

# Integrating the Environment into the Poverty Reduction Strategy Papers

A methodology for evaluating a country's perception of its performance

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## Table of Contents

<b>Introduction</b> .....	2
<b>THEME A: Identifying and Establishing Poverty-Environment Links in PRSPs</b>	4
<b>THEME B: Degree of Participation</b> .....	6
<b>THEME C: Measurement and Evaluation</b> .....	7
<b>THEME D: Policy Coherence</b> .....	7
<b>THEME E: Review and Revision Process</b> .....	7
<b>Method of Scoring</b> .....	8
Computing the Overall Performance for a Country .....	10
<b>Appendix 1. Key questions used in reviewing PRSP performance</b> .....	12
Overarching questions .....	12
Key questions .....	12
<i>Ownership and Participation</i> .....	12
<i>Content of Strategies</i> .....	12
<i>Donor Assistance and Partnerships</i> .....	13
<i>Implementation of Strategies</i> .....	14
<i>Constraints</i> .....	14
<b>Appendix 2. World Bank methodology for evaluating environmental performance of PRSPs</b> .....	15

## Introduction

Poverty Reduction Strategy Papers (PRSPs) are now a key tool used by many developing countries to reduce poverty. The PRSP process was adopted in 1999 to help developing countries and the international donor community to channel and strengthen their efforts in a coordinated manner to reduce poverty. The PRSP review process is an initiative undertaken by the World Bank and the International Monetary Fund to evaluate how well a country's PRSP has performed in achieving targets and to identify weaknesses and lessons learned to strengthen and improve the poverty reduction process.

The review process was guided by a set of two overarching questions followed by a more detailed list of 15 questions (see Appendix 1). A review of these questions highlights that issues related to the environment are missing. Therefore it comes as no surprise when in a 2002 evaluation of 40 full and interim PRSPs, the World Bank found a low score of 0.9 out of a total of three for environmental performance. For many reasons, this should not have come as a surprise. First and foremost, the focus of most PRSPs has been on pro-poor growth, hence an emphasis on the traditional engines of economic growth such as sectoral growth, investment patterns and macroeconomic policies.

However, recent studies on the links among the environment, human well-being and poverty have shown quite conclusively of the close links the poor have with the environment especially ecosystem services.<sup>1</sup> The Millennium Ecosystem Assessment (MA), a four-year study involving 1,360 scientists from 95 countries, concludes by making explicit the multi-dimensionality of the links among ecosystem services, human well-being and poverty. Ecosystem services do not just provide for wealth creation but are also necessary for health, security, good social relations and the freedom of choice and action.

Acknowledging the critical links between the environment and poverty, therefore, also requires that environmental concerns are integrated explicitly in PRSPs.

The World Bank had developed a methodology to evaluate how well environmental issues are integrated within a PRSP (see Appendix 2). The methodology starts with a set of pre-defined environmental issues, environment-poverty casual links, response options

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<sup>1</sup> Ecosystem services are the benefits people receive from ecosystems. This can include food, fiber, timber, medicinal plants, flood regulation, soil formation, climate regulation and aesthetic values among many others.

and the process dynamics. The PRSP is then evaluated based on the level of coverage of these four main categories. It is a useful desk exercise and gives a very rough indicator of how well environmental issues are integrated within the PRSP.

However, it should be noted that this methodology assumes that each country has a similar set of environmental issues and linkages and a country is penalized if it does not mention or take into account a specific environmental issue even if it is not considered a critical problem in the country. We call this the dominant preference model whereby environmental preferences are imposed externally.

In this paper we suggest a slightly different approach. Instead of imposing a set of pre-determined parameters or issues, we structure a questionnaire in a manner to solicit preferences from a range of different stakeholders involved in the PRSP process. In this manner, we identify the stated preferences of the relevant stakeholders with respect to their perceptions of what environmental issues are pertinent in their country and how well these environmental issues are integrated within the PRSP. We also move away from the traditional definition of environmental issues like land use, water and air to an ecosystem approach using ecosystem services. Ecosystem services are defined as the benefits ecosystems provide for human well-being. This then allows us to directly identify the critical environment-poverty links as it is the supply and access to these benefits that will determine how we reduce poverty and improve human well-being.

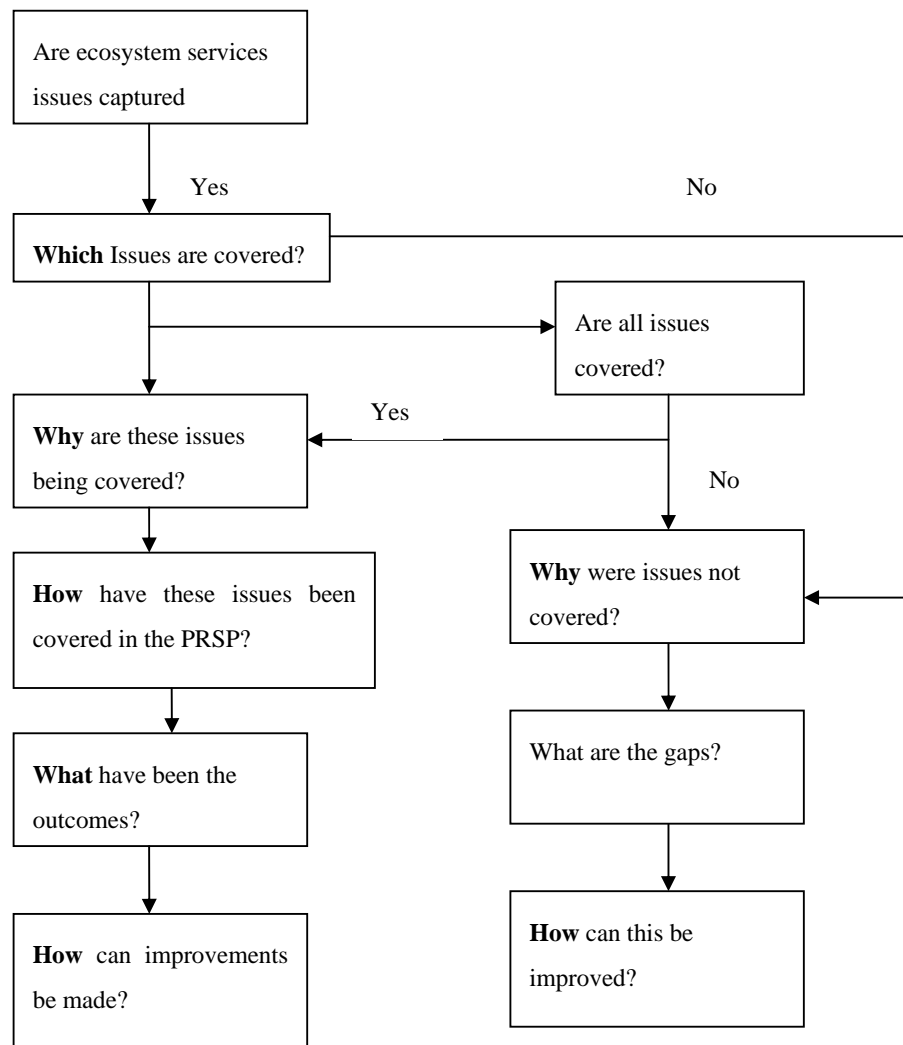
The questionnaire will begin by asking questions relating to the extent environment is considered in the PRSP. However, rather than just stopping at evaluating how the present PRSP is performing on integrating environmental issues, the questionnaire goes one step further by identifying the gaps in the PRSP and how the PRSP can be improved to include the missing gaps.

The questionnaire has four main sections:

- 1) Process of integrating environment into PRSP document;
- 2) Implementation of PRSP process;
- 3) Effect on environment and poverty and reduction linkages; and
- 4) Key lessons.

The framework presented in this paper will use the UNEP conceptual framework as the basis for teasing out the poverty-environment linkages that are in the country but which may have not been included in the PRSP.

## Survey Design



## THEME A: Identifying and Establishing Poverty-Environment Links in PRSPs

### *Main Ecosystem Services*

1. *List the main ecosystem services in the country.*
  - a. *Provisioning Services*
    - i. *Food*
    - ii. *Fiber*
    - iii. *Genetic materials*
    - iv. *Biochemicals, medicines, pharmaceuticals*

- v. *Fresh Water*
    - b. *Regulating Services*
      - i. *Air quality regulation*
      - ii. *climate regulation*
      - iii. *water regulation*
      - iv. *soil erosion regulation*
      - v. *water purification and waste treatment*
      - vi. *disease regulation*
      - vii. *pest regulation*
      - viii. *pollination*
      - ix. *Natural Hazard regulation*
    - c. *Cultural*
      - i. *Spiritual and religious services*
      - ii. *Aesthetic values*
      - iii. *Recreation and ecotourism*
2. *Which of these services are under stress?*
3. *To what extent are the various ecosystem services linked with any of these constituents of poverty?*
- a. *Hunger*
  - b. *Material wealth and livelihoods*
  - c. *Avoidable diseases like malaria, cholera, diarrhea among others*
  - d. *Security against natural hazards*
  - e. *Societal conflicts*
  - f. *Freedom of choice and action*
4. *Has the government succeeded in integrating ecosystem service issues into the PRSP document?*
- a. *If yes,*
    - i. *Which ecosystem services are addressed?*
    - ii. *How are they integrated in the PRSP?*
    - iii. *Were these issues formulated as part of the pre-existing priorities (e.g., based on the National Environmental Action Plan, National Conservation Strategy, Environmental policy statements and legislation) or have they been revised to better reflect the priorities that matter to poor people?*
  - b. *If no, why are they not captured in the PRSP?*
    - i. *Lack of information and/ or knowledge*

- ii. Not important for poverty reduction*
- iii. Lack of support or perceived resistance by governmental agencies or other organizations and which ministries or organizations*
- iv. Lack of capacity to integrate environmental issues into PRSPs by government agencies and which ministries*
- v. Other reasons (please elaborate)*

## **THEME B: Degree of Participation**

5. *Was there active participation and what was the nature of participation of the environmental stakeholders in the PRSP process, especially in relation to the integration of environmental issues into the PRSPs and why?*
  - a. passive participation (participating groups are only informed on the current stage and agenda of the document development)*
  - b. participation by consultation (agenda of participation decided purely by PRSP unit, no obligation to consider or accept the views of the groups consulted)*
  - c. participation in analysis and agenda-setting (participating groups can influence the framing of the problems and the list of issues discussed but can not take part in the decision-making itself)*
  - d. participation in decision-making on the general direction of the strategy (participating groups influence the vision)*
  
6. *To what extent did participation of environmental stakeholders contribute to the following specific aspects of the PRSP document?*
  - a. Improving accuracy and scope of PRSP document*
  - b. Increasing policy relevance*
  - c. Endorsement of report contents*
  - d. Raising awareness of the poverty environment linkages*
  - e. Other (specify)*
  
7. *Did donors provide technical support for mainstreaming and did it help the process?*
  
8. *To what extent were the following approaches and strategies used by the environmental actors to get environmental concerns incorporated in the document?*
  - a. Building up public, media and/ or donor pressure*
  - b. Negotiations behind closed doors*
  - c. Forming strategic alliances with other actors*
  - d. Providing scientific and analytical information*



e. *Other (specify)?*

9. *To what degree has the Ministry of Finance, Ministry of Planning and other key Ministries (e.g., agriculture, energy) been supportive (or not) of environmental issues in the PRSP, and why?*

## **THEME C: Measurement and Evaluation**

10. *To what extent has an environmental component been integrated in the monitoring system underway for the PRSP?*
11. *Is any of this environment information in the PRSP monitoring system being collected, analyzed and published?*
12. *What role do decentralized levels and non-governmental actors play in environmentally-related monitoring, and is there any institutionalizing of participation in monitoring?*

## **THEME D: Policy Coherence**

13. *Are natural resource/environmental agencies' activities in line with Ministries of Finance or Planning, or other key line agencies (such as agriculture, energy, etc.) in response to the PRSP experiences?*
- a. *If not, what are the constraints and challenges?*
14. *To what degree are environmental NGOs in the country (local, national and international) more aware of the development and poverty reduction agenda?*
15. *What role (if any) do decentralized natural resource/environmental levels and non-governmental actors play in implementation of environmentally-related activities?*
16. *Have the PRSPs contributed to better coordinated formulation and implementation of environment and poverty reduction policies?*

## **THEME E: Review and Revision Process**

17. *What has been the impact of the integration of environment or the lack of on poverty reduction?*

18. *Are there cases of “best practices” on how to manage the formulation and implementation process in order to successfully integrate the environment in the PRSP document?*

## **Method of Scoring**

We use a simple scoring scale of 0 to 3 for each of the questions posed above. However, the varied nature of the questions prevents us from using a generalized scoring for all the questions. Instead, we shall describe the ranking order we use for each question.

**Q1** *List the main ecosystem services in the country?*

0 = No mention of any ecosystem service

1 = Only one category of service mentioned

2 = More than two categories of ecosystem services mentioned

**Q2** *Which of these services are under stress?*

0 = No service stressed

1 = At least one ecosystem service

2 = At least one ecosystem service in more than one category of ecosystem service

**Q3** *To what extent are the various ecosystem services linked with any of these constituents of poverty?*

0 = No links addressed

1 = At least one link identified

2 = At least two links between different categories of ecosystem services and constituents of poverty

**Q4** *Has the government succeeded in integrating ecosystem service issues into the PRSP document?*

0 = No issues addressed in PRSP

1 = At least one link incorporated in PRSP

2 = At least two links between different ecosystem categories and constituents of poverty are in PRSP

**Q5** *Was there active participation and what was the nature of participation of the environmental stakeholders in the PRSP process, especially in relation to the integration of environmental issues into the PRSPs and why?*

0 = Passive or participation by consultation

1 = Participation in analysis and agenda setting

2 = Participation in decision making

**Q6** *To what extent did participation of environmental stakeholders contribute to the following specific aspects of the PRSP document?*

0 = None

1 = Raising awareness of poverty-environment linkages

2 = Improving accuracy of PRSP and improving policy coherence

**Q7** *Did donors provide technical support for mainstreaming and did it help the process?*

0 = No assistance

1 = Information only

2 = Financial aid

**Q8** *To what extent were the following approaches and strategies used by the environmental actors to get environmental concerns incorporated in the document?*

0 = None

1 = Include environmental experts in technical working groups

2 = Include environmental ministry in highest level decision making body on PRSP

**Q9** *To what degree has the Ministry of Finance, Ministry of Planning and other key Ministries (e.g., agriculture, energy) been supportive (or not) of environmental issues in the PRSP, and why?*

0 = no system in place

1 = at least one indicator in place

2 = indicators for all poverty-environment links identified in PRSP

**Q10** *To what extent has an environmental component been integrated in the monitoring system underway for the PRSP?*

0 = No systems established for collecting information

1 = System established for creating data base on secondary information

2 = System established for collecting primary data

**Q11** *Is any of this environment information in the PRSP monitoring system being collected, analyzed and published?*

0 = No decentralized data monitoring system

1 = Efforts to collect secondary data at lower resolution scales

2 = Efforts to establish a decentralized data collection system

**Q12** *What role do decentralized levels and non-governmental actors play in environmentally-related monitoring, and is there any institutionalizing of participation in monitoring?*

0 = No inter-ministerial coordination body

1 = Informal inter-ministerial coordination body

2 = Formal and institutionalized inter-ministerial coordination body

**Q13** *Are natural resource/environmental agencies' activities in line with Ministries of Finance or Planning, or other key line agencies (such as agriculture, energy, etc.) in response to the PRSP experiences?*

0 = No links between environmental NGO activities and PRSP focal points

1 = Informal links between environmental NGO's and PRSP focal points

2 = Formal links established between environmental NGO activities and PRSP focal points

**Q14** *To what degree are environmental NGOs in the country (local, national and international) more aware of the development and poverty reduction agenda?*

0 = No links between local level environmental initiatives with PRSPs

1 = Informal links established between local level environmental initiatives with PRSPs

2 = Formal links established between local level environmental initiatives with PRSPs

**Q15** *What role (if any) do decentralized natural resource/environmental levels and non-governmental actors play in implementation of environmentally-related activities?*

0 = None

1 = Marginal

2 = Much better coordination

**Q16** *Have the PRSPs contributed to better coordinated formulation and implementation of environment and poverty reduction policies?*

0 = No impact

1 = Increased understanding of environmental issues

2 = Environment explicitly integrated into revised PRSPs

**Q17** *What has been the impact of the integration of environment or the lack of on poverty reduction?*

0 = No lessons learnt

1 = Incremental increase in addressing environmental issues in revised PRSP

2 = Substantial improvement in addressing environmental issues in revised PRSP

**Q18** *Are there cases of "best practices" on how to manage the formulation and implementation process in order to successfully integrate the environment in the PRSP document?*

0 = No best practises have emerged so far

1 = Best practises have been identified but not used in revision of PRSPs

2 = Best practices have been used in revised PRSPs

## **Computing the Overall Performance for a Country**

We begin by identifying for each question the dominant response. For example, if the majority of respondents choose 0 as their ranking choice to the question, then a score of 0 is allocated for the particular question. In the event there is a tie, the simple average of the two tied rankings is taken as the score for the question (for example, if for Q1, 40 per cent of the respondents returned 0 while another 40 per cent returned 1 and the remaining 20 per cent returned 2; then the score for Q1 is  $0+1/2=0.5$ ). The overall score for the country is again the simple average of the total score of the 18 questions.

It would be useful to compare the values obtained from this exercise with the World Bank scoring system. It would provide some insights on how local stakeholders perceive the way environmental issues have been integrated into the PRSP. It would also serve as a useful tool to understand why differences occur and if there is no inconsistency, then

the exercise validates how well the country has integrated environmental issues within its PRSP irrespective of methodology or the way the environment is described.

Similar to the World Bank methodology, more detailed analysis can be carried out to investigate which aspect of integration was weak or strong. This will also give policy-makers more guidance in where they should be directing their efforts to improve their performance in integrating environmental issues within the PRSPs.

## Appendix 1. Key questions used in reviewing PRSP performance

### Overarching questions

1. What have been the main achievements and challenges to date in developing and implementing poverty reduction strategies?
2. In light of experience to date, how might the guidelines and modalities of the PRSP approach be modified in order to improve its long-term developmental impact?

### Key questions

#### *Ownership and Participation*

3. Has the preparation of PRSPs been country-led and, if so, have governments assumed full leadership of the PRSP process? (2, 3, 4)

- Endorsement by highest political authorities
- Involvement by sectoral ministries
- Involvement of parliaments
- Behaviour of staff of international financial institutions

4. To what extent have governments been preparing and implementing PRSPs in an open and participatory way? (3, 4)

- Extent of involvement of local governments and civil society
- Role of development partners, including IFIs
- Effectiveness of arrangements for consultations and feedback on how decisions were made
- Impact of capacity constraints among CSOs
- Participatory monitoring of implementation

5. To what extent have participatory processes influenced the content and implementation of poverty reduction strategies? (3, 4)

6. Have countries drawn on existing strategies and integrated the preparation and implementation of their PRSPs with their core processes for policy-making and program implementation, including annual budget cycles and medium-term expenditure frameworks? (2, 3, 4)

#### *Content of Strategies*

7. To what extent do poverty reduction strategies represent an improvement over previous development strategies? (4 only)

8. To what extent are PRSPs built on adequate poverty diagnostics? (4 only)

- Quality of data, including its disaggregation by region, social groups and gender
- Understanding of poverty trends and determinants
- Assessments of impacts of past policies and programs
- *Ex ante* analysis of the social impact of key proposed macroeconomic and structural reforms

9. To what extent do PRSPs have relevant targets and indicators for poverty reduction and appropriate proposals for monitoring and evaluation? (4 only)

- Selectivity and monitorability of targets and indicators
- Efforts to improve data collection and analysis/use
- Transparency of arrangements for monitoring PRSP implementation

10. To what extent do PRSPs clearly define, cost and prioritize public actions that are likely to reduce poverty? (4 only)

- Adequate attention given to pro-poor growth
- Appropriateness of policies in light of diagnosis, costs and implementation capacities
- Realism of the macroeconomic program and its financing plan
- Allocations of public expenditures and comprehensiveness of their presentation
- Structural and sectoral policies, taking into account analysis of their likely impacts on the poor
- Policies for social inclusion and equity
- Policies to improve governance and public sector management

### ***Donor Assistance and Partnerships***

11. Have countries' needs for technical assistance in the preparation and implementation of their PRSPs been adequately addressed by development partners? (2, 3, 4)

- For strengthening data systems, and building financial management capacity and accountability
- Respect for country leadership

12. Have the Bank and Fund staff provided useful analytical inputs into PRSP preparation consistent with principles of country ownership and partnership? (2, 3, 4)

- Quality and utility of Joint Staff Assessments
- Sharing of information with development partners

13. To what extent have external development partners, including the Bank and the Fund, begun to align their financial assistance and policy conditionalities behind the PRSPs? (4 only)

- Content of IMF PRGF programs
- Content of IDA CASs, PRSCs and other lending and non-lending services
- Content of UNDAFs
- Content of strategies and lending of other development partners

### ***Implementation of Strategies***

14. What has been the experience thus far in the implementation of PRSPs? *(4 only)*

- Operationalization of strategies in budget allocations and execution
- Implementation of proposed policy measures as intended
- Usefulness of annual PRSP progress reports in tracking implementation

### ***Constraints***

15. To what extent have financial, institutional, and political constraints facing both governments and civil society adversely affected the development and implementation of PRSPs, and has the PRSP approach to date taken adequate account of these country-level constraints? *(1, 2, 3, 4)*

- Role of the I-PRSP in alleviating short term capacity constraints
- Sufficient flexibility in the guidelines for the PRSP approach

16. To what extent has implementation of poverty reduction strategies been constrained by external factors? *(4 only)*

- Limited access to external markets
- Lower than expected aid flows

17. To what extent have external factors affected timing of PRSP preparation? *(1, 2, 3, 4)*

- The desire to obtain donor concessional assistance based on the strategy
- Effectiveness of I-PRSPs as a transitional device
- The desire to reach the completion point under the HIPC Initiative

18. Has an appropriate balance been achieved between country ownership and the need for donors to be held accountable for the use of their resources? *(2, 3, 4)*

Source <http://www.imf.org/external/np/prspgen/review/2001/>



## Appendix 2. World Bank methodology for evaluating environmental performance of PRSPs

The assessment framework is built on the lines of previous work on mainstreaming environment in CASs (see Ekbohm & Bojö, 1997, Shyamsundar and Hamilton, 2000). However, the PRSPs, while sharing some characteristics, are different from CASs in several aspects. Hence, the specific points of observation have been adapted to fit the character of, and demands on the PRSPs. The general World Bank/IMF perspective on the PRSP as laid out in the Joint Staff Assessment Guidelines (World Bank 2000) forms a background for this specialized assessment.

This review suggests a simple method that enables one to assess the environmental focus of PRSPs on a set of multiple criteria in a structured format. The scoring format provides a basis for assessing the progress on environmental variables at each stage, from the IPRSP to PRSP and from one 3 year PRSP cycle to the next. We will return to this in section 6 below. The scoring method is also useful to compare the progress on any given criterion, although we do not report at that level of detail here. Hence environmental assessment at each PRSP revision serves to improve the environmental focus of PRSP and provides information on the areas that require attention.

The method of PRSP assessment is described here conceptually and further illustrated using examples in the next section. The framework for assessing the environment mainstreaming is grouped under four categories:

1. *Issues in focus*: description of major concerns and opportunities
2. *Causal links* assessment: poverty-environment link analysis
3. *Responses* to environmental challenges: environmental management measures, monitoring & evaluation
4. *Process*: participation and inclusion of environmental constituencies and voices.

### Issues in Focus

The first set of issues concerns the resource base, environmental problems, and opportunities. We would expect countries to differ in their treatment of these issues, and not all countries would be expected to give the same level of attention to all issues e.g. biodiversity. The “issues in focus” category is broken down into four major *themes*:

- *Land use*: including deforestation and degradation of forests and woodlands, soil degradation (erosion, salinization, waterlogging, nutrient depletion, impacts of mining, and overgrazing)
- *Water*: access to safe drinking water, irrigation, water pollution, coastal zone, marine and fishery aspects
- *Air*: air quality, pollution from biomass or fossil fuels, industrial processes that generate lead, particulate matter, sulfur, nitrogen oxides and other pollutants and

- *Biodiversity, and climate variability and change:* threats to genetic resources, degradation of ecosystems, but also opportunities for poverty alleviation through sustainable use of biological diversity; climatic variability and long-term change.

### Causal Links Assessment

Once the environmental issues of the country are assessed, the ground has been laid for a causal analysis. Why is the environment degrading? How does this impact the poor? This theme has been broken down into seven categories:

- *Natural resource degradation and poverty:* what links are identified and possibly quantified? Examples include nutrient depletion leading to falling yields, and hence falling incomes among the poor.
- *Environmental health:* how pollution of air and water is linked to poor health, and how it relates to the burden of disease.
- *Vulnerability:* how climatic variability and natural disasters impact poverty, e.g. through periods of drought, floods, earthquakes, and hurricanes.
- *Property rights:* analysis of how natural resources are "owned" and how the security of tenure may impact the utilization of resources. It may also include a discussion about the inequality of resource access, such as unequal land ownership that forces the poor to cultivate marginal environments.
- *Incentives:* how price regulation, taxation, subsidies, exchange rate policies, trade regime, and the debt burden impact the environment. Do public interventions correct market failure, or do they make them worse?

- *Empowerment:* the degree to which poor people are in control of decision-making on environmental matters of immediate concern to them. While this point is closely related to property rights, it is more concerned with the levels and rules of collective decision-making about the environment than legal title.

- *Gender and environment:* attention to how the role of gender affects the utilization of natural resources. Are women denied secure tenure to certain assets? Are they particularly hurt by the degradation of natural resources? If so, to what extent do they have a "voice" in society?

### Response Systems

The country-level response systems to environmental challenges and opportunities are assessed based on the PRSP's proposal to improve the environment management capacity, targeted investments in promoting environmental objectives, and measuring the progress of interventions through monitoring and evaluation. The assessment of response systems is based on the following five criteria.

- *Environmental management capacity:* This point focuses on environmental legislation institutional reform, regulation (e.g. of EAs), introduction of environmental standards for emissions/effluents or ambient conditions, awareness raising through education and information, establishment of environmental information systems, early warning systems and preparedness for natural hazards. It also concerns the use of economic instruments for environmental management such as user fees, effluent/emission charges, product pricing, and green taxes.
- *Investment in natural capital:* This is an important measure of government's

concern for natural resources management and its commitment to improve natural resource productivity. Examples include rehabilitation of degraded soils or forests, the gazettement of Protected Areas, restoration of wetlands and so on.

- *Investment in man-made capital:* In this context, an assessment of planned investment regarding housing, water supply systems, sewage systems, water treatment plants, sanitation, solid waste management infrastructure, and so forth, becomes significant.
- *Monitoring natural resource outcomes:* Tracking the outcomes of Poverty Reduction Strategy implementation requires a monitoring and evaluation system that should be described in the PRSP. A subset of this M&E system is a set of indicators. The indicators for natural resource management may include those for land use (e.g. trends in crop yield), forest management (e.g. deforestation rate per annum), land under protected area (e.g. percent of geographical area protected), soil conservation measures (e.g. types and extent of treatment), water stress or scarcity (e.g. per capita availability in cubic meters), and the extent of renewable energy use.<sup>3</sup>
- *Monitoring human resource outcomes:* This aspect of the M&E system should be attached to another set of indicators: e.g. infant mortality, incidence of infectious diseases, access to safe water (e.g. percent of population in rural/urban areas), sanitation (percent of population and poor households covered), housing standards (e.g. crowding: floor area/person), energy sources used (e.g. coverage of electricity, use of biomass fuels).

Refinements involving a weighting system have been rejected in favor of a format that includes scores on different aspects of environmental challenges and opportunities, which implicitly serves as a weighting system.

It is recognized that any assessment, including scoring, involves subjective judgment. However subjectivity is made transparent and

## Process

The final category concerns the *process* and planning behind the PRSP, and also includes the process for implementation. While these aspects are not uniquely “environmental” they are added here because an inclusive and participatory process is an important requirement if the basic concerns of environmental health, natural resource degradation and vulnerability to natural disasters are to be heard, registered and acted upon.

The process rating has caused considerable debate, and it is worth emphasizing what this does, and does not, measure. As with other aspects of this PRSP review, it reviews what is in the text. It is not possible to evaluate the *quality* of a set of consultative events. For example, it has been argued that some “participatory” events are designed as top-down ceremonies, leaving little room for upward feedback. It has also been argued that consultations sometimes ignore environmental concerns raised. This may be true in some cases, and the lack of inclusion of environmental concerns or actions will be reflected in low ratings under those categories.

## Method of Scoring

The 17 variables identified and described above are scored with respect to each country’s PRSP (See Appendix F for a summary of the format for scoring). A score range of 0 to 3 is used and the description is provided below:

- 0 = no mention
- 1 = mentioned but not elaborated
- 2 = elaborated
- 3 = good practice

The unweighted average scores of the assessment are presented in Table 2. The aggregate multidimensional indices are subject to debate and criticism on the weights used.

consistent across countries in the format we use. We do not encourage attention to small differentials in scores between countries, but see scores as valuable indicators of approximate level. The assessment process designed allows us to succinctly present quantitative information to complement the qualitative analyses of PRSPs undertaken in the JSA and by other studies.<sup>4</sup>