty measure in the immediate region.[19]

It is estimated, based on this method, that 238 million young people in the world were surviving on less than $1 a day in 2000. This represents nearly a quarter (22.5 per cent) of the world's estimated youth population of 1.061 billion (*see table*

3.1). The South Asia region has the largest concentration of young people in extreme poverty (106 million), followed by sub-Saharan Africa (60 million), East Asia and the Pacific (51 million), and Latin America and the Caribbean (15 million).

The 11 countries with the largest concentrations of youth below the poverty line are India, China, Nigeria, Pakistan, Bangladesh, the Democratic Republic of the Congo, Viet Nam, Brazil, Ethiopia, Indonesia and Mexico; together they account for 77 per cent of the 238 million young people living in extreme poverty (*see table 3.2*).

Table 3.2
Youth in 11 countries with the highest concentrations of youth below the poverty line (income/consumption of less than $1 per day), estimated from national data

Country	Proportion of the total population living on less than $1 per day (percentage)	Total estimated youth population aged 15-24 years (millions)	Number of youth living below the $1-per-day poverty line (millions)
India	44.2	191.2	84.5
China	18.8	191.4	36.0
Nigeria	70.2	24.7	17.3
Pakistan	31.0	29.5	9.1
Bangladesh	29.1	30.2	8.8
Democratic Republic of the Congo	66.6	9.8	6.5
Viet Nam	37.0	16.3	6.0
Brazil	11.6	34.0	3.9
Ethiopia	31.3	12.1	3.8
Indonesia	7.7	42.1	3.2
Mexico	15.9	20.0	3.2
Total			182.5

Sources: World Bank, World Development Indicators (Washington, D.C., April 2002); and United Nations population estimates (2000). The poverty rate for the Democratic Republic of the Congo is imputed from the rate for the Central African Republic. The poverty rate for Viet Nam is based on the UNDP "International Development Targets/Millennium Development Goals: progress report from Viet Nam" (2001).
Note: Totals may not add up due to rounding.

A broader measure of absolute income poverty is the number of people who live on less than $2 a day. The *UNDP Human Development Report 2002* provides data, where available, on the proportion of the population in each country surviving on below $2 a day. Applying this proportion to the population of young people indicates that a total of 462 million youth, or just over a third (37.5 per cent) of the estimated number of 15- to 24-year-olds in the world (in 2000), are living in poverty as defined under the broader measure.

Second indicator: poverty gap ratio

The second indicator used by the United Nations to measure poverty is the poverty gap ratio, which is the combined measurement of the incidence and the depth of poverty in each country. As noted above, the incidence of poverty is the proportion of people who live below the poverty line; depth of poverty refers to the difference between the poverty line of $1 a day and the average income of the population living under the poverty line. Multiplying the incidence of poverty by the depth of poverty produces a measure of the magnitude of poverty.[20] In other words, countries can be rated not only in terms of the proportion of their population who are poor, but also in terms of how poor they are. The target for this indicator is to halve the poverty gap ratio between 1993 and 2015, bringing it down to below 5 per cent.[21]

The 19 countries with the largest poverty gaps or largest concentrations of poverty (those with a ratio of 10 per cent or more) are listed in table 3.8, at the end of this chapter. The table also includes each country's estimated population of young people aged 15-24 years and an estimated headcount of youth living in poverty. An estimated 255 million young people reside in countries with the largest concentrations of poverty; nearly half (some 118 million) are living below the poverty line of $1 a day.

It is no surprise that 15 of the 19 poorest countries in the world are in sub-Saharan Africa (*see table 3.8*). The 51 million youth in these countries account for 37 per cent of all young people in sub-Saharan Africa.

Third indicator: the poor's share of national consumption

The third indicator of income poverty linked to the Millennium Development Goals concerns the degree of inequality in a country, measured by the income/expenditure of the poorest 20 per cent of the population as a proportion of the total income/expenditure of the population as a whole. The aim of the indicator is to focus on the situation faced by the most vulnerable population group. This indicator is particularly useful for comparing changes over time; its prime value is in recording whether increased economic growth is benefiting the poorest fifth of the population.[22]

As the inequality indicator serves as a means of cross-checking the other poverty indicators, no specific target has been set for it. However, the World Bank noted a baseline proportion for the world in 1990 of 7 per cent of income going to the poorest fifth of the population in countries for which data were available.[23] The regions in which the poorest receive a greater share of their country's national income are South Asia (9.2 per cent) and the Middle East, North Africa and Western Europe (7.4 per cent). The smallest income shares go to the poorest fifth in the regions of Eastern Europe and Central Asia (6.1 per cent), East Asia and the Pacific (5.9 per cent), sub-Saharan Africa (5.0 per cent) and Latin America and Caribbean (3.3 per cent).[24]

Fourth and fifth indicators: young people in hunger

The Millennium Development Goals acknowledge that poverty needs to be measured in ways that are not based on income.[25] Reducing hunger among the world's population is a necessary condition for eliminating poverty because better nourishment improves the capacity of people to produce a sustainable livelihood.

As noted above, the second target for the Millennium Development Goal of reducing poverty is to halve, between 1990 and 2015, the proportion of people who suffer from hunger. The achievement of this target is to be measured by two indicators: the prevalence of underweight children (under five years of age) and the proportion of a country's population below a minimum level of dietary energy consumption. Data are available for the first indicator only. The specific target for this indicator is to reduce the prevalence of underweight children from 32 per cent of the population aged 0 to 5 years in 1990 to 16 per cent by 2015.

The prevalence of children who are underweight represents a key indicator in its own right as a measure of progress in improving child nutrition. It also provides a valuable means of cross-checking the reliability of income-based measures of poverty. Another advantage is that it offers better coverage of the world's population than do income poverty measures (89 per cent, compared with 71 per cent of the world's population represented for those surviving on below $1 a day).[26]

A total of 57 countries have a higher proportion of their children underweight than the 2015 target of 16 per cent. In these countries there were an estimated 497 million youth aged 15-24 years in 2000, 35 per cent of whom were believed to be living below the absolute poverty line of $1 a day. The most heavily populated countries with the highest proportions of underweight children are Bangladesh (61.3 per cent), Ethiopia (47.2 per cent) and India (47 per cent); their combined population of 15- to 24-year-olds totalled an estimated 233.5 million in 2000.

Background documentation produced for the FAO-sponsored World Food Summit: Five Years Later, held in Rome in June 2002, provides a rating of countries according to their prevalence of undernourishment, based on data for 1997-1999. The background report for the Summit, entitled *Mobilizing the Political Will and Resources to Banish World Hunger*, rates countries in the world with populations of over 1 million (where data are available) according to their incidence of undernourishment and identifies each as belonging to one of five categories.[27] Categories 1 and 2 are reserved for countries with a low incidence of undernourishment, category 3 for those at an intermediate level, and categories 4 and 5 for countries in which the prevalence of undernourishment is high.[28]

Some 49 countries are classified by the FAO as having a high prevalence of undernourishment and are placed in categories 4 and 5 (*see table 3.9*, at the end of this chapter). If the incidence of undernourishment in each of these countries is applied to the resident youth population, it is possible to estimate the number of young people in hunger. Using this method, the number of such youth in countries with a high prevalence of undernourishment is estimated to be 110 million (*see table 3.3* for the regional distribution); this translates into 72 per cent of all young people in all countries with populations of more than 1 million. An estimated 38 million young people are in hunger in category 5 countries (those with the highest incidence of undernourishment).

Table 3.3

Region	Estimated population of undernourished youth (millions)
Sub-Saharan Africa	39.3
East Asia and the Pacific	7.4
Latin America and the Caribbean	3.7
Middle East and North Africa	1.2
South Asia	58.5
Total	110.1

Source: FAO, *Mobilizing the Political Will and Resources to Banish World Hunger: Technical Background Documents* (Rome, 2002), based on 1997-1999 data; and United Nations population estimates (2000).

Summary of analysis: How many young people are in extreme poverty?

Two broad sets of indicators—income and undernourishment—are used to measure progress towards the Millennium Development Goal of eradicating poverty. In relation to income poverty, estimates of the number of young people surviving on less than $1 a day have been presented. The numbers of young people in countries with high levels of child undernourishment and low calorie intake for the population as a whole offer another source of information on the extent of poverty, statistically independent of the income measures. The latter help to confirm the accuracy of income-based estimates of youth in poverty.

At the bottom end of the scale, an estimated 38 million young people are living in hunger in the 23 countries designated as having a very high prevalence of undernourishment. The estimate of 110 million youth in hunger is based on the incidence of child undernourishment applied to the population of young people living in countries with a high or very high prevalence of undernourishment. The middle-range estimate of youth in poverty is the 238 million young people surviving on $1 a day, representing 23 per cent of the total youth population. At the high end (based on 2000 figures), an estimated 462 million young people aged 15-24 years are living in extreme poverty, surviving on less than $2 a day, and the figure rises to 497 million when calculated based on the proportion of children in each country who are underweight. The latter total represents nearly half of the world's youth population.

The broader definition of absolute poverty based on the measure of $2 a day (462 million) is said to reflect the national poverty lines more commonly used in lower-middle-income countries.[29] This estimate is confirmed by its similarity to the number of young people identified as being undernourished, based on the incidence of child undernourishment applied to the youth population (497 million). The $1-per-day measure produces a smaller estimate of 238 million, which appears to underestimate the number of young people who could be regarded as being in extreme poverty, especially when compared with the previous two figures based on the $2-per-day estimate

and the incidence of child hunger applied to the youth population. More specific measures of poverty can also be derived. The more narrowly focused estimates of 38 million to 110 million young people in hunger are based on the imputed incidence of undernourishment among young people in particular countries rated as having a high overall prevalence of undernourishment.

YOUNG PEOPLE AT RISK OF POVERTY: IDENTIFYING NEEDS AND DEVELOPING TARGETED SOLUTIONS

Are young people more at risk of experiencing poverty than other age groups? Easily accessible information on youth in poverty is difficult to find. None of the 10 recent UNDP country reports on the Millennium Development Goals, for example, mentions youth as a specific focus of their reporting on progress made towards the eradication of poverty.[30] Only two reports provide any data on young people at all: the Mauritius report notes the unemployment rate among youth aged 15-24 years at two points in time;[31] and the Albanian report provides literacy rate data for the same age group.[32]

Among the 24 country and regional human development reports produced by UNDP between 1998 and mid-2002, however, seven include a major focus on young people.[33] For example, the *Arab Human Development Report 2002: Creating Opportunities for Future Generations* highlights the connection between youth unemployment and poverty.[34]

Identifying young people in poverty

The 17 completed Poverty Reduction Strategy Papers constitute a valuable source of evidence of whether youth are seen by the Governments of low-income countries as a specifically targeted poverty group. The Papers are produced by the Governments of heavily-indebted countries based on input from domestic stakeholders as well as external development partners, including the World Bank and IMF. An important new feature of the PRSP process is seeking the participation of a range of major stakeholder groups, including the poor.[35]

Eleven of the seventeen Papers indicate which stakeholders were involved in the relevant discussions. In those Papers in which such information is included, nearly all mention young people, classified as youth or students, as being participants in the consultation process (*see table 3.4*).

Table 3.4
Youth consultation in the formation of completed Poverty Reduction Strategy Papers, to August 2002

Were youth groups consulted?			
Yes	No	Information not available	Total
10	1	6	17
58.8%	5.9%	35.3%	100%

Source: Author's analysis of completed Poverty Reduction Strategy Papers; Papers are available at www.imf.org.

Youth involvement in the consultation process did not necessarily result in the identification of young people as a major group affected by poverty. Among the 17 countries with completed Poverty Reduction Strategy Papers, only Malawi and Zambia specifically mention youth as a major population group experiencing poverty. Four countries (Burkina Faso, Honduras, Nicaragua and Rwanda) accord youth a minor focus in their PRSPs (*see table 3.5*). Nearly a quarter of the countries mention youth in passing as one of several groups living in poverty. Some 41 per cent of the completed Papers, however, do not refer to youth as a group in poverty at all. Possible reasons for this are explored in the section below in relation to static and dynamic views of poverty.

Table 3.5

Youth as a specific group in poverty in completed Poverty Reduction Strategy Papers, to end-August 2002

Youth identified as a group in poverty				
Major focus	Minor focus	One of several groups	No mention	Total
2.0	4.0	4.0	7.0	17.0
11.8	23.5	23.5	41.2	100.0

Source: Author's analysis of completed Poverty Reduction Strategy Papers; Papers are available at www.imf.org.

The identification of youth as a major or minor focus in the PRSPs takes various forms. The Zambia Paper notes that "the most affected by poverty and environmental degradation are women and youths as they have limited access to land, other productive resources, as well as limited employment in the formal sector".[36] More detailed coverage is given to poverty among children, defined in this case as those between 12 and 19 years of age (*see box 3.3*).

Nicaragua's Poverty Reduction Strategy Paper reveals in a section on human capital and poverty that the country's adolescent fertility rates are the highest in Latin America and represent an increasing share of all births. According to the Paper, almost half of all women in Nicaragua have experienced at least one pregnancy by age 19. The Paper goes on to note that "poor women are less able to plan families; they have less access to information on family planning and face higher reproductive risks".[37]

A similar issue concerning adolescent maternity and poverty is raised in the Honduras Paper:

> "Fertility rates in adolescent women (between 14 and 18 years of age) are of particular concern, reaching levels of 2.2 children per woman in rural areas, which contributes to the fact that around 15 per cent of all births nationwide are accounted for by adolescent mothers. Maternity in adolescent women is also linked to an increase in women as heads of the household, which seems to relate significantly to income level. This happens both in urban areas (due to marginalization processes and family disintegration) and in rural areas (due to differences in migration patterns and destinations between men and women)."[38]

> ## Box 3.3
> ### CHILD POVERTY
>
> Child poverty is a conspicuous and growing phenomenon in Zambia. It takes a variety of forms: orphans, street children, working children and children who head households. [Sixteen] per cent of the children in Zambia are orphans. [In addition,] the number of orphans is higher in the rural areas, in small-scale-farming households and in low-cost areas where the incidence of poverty is the highest. Some 20 years ago, street children were unheard of, but today they are a visible lot. Current estimates are not available. In 1996, they were estimated at 75,000, and the numbers have probably grown since then. Child-headed households and child labour are also phenomena indicative of children in distress. Child-headed households are the results of the death of both parents leaving a trail of children and the responsibility on the eldest child, often a teenager, to look after the younger siblings. The conditions in child-headed households are worse than those obtaining in female-headed households. Child labour is an offshoot of the declining economic conditions. In 1998, 28 per cent of the persons in the age group 12-19 years were part of the labour force. These are children one would have expected to be in upper primary and secondary schools in normal circumstances.
>
> Source: Government of Zambia, "Poverty Reduction Strategy Paper", excerpt (31 March 2002), p. 24.

The Government of Rwanda's Paper notes the following:

"Much underemployment is found among young men who have not yet married. Whether or not this group is poor in consumption terms, they suffer from the lack of employment opportunities. Hence, the generation of employment opportunities needs to be an important objective of the poverty reduction strategy."[39]

The Poverty Reduction Strategy Paper for Gambia, one of the poorest countries in Africa, presents the results of a national household survey conducted in 1998. The findings throw light on the relative poverty status of young people in comparison with that of other age groups (*see table 3.6*).[40]

The survey results show a slight tendency for 10- to 19-year-olds in Gambia to be overrepresented among the poor and extremely poor relative to their share of the total population, while the age group 20-39 is underrepresented. It should be noted, however, that these are trends evident at the margin only. Overall, they show that the extremely poor and the poor have age distributions close to those of the total population. The data suggest that while age is associated with poverty, there are other, more encompassing factors at work that apply to the total population.

Table 3.6
Population distribution in Gambia by poverty status, 1998

Age group	Extremely poor	Poor	Total population
0 to 4	15.0	14.9	14.4
5 to 9	18.0	17.2	16.1
10 to 19	25.9	24.8	23.4
20 to 39	24.2	26.3	28.5
40 to 59	11.0	10.9	11.9
60 +	5.9	5.9	5.7
Total	100.0	100.0	100.0

Source: Republic of Gambia, "The Gambia: strategy for poverty alleviation" (2002), p. 25.

The Poverty Reduction Strategy Paper for Bolivia also offers an age-related comment on the impact of poverty, noting that it tends to be linked to the stage in a person's life cycle:

> *"Poverty levels are significantly higher (56 per cent) in households headed by young persons—under 25 years of age—than in those headed by older persons. This factor reflects the fact that households accumulate more assets during the life cycle, and that older households generally have a lighter burden of family responsibility."* [41]

Young people as a target group in Poverty Reduction Strategy action plans

The next level of recognition of young people in the PRSP context relates to whether they are highlighted as a target group in the Papers' action plans. A content analysis of the relevant sections indicates that youth are a major target group in almost half, and a minor focus in nearly a quarter, of the 17 completed Papers (*see table 3.7*). The action plans of five countries make no reference to young people. The countries with plans in which youth are a major focus include Burkina Faso, Gambia, Honduras, Malawi, Mauritania, Mozambique, Nicaragua and Zambia. Youth are a minor focus in the action plans of Albania, Guinea, Rwanda and Yemen. They fail to rate specific mention in the plans of Bolivia, Niger, Tanzania, Uganda and Viet Nam.

What is significant about these lists is that different countries in the same region can vary greatly in terms of the importance they accord youth as a focus of attention. Countries as close as Gambia and Guinea in West Africa, or Rwanda and Uganda in East Africa, for example, give youth a different degree of priority in their action plans. This suggests that the availability of appropriate data sources and the differing capacities of representative youth groups may be important influences on whether youth are identified as a target group in action plans.

Table 3.7

Youth identified as a target group in action plan			
Major target group	Minor target group	No mention	Total
8.0	4.0	5.0	17.0
47.1	23.5	29.4	100.0

Source: Author's analysis of completed Poverty Reduction Strategy Papers; Papers are available at www.imf.org.

Actions taken to improve the situation of vulnerable young people in hunger

The Poverty Reduction Strategy Papers of Honduras, Malawi, Mauritania, Mozambique and Nicaragua stand out in terms of their focus on youth. These countries have highlighted the attention young people are to receive in the form of specific initiatives, and have also referred to youth as a group likely to benefit from efforts to achieve outcomes that go beyond the delivery of simple programme outputs.

Malawi's Paper notes that about 300,000 people leave the formal education system every year, but only 30,000 secure formal employment, leaving a balance of "270,000 people who enter the labour market annually and seek some…source of income other than (formal) wage employment". For those school leavers not in wage employment, the problem is a "lack of skills development due to inappropriate education curricula at all levels and low access (to) and intake into technical, entrepreneurial and vocational training institutions".

A more comprehensive and people-centred approach to achieving policy outcomes is evident in the range of issues highlighted by the Malawi Paper for attention in relation to the reform of the technical, entrepreneurial and vocational education and training system. The range of initiatives includes the innovative use of "mobile village polytechnics" to promote self-employment through skills development for the poor in the informal sector in rural areas, and the expansion of multi-purpose youth centres offering appropriate resource and educational information, trained youth leaders and vocational training. New competency-based curricula are to be introduced for vocational education and training in primary, secondary and technical education, backed by rehabilitated infrastructure and equipment and strengthened management and financing systems for the vocational education system.[42] A total of 11 performance indicators are identified to measure the progress achieved in the areas in which changes are sought.

The Nicaraguan Paper highlights the problem of early pregnancy among poor adolescent girls linked to "cultural patterns of early fertility, high school drop-out rates, abuse of women, and limited options in the job market".[43] The proposed set of integrated responses to the plight of vulnerable adolescents involves improved family planning and access to better reproductive health services, together with safe water and basic sanitation to reduce mortality rates. There is also to be an emphasis on strengthening the social fabric by reducing violence in the family through formal

and non-formal education programmes involving NGOs, community leaders and municipalities. The intention is to encourage self-esteem, responsible paternity and maternity, and family unity. Activities to impose penalties for or prevent family violence and assist victims are also being developed.[44]

The Honduras Paper mentions that within the context of the country's goal of supporting the growth of micro-, small- and medium-sized enterprises as a source of employment generation and income for poor families, one of the aims is to "stimulate the birth of young entrepreneurs, incorporating different models and education levels for project design and management, and providing favourable finance conditions". The indicator for the policy objective is the "number of youth-incubating enterprises operating".[45] The section on education reform specifies the objective of strengthening middle technical-productive education, both formal and non-formal, with one of the performance indicators being the "percentage of young workers graduating from technical education".

Mauritania's Paper includes two initiatives with direct relevance to young people. One is a special vocational training programme for more than 5,000 people, mainly targeting women and youth. The other is a programme that provides training tailored to the specific needs of unemployed graduates and then strives to place them in the workforce, in partnership with the private sector, local communities and NGOs. The programme is also to provide women who are seeking self-employment with skills to enhance their income-generating capacity.[46]

The remaining Paper with a significant emphasis on young people in poverty is that of Mozambique, which outlines plans to address the health-care needs of "youth and adolescents". The main objectives of the initiative are to improve the health of this group and their knowledge of health issues through school health activities by training personnel to work with adolescents in relation to family planning, complications arising from abortion, and the prevention and treatment of HIV/AIDS. Other, related key measures include establishing health services that meet the reproductive health needs of adolescents.[47]

YOUTH DISADVANTAGED
BY STATIC VIEWS OF POVERTY

The foregoing analysis of the information provided by Governments and other stakeholders through the PRSP process on the extent and nature of poverty suggests that many do not regard young people as a traditionally marginal group in poverty. This may be the result of several factors. First, young males who are poor are not as easi-

ly identified by officials as being part of the visible poor; they are likely to be more geographically mobile. Second, young men (and sometimes young women) are not viewed by authorities as economically or socially dependent in the same way that children or old people may be seen. Third, young males are not as likely as young females to be regarded as socially vulnerable.

The underreporting of young people in poverty statistics may also derive from more complex factors shaping how researchers view poverty and the methodology used to collect data based on this view. Young people are less likely to be identified as a separate poverty target group where a static definition of poverty prevails.[48] The static definition focuses on persistent poverty among the long-term poor, highlighting how people experience difficulties on a continuing basis. These difficulties are likely to be caused by entrenched structural or cultural factors such as regional location and lack of access to basic services related to education and health. The poor are often seen as victims, born into or trapped in poverty because of where they live.[49] This type of poverty is measured relatively easily through household surveys because the population is stable and all age groups are equally affected.

A more dynamic definition of poverty can offer a different starting point for understanding and researching youth and poverty. This alternative approach acknowledges that poverty may be more situational than inherited, and more likely to be a short-term than a lifelong experience. In the latter context, poverty is likely to be associated with difficulties in negotiating a particular stage in the life cycle, such as initially developing a regular livelihood or coping with the birth of a child. A more dynamic view of poverty also emphasizes the active role the poor play in working to get themselves out of poverty. This perspective is illustrated in box 3.4.

Box 3.4
BETTER PROTECTION FOR VULNERABLE GROUPS IN NICARAGUA

Work is being done to differentiate between transfers the government should make unconditionally, such as for poor households facing generalized crises, and more targeted interventions to relieve those vulnerable groups undergoing temporary reversals. Clear income and exit mechanisms for social protection programmes are being designed, so that support and capacity-building go hand-in-hand when a crisis affects the poor, avoiding regression to paternalism and dependency. Future efforts will then be directed towards programmes to better predict some disasters (earthquakes, hurricanes, droughts) and to ameliorate their impact more effectively.

Source: Government of Nicaragua, "A strengthened growth and poverty reduction strategy" (July 2001), p. 35.

One way the poor can help themselves is to develop ways to manage risk in their lives. Lowering one's risk profile may involve measures such as saving money to tide one over during periods of low income generation or investing time and resources in further education and training. Another proactive undertaking entails improving access to supportive social networks in the community that can provide assistance if and when needed. These networks, broadly defined, can include unions, regional associations and community-based support agencies. Supportive social networks may also present opportunities to use "weak ties" to obtain information about decent work or other opportunities to establish a sustainable livelihood in a market economy.[50]

Both perspectives are important for understanding poverty. In terms of understanding the significance of poverty for young people, this chapter contends that the dynamic view offers a better starting point, though it is true that some young people such as single mothers or youth residing in rural areas may be better understood from a static poverty perspective.

The need for a new approach to measuring youth in poverty

Continued reliance on household surveys to determine who is living in poverty will perpetuate the bias against youth. Household surveys usually focus on easily enumerated households identified by a dwelling and a family. Young people are likely to be underrepresented in such settings if they have left the parental home and are in precarious circumstances, which often includes residence in temporary lodgings or even being without any accommodation at all.

Collecting data on young people who are poor using the dynamic perspective on poverty is a more complex task than applying the methodology required for recording poverty from a static perspective.[51] It requires information that does more than record the "incidence" of poverty. It involves obtaining details about income generated over time for particular age groups, the subjective perceptions of those affected, and the significance of the findings.[52]

The dynamic view of poverty requires going beyond aggregate cross-sectional data, focusing on the collection of information about individuals' or specific groups' experiences of poverty over time. Longitudinal data, even if only from small but representative sample surveys, are likely to yield better information about the economic needs and prospects of individuals and groups at risk of poverty than will large-scale and expensive household surveys. Micro-level data will provide better insights into what forms of assistance are likely to be effective.[53] Data collection from a dynamic perspective on poverty needs to start with the identification of separate potential crisis events in a person's life cycle—such as being born, completing a minimum level of education, obtaining a good job, losing a job, bearing children, and dying—and developing a risk profile for those most likely to experience difficulties.[54]

A different policy focus

Policy prescriptions that follow from the static and dynamic views of poverty are notably different. Those based on the former are more likely to focus on geographically targeted poverty alleviation efforts, applied to the whole population within a particular area. Specific measures implemented from a static poverty perspective are typically aimed at addressing the poor's marginal status and social exclusion.

The dynamic view of the poor person as a risk-taker will emphasize policies that help reduce the individual's exposure to risk and enhance the capacity of the most vulnerable to find ways to manage risk better and shape their own lives, individually and collectively. These policies can range from providing more equitable access to education and opportunities for upgrading skills to offering easier access to credit. Other policies may include increasing access to preventive health care or

temporary welfare assistance, or even longer-term measures to build up social capital such as expanding opportunities to participate in the wider society through membership and involvement in civil society organizations.

One specific policy recommendation deriving from this perspective, to help overcome the apparent bias against young people in microcredit provision, is for Governments to collect the data on young people's risk profiles and develop an assessment tool for use by individual microcredit providers. Such an assessment tool would enable those making credit decisions to identify the degree of risk involved in extending a loan to a young person. If it is acknowledged, for example, that only about 20 per cent of young people have the potential to be entrepreneurs, a filtering process to select those most likely to succeed is justified.[55]

This assessment tool should include information on the range of factors known to be associated with success in self-employment and sustainable income generation in the informal sector. Relevant data would likely include age range (for example, 20-24 or 25-29 years), previous experience in wage employment, existing amount of capital, viability of the business plan (even if only verbally presented), access to a mentor, and social network support.[56]

CONCLUSION

This chapter presents various estimates of the number of young people in poverty in the world and their distribution by region and country. It is noted that the lowest estimates of youth in extreme poverty range from 38 million to 110 million; the former figure is based on the number of young people in hunger who are living in the 23 countries designated as having a very high prevalence of undernourishment, while the latter is based on the number of youth in hunger living in countries with a high or very high prevalence of undernourishment.

The middle-range estimate of youth in poverty is 238 million surviving on less than $1 a day. High-end estimates of the number of young people aged 15-24 years in extreme poverty in 2000 are 462 million, based on those surviving on less than $2 a day, and 497 million, based on the number of children who are underweight applied to the youth population.

The use of the broader definition of absolute poverty, based on the $2-per-day measure (462 million), appears to be justified by its similarity to the number of young people identified as being undernourished based on the incidence of child malnutrition applied to the youth population (497 million). The narrower definition, based on the measure of $1 a day, generates an estimate of 238 million young people in extreme poverty, which appears to be an underestimate, given the much larger, complementary figures just mentioned. More specific measures of poverty have also been derived; the more narrowly focused estimates of between 38 million and 110 million young people are based on the imputed incidence of undernourishment among young people in specific countries rated as having a high overall prevalence of undernourishment.

The contrast between the high proportion (about half) of all young people who can be identified as being at least nominally in poverty and the lack of more direct

evidence of youth in poverty is noted in the chapter. The latter is evident from the information provided in the completed Poverty Reduction Strategy Papers. The chapter also highlights the fact that youth constitute a major focus in only half of the completed Papers and a minor focus in another quarter. Some 29 per cent of the PRSPs do not mention youth at all in their action plans.

Reasons for the relative neglect of youth have been explored. In particular, the need for a different perspective on poverty has been put forward—one more relevant to the situations many young people are likely to encounter. It should be noted that different forms of data collection will be needed if the view of poverty as a dynamic phenomenon in which young people experiencing poverty strive to reduce their risk is applied.

Table 3.8
Countries with the largest Poverty Gap Ratio, total youth population, and youth population below the poverty line of $1 per day, 2000

Country	Poverty gap ratio	Youth population (thousands)	Youth population living below the poverty line (thousands)
Sierra Leone	39.5	924.5	527.0
Central African Republic	38.1	717.1	477.6
Mali	37.4	2,386.2	1,737.2
Nigeria	34.9	24,726.9	17,358.3
Niger	33.9	2,042.1	1,253.9
Zambia	32.7	2,036.7	1,297.4
Gambia	28.8	220.2	130.6
Burkina Faso	25.5	2.387.3	1,461.0
Lesotho	20.3	461.1	198.7
Madagascar	18.3	3,444.2	1,691.1
Ghana	17.3	3,925.8	1,758.8
Namibia	14.0	343.1	119.8
Botswana	12.5	348.1	115.9
India	12.0	191,286.3	84,548.5
Mozambique	12.0	3,736.5	1,416.1
Honduras	11.9	1,335.9	324.6
Cameroon	11.8	3,010.7	1,005.6
Colombia	10.8	7,314.1	1,440.9
Venezuela	10.8	4,713.2	1,084.0
Total		255,360.1	117,947.0

Table 3.9
Countries with the highest prevalence of undernourishment, and estimated youth population undernourished, 2000

Country	Incidence of under-nourishment, 1997-1999 (percentage)	Under-nourishment category	Youth population	Estimated youth population under-nourished
Somalia	75	5	2,179,170	1,634,378
Burundi Republic	66	5	1,373,878	906,759
Democratic Republic of the Congo	64	5	9,780,561	6,259,559
Afghanistan	58	5	4,427,416	2,567,901
Eritrea	57	5	723,710	412,515
Haiti	56	5	1,524,315	853,616
Mozambique	54	5	3,736,533	2,017,728
Angola	51	5	2,428,390	1,238,479
Ethiopia	49	5	12,110,025	5,933,912
Zambia	47	5	2,036,659	957,230
Kenya	46	5	6,826,500	3,140,190
United Republic of Tanzania	46	5	6,771,087	3,114,700
Central African Republic	43	5	717,080	308,344
Liberia	42	5	647,944	272,136
Mongolia	42	5	566,352	237,868
Niger	41	5	2,042,145	837,279
Sierra Leone	41	5	924,540	379,061
Madagascar	40	5	3,444,210	1,377,684
Rwanda	40	5	1,649,910	659,964
Zimbabwe	39	5	6,559,138	2,558,064
Cambodia	37	5	1,882,776	696,627
Malawi	35	5	2,196,800	768,880
Chad	34	4	1,388,570	472,114
Guinea	34	4	1,501,451	510,493
Yemen	34	4	3,460,538	1,176,583
Bangladesh	33	4	30,152,850	9,950,441
Namibia	33	4	343,134	113,234
Congo	32	4	578,508	185,123
Nicaragua	29	4	1,018,598	295,393

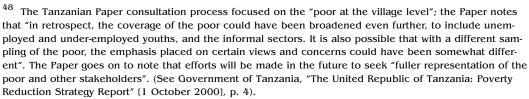| Country	Incidence of under-nourishment, 1997-1999 (percentage)	Under-nourishment category	Youth population	Estimated youth population under-nourished
Lao People's Democratic Republic	28	4	1,047,512	293,303
Mali	28	4	2,386,210	668,139
Uganda	28	4	4,491,800	1,257,704
Papua New Guinea	26	4	947,767	246,419
Cameroon	25	4	3,010,671	752,668
Dominican Republic	25	4	1,614,050	403,513
Lesotho	25	4	461,094	115,274
Burkina Faso	24	4	2,387,286	572,949
Philippines	24	4	14,857,326	3,565,758
Senegal	24	4	1,899,000	455,760
Botswana	23	4	348,085	80,060
India	23	4	191,286,300	43,995,849
Nepal	23	4	4,772,012	1,097,563
Sri Lanka	23	4	3,745,379	861,437
Bolivia	22	4	1,624,155	357,314
Guatemala	22	4	2,481,066	545,835
Honduras	21	4	1,335,910	280,541
Sudan	21	4	6,441,768	1,352,771
Thailand	21	4	11,433,555	2,401,047
Venezuela	21	4	4,713,150	989,762
Total	29		374,276,884	110,129,921

[1] I. McDonnell, "Youth attitudes about poverty", submission based upon ongoing work of the OECD Development Centre and the North-South Centre of the Council of Europe on international development cooperation in OECD countries: public opinion (Paris, OECD Development Centre, 2002).

[2] Eurobarometer, "15 to 24 year olds: young people want Europe to be tangible", flash survey carried out between May and June 2002, available at http://europa.eu.int/comm/public_opinion/index.htm, cited by I. McDonnell in "Youth attitudes about poverty"…, p. 1.

[3] UNDP, *Arab Human Development Report 2002: Creating Opportunities for Future Generations* (United Nations publication, Sales No. E.02.III.B.9), available at http://www.undp.org/rbas/ ahdr/.

[4] UNDP, *Jordan Human Development Report 2000* (New York, 2000).

[5] P. McCarthy and others, "Improving our knowledge and analysis of changes in poverty and inequality: the international statistical architecture", a paper prepared for the G-20 Workshop on Globalization, Living Standards and Inequality, held by the Reserve Bank of Australia and the Australian Treasury in Sydney from 26 to 28 May 2002, available at http://www.rba.gov.au/PublicationsAndResearch/Conferences/.

[6] J. Vandemoortele, "Are we really reducing global poverty?", in *World Poverty: New Policies to Defeat an Old Enemy*, P. Townsend and D. Gordon, eds. (Bristol, The Policy Press, 2002).

[7] Ibid., p 5.

[8] Government of Mozambique, "Action Plan for the Reduction of Absolute Poverty (2001-2005) (PARPA)", p. 11.

[9] UNDP, T*he Arab Human Development Report 2002…*, p. 29.

[10] United Nations, "Road map towards the implementation of the United Nations Millennium Declaration: report of the Secretary-General" (6 September 2001) (A/56/326), p. 55.

[11] *Group of Eight, G8 Africa Action Plan,* G8 Summit, Kananaskis, Canada, 26-27 June 2002, available at http://www.g8.gc.ca/kan_docs/afraction-e.asp.

[12] United Nations, "Road map towards the implementation of the United Nations Millennium Declaration: report of the Secretary-General"…, p. 19.

[13] Ibid.

[14] By April 2002, national Millennium Development Goal reports (comprising information from national development plans, PRSPs, national human development reports and common country assessments) had been published for Bolivia, Cambodia, Cameroon, Chad, Madagascar, Nepal, Tanzania and Viet Nam.

[15] UNDP, *Human Development Report 2003—Millennium Development Goals: A Compact among Nations to End Human Poverty* (New York, Oxford University Press, 2003).

[16] World Bank, World Development Indicators database, goal table on "Poverty and hunger" (April 2002), available at http://www.developmentgoals.org/Data.htm.

[17] Xavier Sala-i-Martin notes that the original definition of $1 a day came from the work of M. Ravallion, G. Datt and D. van de Walle, who used "perceptions of poverty" in the poorest countries to place the poverty line at $31 per month. The $1-per-day line has since been adopted by the World Bank as the "official" definition of absolute poverty. (See X. Sala-i-Martin, "The disturbing 'rise' of global income inequality", NBER Working Paper No. 8904 (Cambridge, Massachusetts, National Bureau of Economic Research, 4 April 2002 (draft)); and M. Ravallion, G. Datt and D. van de Walle, "Quantifying absolute poverty in the developing world", *Review of Income and Wealth*, vol. 37, No. 4 (1991), pp. 345-361.)

[18] The assumption is that young people are likely to experience poverty no less and no more than the population as a whole.

[19] This method is similar to the one used by Bourguignon and Morrisson (2002), as outlined by X. Sala-i-Martin, op. cit., p. 9.

[20] UNDP, *Human Development Report 2003—Millennium Development Goals: A Compact among Nations to End Human Poverty…*, p. 28, box 1.1.

[21] Ibid.

[22] Ibid., p. 7.

[23] Ibid.

[24] Ibid.

[25] United Nations, "Road map towards the implementation of the United Nations Millennium Declaration: report of the Secretary-General"…, p. 19.

[26] OECD, Indicator Methodology Sheets (1998), p. 7.

[27] Food and Agriculture Organization of the United Nations, *Mobilizing the Political Will and Resources to Banish World Hunger: Technical Background Documents* (Rome, 2002).

[28] The FAO uses the following method to calculate the incidence and depth of undernourishment in a country: (a) "calculate the total number of calories available from local food production, trade and stocks;" (b) "calculate an average minimum calorie requirement for the population, based on the number of calories needed by different age and gender groups and the proportion of the population represented by each group;" (c) "divide the total number of calories available by the number of people in the country;" (d) "factor in a coefficient for distribution to take account of inequality in access to food;" (e) "combine this information to construct the distribution of the food supply within the country. This gives the percentage of the population whose food intake falls below the minimum requirement;" (f) "multiply this percentage by the size of the population to obtain the number of undernourished people;" (g) "divide the total calories available to the undernourished by the number of undernourished to obtain the average dietary energy intake per undernourished person;" (h) "subtract the average dietary energy intake of undernourished people from their minimum energy requirement (expressed in kilocalories per person per day) to get the average dietary energy deficit of the undernourished. This is the depth of hunger." (See http://www.fao.org/FOCUS/E/SOFI00/sofi004a-e.htm.)

[29] World Bank, *World Development Report 2000/2001: Attacking Poverty* (New York, Oxford University Press and the World Bank, 2001), p. 17.

[30] These countries include Albania, Bolivia, Chad, Cameroon, Cambodia, Nepal, Tanzania and Viet Nam (see http://www.undp.org/mdg/countryreports.html).

[31] Government of Mauritius, "Mauritius national Millennium Development Goals report" (December 2001), p. 46.

[32] Government of Albania, "The Albanian response to the Millennium Development Goals", prepared for the United Nations System in Albania by the Human Development Promotion Center (Tirana, May 2002), p. 21.

[33] The UNDP human development reports in which youth are a major focus include those for the Arab countries (2002), Lithuania (2001), Maldives (2001), Bosnia and Herzegovina (2000), Jordan (2000), Kazakhstan (2000), and Latvia (1999).

[34] UNDP, *Arab Human Development Report 2002...*, pp. 93-94.

[35] "In September 1999, the objectives of the IMF's concessional lending were broadened to include an explicit focus on poverty reduction in the context of a growth oriented strategy. The IMF will support, along with the World Bank, strategies elaborated by the borrowing country in a Poverty Reduction Strategy Paper (PRSP) which will be prepared with the participation of civil society—including the poor—and other development partners." (See www.imf.org.)

[36] Government of Zambia, "Poverty Reduction Strategy Paper" (31 March 2002), available at http://www.imf.org/external/np/prsp/prsp.asp, p. 116.

[37] Government of Nicaragua, "Nicaragua: a strengthened growth and Poverty Reduction Strategy Paper" (31 July 2001), p. 10.

[38] Government of Honduras, "Honduras: Poverty Reduction Strategy Paper" (31 August 2001).

[39] Government of Rwanda, "The Government of Rwanda: Poverty Reduction Strategy Paper (PRSP)" (30 June 2002), p. 20.

[40] Government of Gambia, Department of State for Finance and Economic Affairs, "The Republic of the Gambia: Strategy for Poverty Alleviation (SPAII) (PRSP)" (30 April 2002), p. 25. Extremely poor households are defined as those with expenditures of less than the cost of a basket of food providing 2,700 calories. Poor households are defined as those with expenditures that are above the poverty line but include the cost of additional items such as clothing and travel (see p. 23).

[41] Republic of Bolivia, "Bolivia: Poverty Reduction Strategy Paper" (31 March 2001), p. 37.

[42] Government of Malawi, "Malawi Poverty Reduction Strategy Paper (PRSP)" (30 April 2002), pp. 56-57.

[43] Government of Nicaragua, "Nicaragua: a strengthened growth and Poverty Reduction Strategy Paper"..., p. 34.

[44] Ibid.

[45] Government of Honduras, "Honduras: Poverty Reduction Strategy Paper", p. 120.

[46] Government of Mauritania, "Islamic Republic of Mauritania: Poverty Reduction Strategy Paper" (31 March 2002), p. 15.

[47] Government of Mozambique, "Action Plan for the Reduction of Absolute Poverty (2001-2005) (PARPA)"..., p. 52.

[48]   The Tanzanian Paper consultation process focused on the "poor at the village level"; the Paper notes that "in retrospect, the coverage of the poor could have been broadened even further, to include unemployed and under-employed youths, and the informal sectors. It is also possible that with a different sampling of the poor, the emphasis placed on certain views and concerns could have been somewhat different". The Paper goes on to note that efforts will be made in the future to seek "fuller representation of the poor and other stakeholders". (See Government of Tanzania, "The United Republic of Tanzania: Poverty Reduction Strategy Report" (1 October 2000), p. 4).

[49]   The following quote from Nicaragua's Poverty Reduction Strategy Paper (31 July 2001) highlights this perspective: "One of the salient perceptions (of the poor) is a sense of despair and resignation. The poor believe that poverty is a vicious circle from which they cannot escape since it is inherited and perpetuated through generations" (p. 13, para. 51).

[50]   The term "weak ties" refers to links with people outside one's immediate social circle. Because they are ties based on more tenuous relationships, they are more extensive in their coverage and hence better sources of information about jobs and other opportunities; see M. Granovetter, "Strength of weak ties", *American Journal of Sociology*, vol. 78, No. 6 (1973), pp. 1,360-1,380.

[51]   The World Bank's *World Development Report 2000/2001: Attacking Poverty* (New York, Oxford University Press, 2000) notes that: "Measuring vulnerability is especially difficult: since the concept is dynamic, it cannot be measured merely by observing households once. Only with household panel data— that is, household surveys that follow the same households over several years—can the basic information be gathered to capture and quantify the volatility and vulnerability that poor households say is so important. Moreover, people's movements in and out of poverty are informative about vulnerability only after the fact. The challenge is to find indicators of vulnerability that can identify at-risk households and populations beforehand" (p. 19).

[52]   L. Leisering and S. Leibfried, "Paths out of poverty: perspectives on active policy", in A. Giddens, *The Global Third Way Debate* (Cambridge, Polity Press, 2001), pp. 199-209.

[53]   OECD, "When money is tight: poverty dynamics in OECD countries", chapter 2 in *OECD Employment Outlook: June 2001* (Paris), pp. 37-87.

[54]   L. Leisering and S. Leibfried, loc. cit., p. 201.

[55]   R. Street, presentation to the Youth Employment Summit, held in Alexandria, Egypt, from 7 to 11 September 2002.

[56]   F. Chigunta, "Youth entrepreneurship: meeting the key policy challenges", a paper prepared for the Youth Employment Summit, held in Alexandria, Egypt, from 7 to 11 September 2002, pp. 6-7; and S. McGrath, "Education and training for the informal sector: reflections on an international research project", *Transformation*, vol. 39 (1999), pp. 26-46.