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A Review of Rural Development Aspects of PRSPs and PRSCs, 2000-2004



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1. Introduction

BACKGROUND

1.1 At their 1999 Annual Meetings, the World Bank and the IMF agreed that nationally-owned participatory poverty reduction strategies should provide the basis of all World Bank and IMF concessional lending and for debt relief under the enhanced Heavily Indebted Poor Countries (HIPC) Initiative. This approach, which builds on the principles of the Comprehensive Development Framework (CDF), is reflected in the development of Poverty Reduction Strategy Papers (PRSPs) by country authorities. PRSPs describe a country's macroeconomic, structural and social policies and programs to promote growth and reduce poverty, as well as associated external financing needs. Governments prepare PRSPs through a participatory process involving civil society and development partners, including the World Bank and IMF. Developing or strengthening a poverty reduction strategy is now on the agenda of about 70 low-income countries, most immediately in the countries receiving debt relief under the enhanced HIPC Initiative. Thirty-two PRSPs have been approved so far.

1.2 The latest PRSP implementation progress report (IMF/IDA 2004) states that every Country Assistance Strategy (CAS) that supports implementing a PRSP, discusses the move toward Poverty Reduction Strategy Credits (PRSCs), which represent a small but growing share of IDA's support. PRSC rose from six percent in FY01 to 10 percent in FY03, and they are projected to go up to 17 percent in FY05. In the three-year period from FY03 to FY05, these credits constituted about 29 percent of their IDA allocations for the 12 countries currently implementing PRSCs.¹

OBJECTIVES OF THE RESEARCH

1.3 The purpose of this review is to assess the extent to which rural development issues are taken up in the PRSPs that were prepared between July 1999 and April 2004, and in the PRSCs that followed them. This assessment is important because, as pointed out above, for many of the lower-income Bank clients PRSCs are becoming a more significant medium through which Bank assistance is channeled, and they may substitute to some extent for more traditional sector-specific projects. The review focuses more specifically on the following issues, regarding rural development aspects:

- a. What rural development themes are commonly addressed in PRSPs and PRSCs?

¹ PRSP – Detailed Analysis of Progress in Implementation, IMF/World Bank 2004

- b. What is the quality of the analytical foundation of the priority action agenda outlined by the PRSPs?
- c. To what extent do PRSCs follow the priority rural agenda suggested by PRSPs?
- d. If the rural content of PRSCs differs from the PRSPs recommended action plan, is it based on an adequate analytical foundation

WHY THE RURAL FOCUS?

1.4 This review focuses on the representation of rural themes and the agricultural sector in PRSPs and PRSCs given the prevalence of rural poverty in the vast majority of PRSP countries. On average, 64 percent of the population in the 32 PRSP countries is rural. In fact, in the 12 PRSP countries of Africa and East Asia, 80 percent of the population is rural.² In terms of poverty in the PRSP countries, the rural poor make up 75 percent of the total poor on average.³ Agriculture contributes an average of 31 percent to GDP in the PRSP countries and the rural sector provides a livelihood for a large share (often the majority) of the population in these countries. Poverty reduction strategies for the medium term in the PRSP countries logically should focus on policies and investments in the rural areas, as the majority of the poor will still be dependent on the rural economy and rural public services in the medium term.

THE DATA

1.5 The review covers 32 countries where PRSPs were prepared and approved between FY00 and FY04. By April 2004, twelve of these countries have followed the PRSP with at least one approved PRSC. The approved PRSCs describe future planned operations, so that the review covers, in fact, a total of 18 approved, and 19 planned PRSCs for which detailed action plans are included in the action matrices of the approved PRSCs. Over half of the PRSPs were prepared by African countries, five are from Europe & Central Asia, and four are from Latin America & the Caribbean. The source materials are the PRSP and PRSC documents. In addition, where available, the Annual PRSP Progress Reports were reviewed for coverage of rural themes (available for seven PRSC countries). Also, the CASs or CAS Progress Reports were reviewed for the 12 PRSC countries, in order to gain information on the lending program. The countries and operations reviewed are described in table 1.

² The Latin American and Caucasus countries lower the overall average.

³ Based on calculations for 21 countries for which data was available.

Table 1.1 Countries and documentation reviewed

(planned PRSC in brackets)

<i>Country</i>	<i>Year of PRSP</i>	<i>Year of PRSC</i>						<i>PRSP Progress Report</i>	<i>CAS*</i>
		<i>FY01</i>	<i>FY02</i>	<i>FY03</i>	<i>FY04</i>	<i>FY05</i>	<i>FY06</i>		
Sub-Saharan Africa									
Burkina Faso	FY00	I	II	III	(IV)			FY04	FY03*
Uganda	FY00	I	II		III	(IV)		FY02	FY01
Mauritania	FY01								
Tanzania	FY01			I	(II)	(III)		FY03	FY00
Mozambique	FY02								
Niger	FY02								
Zambia	FY02								
Gambia	FY03								
Guinea	FY03								
Benin	FY03				I	(II)	(III)		FY04
Ethiopia	FY03				I	(II)	(III)	FY04	FY03
Ghana	FY03			I	(II)	(III)			FY04
Malawi	FY03								
Mali	FY03								
Rwanda	FY03								
Senegal	FY03								
Cameroon	FY03								
East Asia & the Pacific									
Cambodia	FY03								
Vietnam	FY03	I		II	(III)			FY04	FY04*
Mongolia	FY04								
Europe & Central Asia									
Albania	FY02		I	II	(III)			FY03	FY02
Kyrgyz Rep.	FY03								
Tajikistan	FY03								
Azerbaijan	FY03								
Georgia	FY04								
Latin America & the Caribbean									
Guyana	FY03		I		(II)	(III)			FY02
Bolivia	FY01								
Honduras	FY02								
Nicaragua	FY02				I	(II)		FY04	FY03
Middle East & North Africa									
Yemen	FY03								
South Asia									
Nepal	FY04				I **	(II)	(III)		FY04
Sri Lanka	FY03			I	(II)	(III)			FY03

* Those marked with a star are CAS Progress Reports. **Programmatic Adjustment Loan, titled "PRSC" explicitly designed to take the PRSP agenda forward.

THE METHODOLOGY

1.6 The four pillars of the PRSP (Participation, Poverty Diagnostics, Priority Public Actions and Targets/M&E) form four separate focus points for the review. These were examined with respect to a set of detailed issues and areas of possible intervention where each question was given a score:⁴

- 0=no treatment of the issue,
- 1=mention of the issue but not an adequate discussion,
- 2=more detailed discussion of issue, and
- 3=fully developed treatment of issue.

1.7 The review of diagnostics, priority actions, and M&E specifically examines the thematic coverage of the PRSP with respect to subsectors of the rural economy and rural factor markets, as well as aspects of poverty (altogether 26 aspects). The review of PRSCs focuses on similar areas of coverage but only rates the priority actions section. The quantitative analysis examined 22 aspects, as four were dropped due to very limited treatment in most PRSPs. In addition, the rural lending amounts of Bank operations approved between FY99 and FY04 for the 12 PRSC countries, broken down by sector and subsector, have been mapped to the PRSP themes and were considered in the interpretation of the consistency between PRSP priorities and the PRSC program of actions.⁵ This was done because it is conceivable that some priority actions suggested in PRSPs would not be followed in a PRSC because they are already handled in another Bank-supported operation. Furthermore, the review takes account of operations funded by other donors or by government, where these are mentioned in the PRSC, the PRSP Annual Progress Report, or the CAS. This allows taking account of rural development activities that are planned for the next few years (see table A4.2 for details on the rural lending program).

2. Analysis of PRSPs

PARTICIPATION

2.1 The PRSP Sourcebook states that participation is a process through which stakeholders influence and share control over priority setting, policymaking, resource allocations and access

⁴ See appendix 1 for composition of review template

⁵ Lending shares by theme of >2 percent of the total rural lending volume were considered.

to public goods and services.⁶ This section reviews the types of rural stakeholders that were involved in the PRSP development process in the countries reviewed and what mechanisms were used to facilitate their participation.

Overall Findings

2.2 All but two PRSPs (Vietnam and Kyrgyz Republic) documented the participatory mechanisms followed in preparation of the PRSP, albeit to varying degrees of detail.⁷ Twenty-six PRSPs merely mentioned consultations with rural stakeholders during the process—such as, local government or rural councils, farmer organizations, community groups, traditional authorities and local political leaders. Only nine described the scope and process of these consultations in detail. Forty-seven percent of the PRSPs presented the participatory mechanisms that were used to engage rural stakeholders in some detail. The involvements were most frequently described as consultations. Participation of rural stakeholders in thematic working groups or in participatory surveys was cited less frequently.

Box 2.1 Good Practice example for rural stakeholder participation

In Cameroon, government ministries, NGOs, faith-based organizations, savings and loan cooperatives, women's associations, and youth and minority groups all attended the participatory consultations. Even though the rural affiliation of the participants was not clear from the document, most of the determinants of poverty highlighted during these consultations clearly had a rural focus:

- lack of rural roads that obstructed production reaching markets;
- deregulation of many farm products and lack of adequate policies to support farmers, leading to high prices of inputs and low prices of produce;
- corruption and diversion of funds that raised inequalities; and
- weak communications infrastructure that divided regions and held back flows of information,
- inadequacy of social infrastructure and facilities in education and health in rural areas.

The PRSP reflects most of these issues in its recommended priority actions.

Source: Cameroon PRSP

2.3 *Stakeholder involvement seems to focus on the diagnosis stage.* Participation of stakeholders (rural or other) is not elaborated in prioritizing actions, definition of targets, or the M&E responsibilities. The exception is Vietnam—where a separate paper describes the process of involvement of rural and other stakeholders throughout the finalization of priority actions and their operationalization.

2.4 Twenty-three of the 32 PRSPs present the issues that were raised during the participation process as contributing to rural poverty. The five major issues raised by rural stakeholders were:

⁶ A Sourcebook for Poverty Reduction Strategies, Vol. 2, 2002, The World Bank

⁷ For Vietnam, a separate working paper describes the local consultations during the PRSP process: Refining Policy with the Poor – Local consultations on the draft comprehensive poverty reduction and growth strategy in Vietnam, Edwin Shanks and Carrie Turk, Policy Research Working Paper 2968.

access to and quality of rural financial markets (61 percent of the 23 PRSPs); agriculture productivity (57 percent); access to and quality of rural transport (57 percent); land issues (43 percent) and rural health (48 percent).

POVERTY DIAGNOSIS

2.5 In this section of PRSPs, the incidence of rural poverty, disaggregated by regions, landholding, ethnicity and gender is typically presented, as well as an analysis of key determinants of rural poverty in terms of asset levels, income sources, and access to services. PRSPs can potentially cover 704 themes, however, they actually mention only 347.⁸ This review indicates that the themes most frequently identified as contributing to rural poverty were agricultural support services, access to and administration of land, rural education, and rural health. Least frequently mentioned were issues related to food security, decentralization and local governance, non-farm income, and rural housing.

Overall Findings

2.6 The sources of poverty data vary, while some countries depend on Living Standards Measurement Surveys (LSMSs), others used Living Conditions Surveys, Participatory Poverty Assessments (PPAs), or Household Income and Expenditure Surveys (HIESs). These instruments vary in representativeness, coverage, and detail.

2.7 The depth of the rural poverty diagnosis presented in the PRSPs varies widely between countries. Sixty-nine percent (22) of PRSPs provide detailed information on the incidence of rural poverty, almost always disaggregated by region. Fewer present detailed data on rural poverty disaggregated by sources of income (22 percent), gender (16 percent), land holdings (6 percent) or ethnicity (three percent). Rural inequality trends and issues were discussed in some detail in only 19 percent of the PRSPs. The PRSPs provide information on the number of poor people, often spatially disaggregated by urban vs. rural areas. However, by-and-large, scant information is provided on 'who are the rural poor' and what determines their poverty. This information gap can weaken the formulation and selection of priority actions to reduce rural poverty.

2.8 The quality of the diagnosis of rural poverty can be inferred from the aggregate score of the 26 rural themes that guide this review. The maximum that can be obtained in any given PRSP is 78 (26 x '3' rating). A score of 52 would be fully satisfactory, as it is equivalent to a score of '2' on each theme. Unfortunately, the highest score assigned (Sri Lanka PRSP) is 44, and 20 of the 32 PRSPs scored less than 26. There is great variability in the quality of the discussion of specific themes within each report, and some themes receive great attention while other themes (that ostensibly would seem to be important) receive scant discussion.

2.9 In presenting a poverty diagnosis, only five countries prioritized the key determinants of rural poverty. Burkina Faso provided the most structured prioritization: (the four others have

⁸ The figure of 704 is based on 22 themes that were examined (four others were rarely covered) for 32 countries

received ‘1’s) (i) low productivity of agricultural and non-agricultural activities; (ii) sharp price fluctuations within a given year and from year to year; and (iii) remoteness of rural communities, and (iv) non-functioning markets. Activities have been formulated and included in the PRSP priority actions that would address these issues and the three PRSCs that followed have indeed taken up the majority of them.

PRIORITY ACTIONS

2.10 The review indicates that the 32 PRSPs included a total of 463 rural priority actions. Actions related to agriculture, natural resources, financial market, and basic infrastructure were suggested most frequently, while actions related to labor markets, housing, and social capital were the least frequently included.

2.11 The latest PRSP implementation progress report states that ‘the most recent PRSPs, like the early PRSPs, do not prioritize across the menu of proposed policies, impeding their operational usefulness to both national authorities and development partners.’⁹ To the extent that there is not sufficient analysis and political consensus to underpin and enable focus on the priority actions, countries tend to propose a large number of actions across a wide range of areas and the intended focus of the strategy is unclear.’ The present review of rural issues in the priority action plans of PRSPs confirms the more general observations cited above.

Overall Findings

2.12 There appears to be a *disconnect* between the depth and quality of discussion presented in the poverty diagnosis of PRSPs, and the extent to which these issues are translated into detailed priority actions. Frequently, issues raised in the diagnostics were not followed through in the action matrix, or some priority actions were included in the Action Matrix although they had not been raised as determinants of poverty. This is evident from table 2.2, which presents the relation between the diagnostic sections of the PRSP and the Priority Action matrix that is expected to guide follow-up PRSCs as well as other donor and government activities.

Table 2.2 PRSP Diagnostics and Priority Actions

Diagnostics	Priority Actions			Total
	<i>Not included</i>	<i>Low ('1')</i>	<i>High ('2' or '3')</i>	
Not discussed	161	91	105	357
Low ('1')	59	71	76	206
High ('2' or '3')	21	33	87	141
Total	241	195	268	704

Note: The entries represent the treatment of ‘themes’ within a PRSP. Twenty-two themes were selected. Several others were not considered because they were very rarely addressed in PRSPs and would thus bias the results downward, e.g., rural communications. The total number of entries is therefore 704 (22 x 32 countries). Each theme was classified whether it was treated at all (‘0’ if not treated), or whether it was treated lightly (‘1’), or in sufficient detail (‘2’ or ‘3’). The scoring of the treatment in the Priority Action section related to the detail of the description of the actions, rather than its rationale.

⁹ PRSP – Detailed Analysis of Progress in Implementation, IMF/World Bank 2004

2.13 The first striking observation from this table is that of the 357 theme entries (see explanation in table 2.2) that were **not** dealt with at all in the diagnostics, 196 (55 percent) were listed as priority actions, and half of these did not receive much of a discussion even in the context of their presentation in the action matrix. Viewed from a different angle, there are 463 items mentioned in priority actions for the 32 countries, and 42 percent of these were not treated analytically at all in the diagnostic part of the PRSP. In addition, 147 (37 percent) entries rated ‘low’ in the analysis were included in the action plan, more than half of them in elaborate detail. Thus, the rationale for the classification of these issues as priority actions is not clear and may reflect political or practical considerations rather than substantive reasons. Another manifestation of a ‘disconnect’, of a different nature, is the observation that 21 of the 141 items (15 percent) that received detailed discussion in the diagnostic section of the PRSP were not picked up as subjects of priority actions. While this is a less significant problem, it suggests that the choice of topics for concentrating the analytical effort of the PRSP could have been done with greater care so as to economize on the resources used. Appendix 2 discusses this link between diagnosis, actions, targets and performance indicators separately for each of the rural themes.

Box 2.1 Good practices in setting criteria for priority actions

The Nepal PRSP uses the following criteria (a) the PRSP has to be rural-oriented. While supporting other areas of the economy with strong potential for income and employment growth, the growth strategy has to be broad based and pro-poor and focus on rural/agricultural growth; (b) priorities should be given to action and interventions, which can give quick results, as compared to investments that may take a long time; (c) given the country's limited administrative and implementation capacity, the plan needs to have a strong strategic focus and concentrate on a few important approaches and interventions. The key priorities will need to be protected in terms of budget allocations and funding that ought to be reassessed from time to time. Unfortunately, the strong rural focus of the PRSP did not get translated into actions in the approved or planned PRSC (see excel file ‘PRSC details’).

The Ghana PRSP refers to the following factors used in selecting priority programs: (a) the results of analytical and consultative work undertaken during the preparation of the PRSP; (b) the need to continue on-going programs and projects; (c) relative importance of programs to overall poverty reduction; and (d) vision of the government.

In Rwanda each sector ministry's poverty reduction goals are evaluated based on rates of return and community prioritization, in the process of prioritizing actions.

2.14 Five PRSPs (16 percent) present a clear and detailed set of **guidelines for prioritizing rural actions** to include in the priority matrix.¹⁰ Even in these higher rated PRSPs the poverty reduction effect of a rural program or activity does not appear to be the main criteria for inclusion in the priority matrix. Nepal was the only country that made the rural focus of interventions a criterion (see box 2.1).

2.15 The assessment of the poverty impacts of past government programs in a particular sector is an important step in learning and stock-taking, and can lead to the improvement of future efforts. Reference to the poverty impact of past rural development programs were included in nine PRSPs; three of them provided a detailed assessment (Ghana, Malawi, Nicaragua).

¹⁰ Ghana, Rwanda, Guyana, Honduras, Nepal

2.16 One-quarter of PRSPs referred to a **national rural or agricultural strategy process** being under way, and in addition one such strategy was mentioned in the PRSP Annual Progress Report. The strategic objectives focused on agriculture and non-farm sector growth, regional inequalities and poverty reduction. Agriculture-related objectives often focused on export crops and markets, but also food and livestock production and food security. Most of those PRSPs that discussed these sector strategies were prepared in the Africa region. Burkina Faso, Uganda, and Ethiopia give the most detailed account of their objectives. With the exception of Cameroon, the PRSPs built on the national strategic objectives and translated these into detailed priority actions. It is possible that more countries are preparing rural or agriculture sector strategies but are not elaborating this in the PRSP, which would indicate a lack of integration of the PRSP process with ongoing national planning processes.

2.17 In about half the PRSPs (47 percent) the actions, including subactivities, included in the priority action matrix are costed (3, 2 ratings). Only five PRSPs clearly identified funding sources for the activities included in their matrix.

TARGETS AND INDICATORS

Overall Findings

2.18 The **Targets and M&E** sections in the PRSPs reviewed are generally weak in presenting rural development targets and indicators for the selected rural priority actions. The average score received was 25, out of a possible maximum score of 72. Cambodia and Guinea were the only countries to receive a score >30 (a '3' rating was given when detailed time-specific quantitative and qualitative indicators were presented, including a baseline or reference point). Five PRSPs link the actions to a set of clearly defined **rural impact targets** (Mozambique, Guinea, Mali, Senegal, Bolivia). One-quarter of the PRSPs discussed details of the institutional arrangements for M&E. Details of targets and M&E arrangements are discussed in detail for each rural issue in Appendix 2, together with the related diagnosis and actions.

FINDINGS OF OTHER RECENT REVIEWS OF THE PRSP PROCESS AND CONTENT

2.19 OED just completed an evaluation of the PRSP initiative.¹¹ A key area identified in need of strengthening concerns the articulation of alternate options and growth policies. The report points out that 'most PRSPs to date have not considered the full range of policy actions required for growth and poverty reduction. They focus largely on public expenditures, and pay more attention to social sector spending than to infrastructure, rural development, and other areas with poverty reduction potential. More analytical work is needed about how development policies and programs can best lead to poverty reduction'. Two examples for an apparent gap in linking policies and programs for poverty reduction mentioned in the report were Tanzania and Cambodia, where agriculture and rural strategies were under way but were not finalized before the PRSP process was completed. The report further points to the need to better define whether

¹¹ The World Bank 2004. Operations Evaluation Department, The Poverty Reduction Strategy Initiative, An independent evaluation of the World Bank's support through 2003.

and how the Bank and other donors should change the content of their assistance programs. Another issue picked up by the report is the lack of a results focus in the M&E system, where indicators are not linked to decision making. The review also included an analysis of PRSCs, and found that their introduction has led to a large increase in social sector lending within adjustment operations. According to the report, social protection and human development are up by 27 percentage points (at 21 percent and 13 percent, respectively), while rural development receives 7 percent of lending under PRSCs, compared to one percent in pre-PRSC adjustment lending. Economic Management declined by 17 percent, and Trade and Integration by one percent in PRSCs.

2.20 The findings of the PRSP Progress Report prepared by IMF/World Bank reinforce and support the results of the ARD/DEC review. In particular, the review of rural issues confirms the findings of the Progress Report on issues of inadequate prioritization and the relationship between actions and analysis. This was observed as a disconnect between rural priority actions and the underlying analysis leading to such prioritization and vice versa where the detailed analysis of rural themes was not followed by priority actions. Often, an assessment that would explain the prioritization was not provided.¹² As the Progress Report noted in paragraph 42 and table 3, agriculture is often identified for its important contribution to economic growth and poverty alleviation, yet the ARD/DEC review found that the inclusion of actions in the agriculture sector, and specifically on agriculture productivity, was not as significant as the role agriculture would deserve according to the analyses. Another area where the review of rural issues confirms the findings of the Progress Report relative to M&E is the definition of targets, which were found to be critically weak for rural priority actions.

2.21 A 2004 review of 15 PRSPs conducted by the Wageningen University and Research Centre focused on ‘Biodiversity, agro-biodiversity, international trade and food safety issues in CCA and PRSP country reports’.¹³ The report found that, while these issues are mentioned in the majority of the reports in one way or another, they were treated ‘haphazardly and in a non-coherent matter’. This review has found explicit mention of biodiversity in only six PRSPs (19 percent). However, general proposals for more crop diversification were made in 41 percent of PRSPs, although in the majority of countries the proposed actions were not supported by a detailed analysis.

2.22 A 2003 FAO report ‘Focus on Food Insecurity and Vulnerability’ assessed to what extent issues of food insecurity and vulnerability were addressed in Common Country Assessments (CCAs) and PRSPs and identified information gaps (25 PRSPs and 50 CCAs were reviewed).¹⁴ The report concluded that there is no consistent linkage between the selection of food insecurity and vulnerability as policy priorities and the degree of detail of analysis of the issues. The FAO study states that the reports ‘give broad attention to the issues but do not reflect systematic

¹² This is discussed in more detail under “Priority Actions”.

¹³ Wageningen University and Research Centre, 2004. Biodiversity, agro-biodiversity, international trade and food safety issues in CCA and PRSP country reports, Plant Research International Report 76.

¹⁴ FAO, 2003. Focus on Food Insecurity and Vulnerability, A review of the UN system Common Country Assessment and World Bank Poverty Reduction Strategy Papers.

efforts aimed at alleviating these problems'. Our review is consistent with these findings, noting that explicit treatment of food security was included in 47 percent of PRSPs, half of which treated the issue with little detail. Vulnerability and risk were included in 59 percent of PRSPs, but again only half of these presented detailed actions. Only a very few countries (one on food security and two on vulnerability, respectively) took up these issues as actions in the PRSCs, through other Bank interventions, or cite them as being covered by other donors.

2.23 The following reports do not have a direct rural context, but their lessons and recommendations refer to the effectiveness of the PRSP process more generally.

2.24 A 2004 briefing paper produced by Oxfam International points out that important stakeholders rarely are truly participating in the process and that the process of dialogue is not institutionalized and is extensively donor driven.¹⁵ The report criticizes the concentration of macro-economy and trade interventions on very few exports, and the lack of pro-poor policies and appropriate PSIA. The report recommends a 'PRSP Lessons Review' by each country before the preparation of the second PRSP.

2.25 A report commissioned by the German Technical Cooperation Organization (GTZ) in 2001 reviewed aspects of 'Institutionalized Participation beyond the PRSP' in five completed and 35 interim PRSPs. It found encouraging signs for institutionalized participation, albeit more in the form of consultations than in joint political decision-making. The paper proposes to support parliaments and help create networks to connect parliaments and civil societies.¹⁶

2.26 A 2003 report by the Social Development Department on Participation in M&E based on a review of 21 PRSPs finds that, while participatory M&E is mentioned as a desirable process, the level of operationalization is rather low.¹⁷

2.27 A 2003 ODI case study review of seven PRSPs in Sub-Saharan Africa proposes recommendations for governments, international financial institutions, and donors that would increase the poverty reduction impact of PRSPs.¹⁸ It calls for better integration of the PRSP process into government processes and greater involvement of parliamentary committees, and appeals to international financial institutions to avoid causing 'process overload' and to allow for more transparency about conditionality. Donors are asked to rethink the time horizon of their aid and alternative modalities to avoid institutional aid dependency.

¹⁵ Oxfam International, 2004. From 'Donorship to Ownership?' Moving towards PRSP round two. Briefing Paper.

¹⁶ Eberlei, W. 2001. Institutionalized Participation beyond the PRSP (study commissioned by GTZ)

¹⁷ Social Development Papers, 2003. Participation in Monitoring and Evaluation of PRSPs – A document review of trends and Approaches emerging from 21 full PRSPs, The World Bank.

¹⁸ ODI, 2003. Fighting Poverty in Africa – Are PRSPs making a difference?

3. Linkages Between Rural Aspects of PRSPs and PRSCs

3.1 Since their introduction in FY01, eighteen PRSCs pertaining to 12 countries were approved by April 2004. Four of these countries are already implementing second stage PRSCs, and two are implementing third stage PRSCs (see table 1.1). For each country, the PRSP's priority action matrix was compared to the PRSCs, which are logically expected to implement the matrix. The review also covered the planned actions that approved PRSCs outlined for subsequent PRSCs in the action matrix of the approved PRSC were also included (19 planned PRSCs). The detailed theme-by-theme review is presented in Appendix 3. The comparison took into account instances where some actions recommended in the PRSP are mentioned in the PRSC, the PRSP Annual Progress Report, or the CAS, as being explicitly implemented through frameworks outside the PRSC (e.g., through another Bank-funded operation or in a program funded by another donor or the government, see table A4.1 for details). In such cases, it was assumed that the proposed action is fully implemented. In addition to these explicitly mentioned investments by the Bank or other donors, all other rural investments of ongoing Bank projects approved since FY99 were also considered in the analysis (see table A4.2 for the detailed presentation).¹⁹

Overall Findings

3.2 There is a significant lack of **coherence** between the PRSPs and the follow-up PRSCs and the development program more generally (see table 3.1).

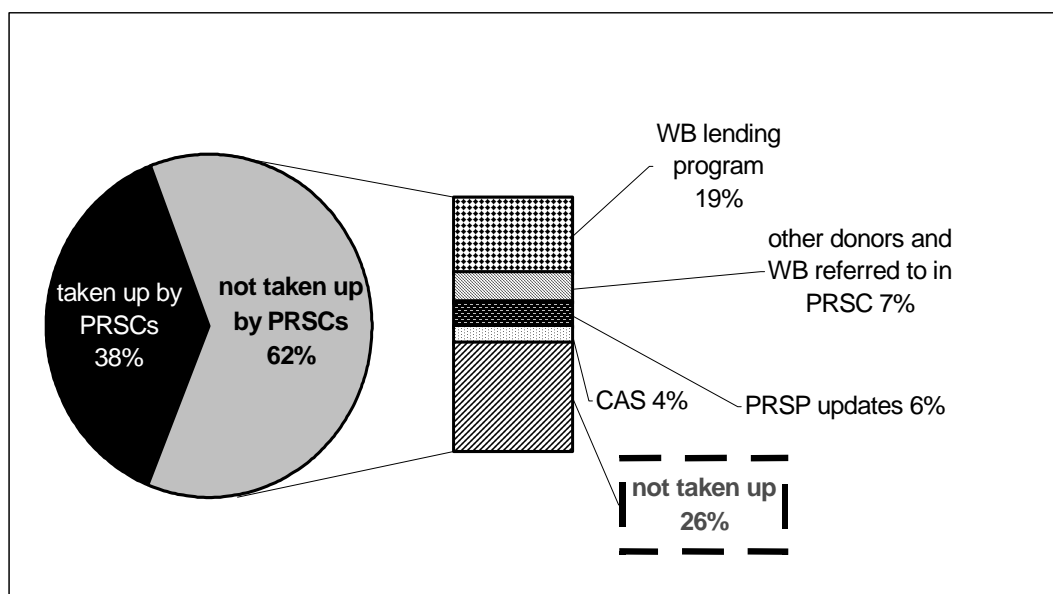
Table 3.1 The Relation between PRSP Priority Actions and PRSCs, Bank, other donor or government operations

	<i>PRSP Priority Actions</i>			<i>Total</i>
	<i>No recommendation</i>	<i>Recommended (low detail '1')</i>	<i>Recommended (in detail '2', '3')</i>	
PRSC actions				
Not included	67	49	69	185
Included (low detail '1')	2	10	31	43
Included (in detail '2', '3')	4	10	22	36
<i>Total</i>	73	69	122	264
WB projects explicitly mentioned in PRSC	-	2	3	5
Bank's rural lending portfolio mapped to PRSP actions	4	13	24	41
Other donor projects mentioned in PRSC				
Other donor projects mentioned in PRSC	-	1	6	7
PRSP Annual Update (actions not covered by World Bank or donors)	6	4	8	18
CAS priority areas (not covered by WB or donors)	1	4	3	8

¹⁹ The rural lending amounts of Bank-funded operations approved between FY99 and FY04, were broken down by sector and subsector, and have been mapped to the PRSP themes.

3.3 For the 12 countries covered in this section of the review, 118 of the 191 priority actions in rural areas (62 percent) that are included in PRSP action matrices, were not included in the approved or planned PRSCs. Of that 62 percent, seven percent are explicitly mentioned in the PRSC as being covered by other donors or Bank projects. Another six percent are mentioned as being covered in the Annual PRSP Updates, and an additional four percent are mentioned as priority areas in the CAS. The World Bank’s ongoing rural lending programs in the countries handle an additional 19 percent of these priority areas. This leaves 26 percent of PRSP priority actions that are not taken up at all (see figure 3.1). While it is possible that future PRSCs will address these priority areas, this review finds that the first group of PRSCs (actual and planned) do not concentrate sufficiently on the area where most of the poor reside and the sector from which the poor derive their livelihood. Over one-quarter of the priority actions remain unattended.

Figure 3.1 Uptake of PRSP rural Priority Actions in PRSCs or other development programs



3.4 Another interpretation of the results is that the priority action matrix of the PRSPs do not sufficiently prioritize rural interventions, which forces the PRSCs to do so. However, there is a risk that prioritization at the PRSC design stage is not based on a comprehensive analytical discussion of rural poverty.

3.5 Table A3.1 shows the disconnect between PRSP priorities and follow-up of the rural themes through PRSCs, other instruments, and other donors. This disconnect is most pronounced for rural finance, rural private sector development, food security, risk and vulnerability, livestock, decentralization and governance issues. On the other hand, rural education, health and water supply and sanitation, issues related to NRM, the incentive system, as well as agricultural support services, are followed-up in one way or another in all countries where these had been prioritized in the PRSP.

3.6 Another form of possible arbitrariness is reflected in the fact that of the 79 rural activities taken up by the PRSCs, six (eight percent) had not been identified as priority areas in the PRSP, and another 41 (52 percent) had not been outlined in seemingly sufficient detail. For the development program as a whole (including all Bank-funded and other donor programs, 11 percent of the activities were not mentioned as priorities in the PRSP.

3.7 In describing the extent to which actions in PRSCs had been analyzed in the corresponding PRSPs, table 3.2 exposes a weak analytical foundation for the *de facto* priorities implicit in the PRSCs. Almost one-fifth of the rural activities included in the PRSCs were not analyzed at all in the PRSP, and were not discussed in detail in the PRSC itself. An additional 10 percent were discussed only scantily in both the PRSP and the PRSC. Thus, close to one-third of the rural interventions in the PRSCs are undertaken with an inadequate analytical discussion of their justification within a comprehensive framework of rural poverty reduction. Even actions that are discussed in detail in the PRSC do not necessarily have adequate justification as strategic priorities, because their diagnostic discussion in the PRSP, where the overall framework is supposed to provide a coherent foundation, is scant (19 percent) or non-existent (22 percent). Only about one-third of the rural actions in the PRSCs approved or planned to date had a satisfactory discussion in the PRSP diagnostic section.

Table 3.2 The analytical foundation of PRSC rural actions

		PRSC Actions		
		<i>No detailed discussion</i>	<i>Detailed discussed</i>	
		<i>(1)</i>	<i>(2, 3)</i>	<i>Total</i>
<i>Level of analysis</i>				
PRSP Diagnostics	Not analyzed	18 (19 percent)	21 (22 percent)	39
	No adequate detail	10 (10 percent)	18 (19 percent)	28
	Adequate detail	12 (12 percent)	18 (19 percent)	30
	Total	40	57	97

4. Recommendations

4.1 Greater selectivity in coverage of rural themes, and more realistic notions of feasible development assistance, are required during the phases of problem diagnosis and prioritization during the PRSP process. This will yield a clearer vision of rural development goals from the donor community.

4.2 A greater focus on rural development actions than observed hitherto in typical PRSP countries is warranted in the PRSCs and other development interventions. PRSCs' rural discussion should describe the linkage to the overall rural development program as funded from various sources.

4.3 More coherence of PRSC rural actions to PRSP priority actions is needed (justification for disregard of priority actions). If PRSCs deal with priority issues that were not properly analyzed in PRSPs, there should be a discussion and justification.

4.4 PRSC rural activities need to be backed by a stronger analytical foundation.

4.5 The M&E and quantitative tracking of priority actions on rural themes need to be strengthened.

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Appendix 1. Overview of the Review Template

1. The PRSP review template has separate sections for the Participation, Diagnostics, Priority Actions and Targets/M&E sections of the PRSP. The PRSC review template covers essentially the same themes as the PRSP priority action review template. The list of rural themes which are rated or for which information is recorded is provided below:

Table A1.1 List of rural themes covered in PRSP/PRSC review		<i>Rating/ recording</i>
<i>Rural theme</i>	<i>Rating/ recording</i>	<i>Rural theme</i>
1. Farm income	rated	- market access
2. Non-farm income opportunities	rated	- pastoral systems
3. Rural gender issues	rated	- poultry
4. Rural education	rated	- fisheries
5. Rural health	rated	- veterinary and support services
6. Rural water and sanitation	rated	16. Food security
7. Rural transport	rated	rated
8. Rural electricity and energy	rated	17. Incentive framework
9. Rural communications	rated	- producer/input prices
10. Rural labor market	rated	- trade policy/ exports
11. Agriculture support services	rated	- tax/subsidy programs
- research	recorded	18. NRM and environment protection
- extension	recorded	rated
- market information, access	recorded	- legislation/planning
- market infrastructure	recorded	- forestry
- capacity building. (prod .org. coops)	recorded	- land/soil
- capacity building (got inst.)	recorded	- water/watershed
- agro processing	recorded	- air
- standards and quality control	recorded	- biodiversity conservation
12. Crop productivity	rated	19. Rural financial markets
- improved technology	recorded	rated
- improved seeds	recorded	20. Rural private sector development
- irrigation	recorded	rated
- crop diversification	recorded	21. Risk management/vulnerability
- fertilizer, crop protection access/use	recorded	rated
13. Water (sector strategy/policy dev.)	rated	22. Rural housing
14. Land	rated	rated
- policy/strategy dev., land reform	recorded	23. Rural decentralization, local governance
- admin. of registration, titling	recorded	rated
15. Livestock	rated	24. Social capital issues
- breeding	recorded	rated

Appendix 2. Linkages Between PRSP Diagnostics, Priority Actions, and Monitoring

1. This appendix focuses on in depth the diagnosis of problems, the proposed actions and targets, and monitoring and evaluation systems for each of the main thematic issues reviewed.

a. Agriculture productivity and agriculture support services

2. Eighty-eight percent of all PRSPs include a discussion on issues of **low agriculture productivity**¹ as a determinant of rural poverty, and 57 percent of these provide a detailed analysis ('2', '3'). In describing the factors causing low productivity, 50 percent included the general lack of improved technology, irrigation (28 percent), improved seeds (22 percent) and fertilizer (16 percent). Even though it had not been identified in the poverty diagnosis, three countries presented detailed actions on agriculture productivity in their priority actions matrix (Uganda, Mongolia, Guyana). Five countries that had presented a detailed analysis of problems related to agriculture productivity did not follow through with specific actions and gave only a broad indication of activities in this field.

3. The focus on agriculture in the poverty diagnosis and actions does not appear to be correlated with a high share of agriculture in GDP (>30 percent). This may be justified in some countries, where subsistence agriculture is important for rural poverty reduction. Consequently, agriculture is covered in the diagnosis and planned actions even though it contributes little to the GDP.

4. Sixty percent of PRSPs identify the **lack of agriculture support services** as a cause for rural poverty in the diagnosis, but only 19 percent analyze these factors in detail (2, 3). Among the services most frequently identified as missing were market information and access and extension services. Fewer PRSPs (13 percent) mentioned research services, agro-processing or standards and quality control.

5. All PRSPs have included priority actions related to **agriculture support services and crop productivity**, even though many have not provided analyses justifying the selection of these as priority action areas. The depth of the treatment and the emphasis on improving services versus improving technologies varies between countries. Fifty percent of the countries included detailed activities for both agriculture services and agriculture productivity (ratings of 2 or 3 on both issues). Nineteen percent only emphasized interventions in agriculture services provision, while nine percent put emphasis on agriculture productivity without identifying interventions that would support the delivery system.

¹ The subcomponents of crop productivity are defined as improved technology, improved seeds, irrigation, crop diversification, fertilizer use and other contributing factors (land, transport, education, health)

6. Seven PRSPs (22 percent) had not discussed **agriculture support services**² in the poverty diagnosis, but included detailed actions (2, 3) related to it. Most of these PRSPs had pointed out problems of low agriculture productivity, which can be seen as analyzing the symptoms, rather than identifying the underlying reasons and shortcomings of the sector. All countries that had identified a lack of support services in the poverty diagnosis, also presented detailed actions pertaining to such services. Actions for agricultural support services most frequently included interventions related to market access and information, extension services, research, and capacity building of producer organizations. Market infrastructure, agro-industry, and quality control and standards are other frequently mentioned activities. Activities linked to crop productivity most frequently focus on the expansion and rehabilitation of irrigation systems (69 percent). Many countries did not specify recommended interventions and called for a general improvement of production technology. Enhanced crop diversification and improved seeds were frequently proposed specific activities. Lack of capacity of producer organizations was raised in the analysis of only one PRSP, while 18 (56 percent) have actions relating to build their capacities. Four PRSPs have included actions to develop the capacity of government institutions. Thirty-eight percent of PRSPs (most of them not in Africa) relate problems of low productivity also to **inadequate enabling factors** in rural areas, such as roads, education and health services.

7. Forty-one percent of PRSPs included some targets and indicators to measure progress in agricultural support services, five of them in detail. Twelve PRSPs with detailed agricultural support service activities in their priority actions list have no targets or M&E indicators associated with them. Even the most detailed sets of indicators often do not refer to a baseline.

8. Eighty-four percent of PRSPs included some targets and indicators to measure progress in activities related to crop productivity, but only one third of them provided sufficient detail (Nepal, Ethiopia, Zambia received highest score). Progress in delivering agricultural productivity interventions are easier to measure than support service improvement, which includes measuring institutional processes and the quality of service delivery.

b. Livestock

9. Forty-one percent of PRSPs had discussed livestock issues in the poverty diagnosis section (half of them in some detail). However, all but four countries included **livestock** related activities in their action matrix. In 57 percent of PRSPs proposing livestock activities, the discussion is carried out with a high level of detail (2, 3). Veterinary services, fisheries and animal breeding were the most frequently listed activities. Livestock marketing issues and activities targeted at pastoral systems were also a focus. Sixty-three percent of PRSPs included targets and monitoring indicators for these activities, about half of them were quite detailed. There were seven PRSPs with detailed livestock actions that indicated no targets.

² The sub-components of agriculture support services are defined as research, extension, access to market information, market infrastructure, capacity of producer organizations, capacity of government institutions, agro processing and standards/ quality control.

c. Land

10. In diagnosing rural poverty, **land** related issues were discussed in 75 percent of PRSPs, and almost two-thirds of these provided a detailed analysis ('2', '3'). The main problems identified were small holding sizes, fragmentation and landlessness, and tenure security issues. Seventy-five percent included actions related to land issues, three-quarters of them were very specific; however, diagnosis and action coincided in only 59 percent. Actions focused on the administration of land registration and titling, as well as land reform and strategy development. Two thirds of the PRSPs that propose land activities include targets and performance indicators. Cambodia is a good example where land issues were identified in the poverty diagnosis and carried through with actions and targets.

d. Gender

11. In half of the PRSPs, rural **gender** issues were brought up in the poverty diagnosis, more than half of them included a detailed discussion. Two thirds of these PRSPs have carried through with actions to address gender issues (see box for good examples). Only one PRSP (Rwanda) used gender as one of the criteria for prioritizing actions in the policy matrix. Gender related targets are generally absent in the PRSPs. Only two PRSPs (Mali, Kyrgyz Republic) have a set of gender indicators. Specific indicators included allocation of x ha developed land to women; promotion of women's representation in decision making bodies to x percent; training of x number of women in agro-business processing.

Box A2.1 Cambodia land titling

Poverty Diagnostics

The document quotes a recent study stating that 70 percent of Cambodia's population is employed in agricultural production, out of which 12-15 percent do not own agriculture land. Access to land and holding sizes are skewed, with the lowest quintile of the poor having no farmland. Further, access to land rights are problematic for the poor due to a high level of illiteracy and lack of understanding of existing laws and regulations, preventing them from accessing their rights.

Priority Actions

Detailed priority action were included to improved access to land related to the following (1) administer land for the poor by creating secure property rights; (2) distribute vacant state land to poor and needy HHs; and (3) improving land management.

Targets

Number of land titles increased to 1 million; Manual on land allocation drafted and implemented.

Box A2.2 Gender issues addressed in PRSPs

Sri Lanka's PRSP lists several priority actions targeted to women and land tenure, policy representation, vocational training, working conditions, job opportunities both inside and outside of the agriculture sector. Malawi's priority actions for women reflect the HIV/AIDS crisis affecting the country. They include awareness campaigns, diagnostic surveys, and training on gender and HIV/AIDS issues related to economic activities, customs, and laws that can negatively impact on women.

e. Incentive framework

12. Forty-four percent of PRSPs identify the **incentive framework** as contributing to rural poverty in the country, but only half of these analyze the issue in detail. Yet, 59 percent of PRSPs included actions related to improving the incentive framework (only in 25 percent do diagnosis and actions coincide), almost half of them provided details. Overall, actions focus mainly on trade and export policies (50 percent), less frequently on price policies and subsidy

programs. About half of those with actions on the incentive framework include targets, and most of them are not specific.

Box A2.3 Addressing policy framework and incentive structure in Sri Lanka

Sri Lanka has analyzed the policy framework and has included specific actions to address it. In the poverty diagnosis, the Sri Lanka PRSP document states that slow growth in agriculture is attributed to restrictive policy measures such as pervasive input and credit subsidies and frequent changes in agriculture trade policies. Priority actions include the adoption of a stable pricing policy that provides predictability to the grower in the medium and long run. It will fix the subsidy rate for fertilizer and undertake measures to avoid violent price fluctuations through matching production with potential demand in local and external markets. Government will also withdraw fully from production of certified seed. This will remove artificial distortion in the price of all seeds. The committee on seed and planting material will re-visit the cost structure of all seeds and make recommendations as to how the prices should change. The Cabinet will approve the seed act, which will be sent to Parliament. It will also undertake export expansion as a measure to increase demand for products worth comparative advantage (i.e. identify niche markets such as green/organic products).

f. Water

13. Half of the PRSPs included a discussion of **water sector issues** in the diagnosis, 38 percent of these provided a detailed analysis of the issues. One quarter includes actions related to water sector strategy and policy development (and in only one eighth of cases do diagnosis and actions coincide). Half of them have set time-bound targets of when these interventions should be implemented.³

g. Natural Resource Management and Environment Protection

14. Fifty-nine percent of PRSPs included an analysis of **natural resources management and environmental protection**, 42 percent of them provided satisfactory details, related mainly to forestry, land degradation, and less frequently to water resources management/watersheds, air quality and biodiversity. A much larger number of PRSPs, eighty-four percent, included priority actions related to natural resources management and the environment, 50 percent describe these in detail. Thus, in eight PRSPs (25 percent) the actions related to NRM are not backed by any diagnosis, and in ten other PRSPs the presented diagnosis is not profound. Actions focus mainly on forestry (59 percent) and environmental planning and legislation (53 percent), as well as on land degradation, water resources and biodiversity. Two-thirds of the PRSPs that planned actions in this field had outlined targets and monitoring indicators, less than a third of these were quantified or included a time frame.

h. Rural Financial Markets

15. Problems of **rural financial markets** were mentioned in 47 percent of PRSPs, but only one document provided details ('2', Tajikistan). Despite the low depth of discussion of rural finance

³ Note that other water related issues were recorded and analyzed separately: water supply and sanitation, water for irrigation (recorded under agriculture productivity), water resource management, watershed management and quality issues (recorded under NRM and environment protection), and will be referred to and discussed separately in the text.

issues in the diagnosis, 84 percent of PRSPs included such rural financial sector activities in their action matrix, 53 percent of these were described in detail. However, only a third of the PRSPs with rural financial sector priority actions included targets and M&E.

i. Rural Education and Health

16. Seventy-five and 78 percent of PRSPs, respectively, mentioned the lack of **rural education and rural health** issues as a determinant of poverty, half of them provide details in their diagnosis. Similar proportions of the PRSPs include priority actions in these areas, although the overlap is not perfect. About half of these actions are described in detail, but only 13 percent provide detailed targets.

j. Rural Labor Market

17. Under the poverty diagnostics, about one third (eleven) of PRSPs provide information on the state of rural labor markets, with 4 PRSPs giving some details. Further, only four PRSPs that had raised rural labor issues in the diagnosis section followed up with priority actions (four others included labor market priority actions, but did not back these by analysis). Three of these had targets to monitor the actions.

k. Food Security

18. Only eight PRSPs (25 percent) raised food security issues as associated with poverty, with only two giving details (Ethiopia, Cambodia). However, 15 PRSPs included food-security-related actions as priority undertakings (eleven of these not backed by any analysis), and nine PRSPs (not necessarily the same), have set targets for monitoring.

Box A2.4 Good practice in diagnosis and setting actions to reduce food security

In any given year in Ethiopia, more than four million people face food shortages and need food assistance. Therefore, the priority actions in Ethiopia's PRSP includes addressing food insecurity at the household level through cash transfers and food-aid and implementing regional food security programs, including irrigation sector development. Their goal is to decrease the Food Poverty Head Count Index to 38 percent by 2004/05 (from 42 percent in 1999/00).

In Cambodia, chronic food insecurity affects subsistence farmers, the landless, marginal landholders, and other vulnerable groups. Rice surpluses have not resulted in access to food for many large rice producing provinces, so access is a major issue. Priority actions include expanding the national program to improve food security and income generation for poor farmers by training farmers to raise small animals and poultry, in establishing rice banks and farmers' cooperatives. To follow-up on the actions, the Cambodia PRSP sets the following targets: (i) legislation on rice feed banks adopted by 2003; (ii) maintain rolling stock of 160,000 tons of food in six target provinces; (iii) 4600 farmers benefit from training on livestock; and (iv) number of farmers' food security cooperatives piloted.

l. Risk management and vulnerability

19. Issues of **risk management and vulnerability**, associated with natural disasters as well as social safety nets to rural residents, were included in the poverty diagnosis of 63 percent of PRSPs, but only 40 percent of these provided sufficient detail (2, 3). Nineteen PRSPs (59

percent) include actions, less than half present details to address risks (three of those with priority actions did not have analyses to underpin the actions). Only seven have targets to monitor the actions. A third of the PRSPs proposing actions focus primarily on vulnerability associated with natural disasters, and an equal share of PRSPs mention exclusively social assistance programs, while the rest of the PRSPs focus on mixed programs of social assistance and improved management of natural resources, disaster management. All PRSP countries in the ECA region (Albania, Azerbaijan, Georgia, Tajikistan) except Kyrgyz Republic have prioritized actions for social assistance programs to address risks and vulnerability.

Box A2.5 Mongolia's Analysis and Action Program to Reduce Risk and Vulnerability

Mongolia proposes for a mix of actions to mitigate social and environmental risks and vulnerability, which are presented below.

Poverty Diagnosis: Mongolia's rural people, primarily the nomadic pastoralist population are extremely vulnerable to environmental insecurity. Natural disasters, droughts, dzuds, forest fires and parasitic infestations have been made worse by a growing over-concentration on grazing pressure, as the numbers of herders and livestock increased, while pastoral mobility has declined since 1990s.

Priority Actions: Implement the World Bank financed Sustainable Livelihoods Project, which has a major component on pastoral risk management on livestock production that are vulnerable to droughts and dzuds (winter disasters); improve social protection services for the rural population, create a legal environment to insure herders, self-employed rural people; health insurance to cover herders.

m. Rural water supply and sanitation

20. Sixty-six percent of PRSPs identified lack of **rural water supply and sanitation** as associated with rural poverty, half of them include a detailed analysis. Even though many PRSPs did not include this theme in the diagnosis, 84 percent of all PRSPs include actions; 44 percent provide details. Sixty-six percent include targets; half of them give details. (from 15 percent in 2000)

n. Rural electricity

21. Forty-three percent of the PRSPs identified inadequate **rural electricity** supply as a determinant of poverty, but only 3 provide details. Nonetheless, a large percent of PRSPs (80 percent) include priority actions related to rural electricity, nearly half provide details and most of them set up monitoring targets.

o. Rural transport

22. Sixty-nine percent of PRSPs regard **rural transport** as a determinant of rural poverty, only a quarter of them provide details. Eighty-four percent include priority actions, nearly 60 percent of them with details. Seventy-two percent of PRSPs have implementation targets; few (26 percent) provide details. There is high consistency in PRSPs that address rural transport issues in the diagnosis that are followed through with priority actions and targets.

Box A2.6 Good Practice in Analysis and Action related to Rural Transport

In presenting rural transport as a determinant of poverty, the *Yemen* PRSP states that low density of roads (estimates: 11 km per 1,000 km sq.), disparity in their distribution between rural and urban areas and among governorates have created inequalities between urban and rural dwellers. The 1999 poverty survey showed that families who live near to paved roads reaches 81.4 percent in the urban areas, while for rural areas it is no more than 7.5 percent. Priority programs to address this dilemma include a rural roads project that involves local communities and individual contributions in construction and maintenance of feeder and dirt roads. The action focuses on an active role of the local government. The document sets the following quantitative targets for roads connecting rural areas to markets by 2005: (1) asphalt roads 1,250 km; (2) rock roads 1,200 km; (3) rehabilitated asphalt roads: 101 km; (4) enforcements of roads 127 km; (5) road maintenance 1,270 km.

The *Ethiopia* PRSP addresses rural transport issues under all three pillars of the PRSP. It states that the road network in Ethiopia is amongst the lowest in Africa. In 2000/01, 70 percent of the people live more than a half a day's walk from all-weather roads. A priority plan is proposed for a rural travel and transport subprogram in improving access of rural villages to markets and public facilities and targets set to build 7000 km of low-level rural roads.

p. Rural housing

23. Problems of **rural housing** are discussed in detail only in the Mongolia PRSP, and were mentioned by four more countries. Seven (22 percent) PRSPs include priority actions related to rural housing, but only one of them had analysis underpinning the priority actions. Few PRSPs (4) include targets, none of which are detailed.

q. Private sector development

24. The role of **rural private sector development** in rural poverty alleviation was diagnosed in 38 percent of PRSPs, and only a third of them provided details. However, 78 percent of PRSPs include actions related to rural private sector development, half of them give details and half include targets, although mostly without much detail.

Box A2.7 Good Practice Example of Actions and Targets for PSD

In the Honduras PRSP, lack of training in production and management of small-farm enterprises, lack of improvements in market information systems directed at small-scale producers; low level of marketing efficiency; agricultural producers' inability to adapt well to competition and market opening have affected the development of rural private sector. Priority actions include facilitation of development of agro-business industry through: a) promotion and concentration of investments on tropical products with rapidly growing markets (incl. organic products); b) promotion of small producers-large enterprises alliances (contract farming, marketing); and c) establishing certification, quality and green seal systems, develop WTO-consistent incentives for restructuring production.

r. Decentralization and local governance

25. Only 28 percent of PRSPs linked rural poverty to lack of **decentralization and local governance**. However, 72 percent PRSPs included actions related to decentralization, and most of them provide a detailed discussion. Close to half of these include targets, and a quarter

includes detailed targets. Examples of priority actions on decentralization and local governance include:

- a. strengthening capacities of district assemblies in Ghana;
- b. strengthening local bodies in land management, rural infrastructure, and delivery of water supply; training local government officials;
- c. strengthening public order and fighting crime and illegal trafficking in rural areas in Albania;
- d. devolving service delivery functions—such as, agriculture and small irrigation, rural roads, education, health and postal service—to local government,
- e. building capacity of local government to design and implement poverty targeted programs and undertake fiscal decentralization measures in Nepal.
- f. Sri Lanka submitted a well-crafted action plan on this theme in their PRSP (see box A2.8).

Box A2.8 The Sri Lanka PRSPs treatment of decentralization

A key component of decentralization and local governance priority actions was to improve fiscal equalization measures to separate it from any political interference and to ensure transparency and accountability. Efforts will be made for local government revenues and expenditures to be published and disseminated through modern means of communication such as the Internet. Existing legislation will be reformed to facilitate this process. Single code of local government law will be issued. Local government strategic planning, M&E and financial management capacities will be improved. Partnerships between provincial councils/other local government bodies, the private sector, and other stakeholders will be expanded.

s. Rural social capital

26. Only five PRSPs diagnose rural **social capital** issues, covering ethnic and post-conflict re-integration, and support to traditional (social, governance) systems. While seven PRSPs included actions, only two of these (Rwanda, Albania) had diagnosed the issues. Only three PRSPs include targets.

t. Public expenditure review

27. One third of PRSPs include in the presentation of **public expenditure reviews** separate budgets for rural programs or sectors. Six PRSPs have mentioned Medium Term Expenditure Frameworks (MTEF), three of them include an expenditure review of rural programs.

Appendix 3. Detailed Presentation of the Relationship Between PRSPs and PRSCs on Specific Rural Poverty Issues

1. All 12 PRSC-countries planned detailed actions related to **agricultural support services** in their PRSP priority action matrix (rated 3 or 2). Nine countries subsequently included actions related to the theme in their PRSCs. In four of these countries the level of detail given to the theme in subsequent PRSCs was clearly lower ('1'). Actions concentrated mainly on the extension and research service, very little attention was given to the areas of markets, capacity building of producer organizations and agri-business related services. Two countries that had not included support to agriculture services in their PRSCs mentioned other donor or World Bank projects related to the theme, and the third one has an ongoing Bank lending program in the sector, even though this was not mentioned in the PRSC.

- Five countries included actions related to the theme in their first PRSC, four other countries have followed through with actions in second and third stage PRSCs, or are intending to in planned PRSCs.
- In eight countries the PRSCs indicate that the agricultural support service activities receive additional support by other bilateral or multilateral donors, or other World Bank investment projects. The PRSCs do not provide sufficient detail on how this support is linked to the PRSP to allow judgment on the extent to which the decision for and concept of the projects relates to the PRSP planning process (see appendix 2 for details).
- In six out of the 12 PRSC countries, the interventions related to this theme in the PRSCs covered policy planning processes and institutional changes, which had not been elaborated upon in the corresponding PRSP action matrix. For example:
 - PRSC actions included reviewing the role of government agencies in the agriculture subsectors in Uganda;
 - institutional audits of the Ministry of Agriculture in Burkina Faso;
 - harmonizing rural development operations with the sector strategy in Tanzania, Burkina Faso;
 - the establishment of a National Task Force on rural development in Albania;
 - adjusting the midterm expenditure framework for the agriculture and rural sector in Vietnam; and
 - approving and implementing the 'rural productive sector policy and strategy' in Nicaragua.
- Because of the long term nature of these types of interventions, related activities are continued and steps to reach a certain outcome are included in up to four subsequent PRSCs. The typical steps in which the actions were outlined across subsequent PRSCs were: evaluation of existing policy or institutional set-up > drawing out lessons learned >

drafting of actions or piloting of actions > implementation of actions (see appendix 5 for details).

<i>Rural theme</i>	<i>PRSP priority</i>	<i>PRSC follow-up</i>	<i>Other follow-up</i>	<i>No apparent follow-up</i>
Rural private sector development	12	5	1	6
Rural Finance	10	3	1	6
Food security	6	1	-	5
Risk and vulnerability	8	2	1	5
Livestock	10	2	4	4
Decentralization and governance	11	3	4	4
Land	10	6	1	3
Rural electricity	11	1	7	3
Rural gender issues	8	3	2	3
Crop productivity	12	6	4	2
Agriculture support services	12	9	3	-
Rural transport	11	2	8	1
Incentive framework	8	3	5	-
NRM environmental protection	9	7	2	-
Rural water supply sanitation	11	5	6	-
Rural education	11	6	5	-
Rural health	10	4	6	-

2. Actions related to **crop productivity** that had been specified in the PRSP priority action matrix were often not followed through with activities in the related PRSCs. Of the eleven PRSC countries that had specified detailed actions in their PRSP, six included activities in their PRSCs, mostly in the second or third stage tranche and with a lower level of detail. In addition, three countries listed other multi- or bilateral donors that cover some of the activities specified in the PRSP, most of this support focused on irrigation or unspecified ‘new technologies’ (see appendix 2 for details). Three additional countries have existing World Bank lending programs in this sector. Two countries with a high level of detail given to the theme in the PRSP had not included related actions in the PRSC, nor was any other donor support mentioned (Ghana, Albania).

3. Of the twelve PRSC countries, ten had included **livestock** activities in their PRSPs, six of them with a high level of detail. However, only Burkina Faso in its PRSCI, and Benin in the PRSCI and planned PRSCII included livestock related activities, encouraging private sector service delivery (veterinary and advisory) and water supply for pastoralists, respectively, without providing details. In addition, Albania and Ghana receive support for the theme through an ongoing lending portfolio with the World Bank. PRSP Annual Progress Reports mention increased government support for livestock related programs for Tanzania, Uganda, and Ethiopia. This leaves four countries with no apparent support to the theme despite a focus in their PRSP priorities.

4. Eight PRSC countries had planned actions to improve the **incentive framework** in their PRSPs, five of them in detail. In three countries, this was followed by actions in the PRSC (Burkina Faso, Vietnam). Actions in Burkina Faso concentrate on liberalizing the cotton market, and in Vietnam on tariffs and import restrictions. In Sri Lanka, a detailed set of activities had been planned in the PRSP, and while no actions are included in the PRSC, it is reported that ADB and USAID will work on eliminating import monopolies and on introducing a uniform and stable protection regime for food products. Five countries (with low, high or no emphasis on the theme in the PRSP) have an existing World Bank lending program. For two more countries the CAS and Annual PRSP Progress Report, respectively, mention an increased focus on trade issues.

5. Ten PRSPs included activities related to **rural financial services**, six of them in detail. Only three countries followed through with actions in the PRSCs (Uganda, Ethiopia and Vietnam). In Vietnam, the actions proposed under the PRSCI are even more detailed than what was planned in the PRSP, and in addition, two bilateral donors and the World Bank support activities in this sector. In Uganda, the actions focus on establishing micro-finance institutions, with no specific rural focus. In Ethiopia, government owned rural development banks will be phased out and savings and credit cooperatives established to improve credit access for small farmers. Two more countries have an ongoing World Bank lending program in this sector, one of which had not included the theme as a priority in the PRSP. This leaves six countries which had included rural finance as a priority in the PRSP without apparent support to the theme.

6. Ten of the twelve PRSC countries had included **land** related issues in their PRSP action plan, nine of which provided detailed actions. Six followed the PRSP priorities with actions, in most cases starting at the PRSC II stage, and included or planned for in two or even three consecutive PRSCs, due to a lengthy process of drafting, reviewing and consolidating land policy and legislation reforms (Uganda, Sri Lanka, Albania), or due to the evaluation and gradual expansion of land titling schemes (Vietnam). Two of these countries are in addition receiving support through other World Bank projects to this theme. In Guyana, Burkina Faso and Ghana land related activities had been planned but were not followed by actions in the PRSC. Ghana, however, referred to a World Bank Land Administration project that started in FY03. Ethiopia had treated land issues in detail in the main text of the PRSP, but had not included any related actions in the priority matrix. It appears that there was a shift in priorities since the approval of the PRSP in Ethiopia, because the PRSCI-III (PRSC II and III are planned) includes detailed actions for a rural land proclamation and land administration institutions in several regions. This leaves three countries—Burkina Faso, Benin, Guyana—that had put a high priority on the issue in their PRSPs without apparent support to the theme.

7. Of the three PRSC countries that had planned to develop a **water sector strategy/policy**, two followed through with actions (Burkina Faso, Sri Lanka), even though with a less comprehensive set of interventions than originally planned. Vietnam did not include any actions towards this theme. Benin is planning to set up an Integrated Rural Water Sector Strategy for its planned PRSCII, even though this had not been mentioned in the PRSP priority action matrix.

8. Actions related to **NRM and environmental protection** had been included in nine of the related PRSPs, most of which had planned detailed actions. Eight of these countries included related activities in their PRSCs, four of which had additional support from other World Bank

projects (Uganda), and ADB and AUSAID (Sri Lanka). Ghana and Albania did not follow through with any actions despite prioritizing it in the PRSP. Benin, which had discussed environmental issues in detail in the PRSP text, but had not included related priority actions, has focused in its PRSCI and the planned PRSCII and -III on improving the forest sector, with a detailed set of interventions. In two additional countries the CAS and Annual PRSP Progress Report, respectively, mention support for the theme.

9. Issues of **local governance and decentralization** had been included in ten PRSPs, eight of which were detailed. In three countries, the PRSP plan was followed by actions in the PRSCs. Ethiopia is supporting decentralization through a budget to meet the transition costs and will update the formula for budget transfers to municipalities and communities. Nepal plans budget transparency process in front of village development committees. In addition, three countries received support in this area from other donors (Ghana, Burkina Faso, Sri Lanka), and in three more countries CAS and Annual PRSP Progress Reports mention a focus on this theme. Even with this additional support, four countries with a high priority on the issue in their PRSP are apparently not getting support in the medium term.

10. Activities enhancing **non-farm income opportunities** had been proposed in seven PRSPs, three of them were detailed, but none of these were followed through in the PRSCs. It is reported that UNDP, CIDA, and the EU are helping to develop eco-tourism in Guyana. Uganda's Annual PRSP Progress Report mentioned a renewed focus on rural non-farm employment opportunities. This still leaves 6 countries with no clear support to the theme despite a focus in their PRSP priorities.

11. Rural **private sector development** had been included in all twelve PRSPs, three of which had planned detailed activities. Five countries included some actions in their PRSCs, and one additional country (Sri Lanka) receives support from other donors (ADB, GTZ). In addition to PRSC activities, bilateral donors support the theme in Sri Lanka and give support to Vietnam's State Owned Enterprise reform. Other supported activities ranged from private sector involvement in providing agriculture extension (Nepal), opening of the cotton sector to private investment (Burkina Faso), selecting a private operator for the Water Authority and review of the forestry law to ensure they provide incentives for private investors (Guyana). Six countries are left with no apparent support to the theme despite a clear focus in their PRSP priorities.

12. **Food security** issues were included in six PRSPs, in three of them in detail. Only in Ethiopia has this been followed by PRSC actions (a federal food security grant is to be tied to guidelines that would mitigate social and environmental risk). In addition, the Annual PRSP Progress Report for Tanzania also mentions support to the theme, even though this was not an explicit priority in Tanzania's PRSP. This still leaves five countries with no apparent support to the theme despite a focus in their PRSP priorities.

13. **Risk management and vulnerability** was included in seven PRSPs, and was followed by actions in two countries. In Albania, a review of the effect of the pension reform on rural and urban population, and improvements to the social safety net to benefit the rural poor are being planned; in Ethiopia measures are linked to food security issues and monitoring mechanisms and institutional arrangements for multi-year productive safety nets are being set up. In addition, the

Annual PRSP Progress Report for Vietnam mentions support to the theme. This still leaves 5 countries with no apparent support to the theme despite a focus in their PRSP priorities.

14. Eleven countries had planned **rural education** interventions in their PRSPs, and ten included actions related to **rural health**. Ghana, Burkina Faso and Benin (even though there was no specific rural focus in Benin's PRSP), and to some degree Vietnam, Uganda and Albania have followed through with activities in these sectors in their PRSCs. In Ghana and Burkina Faso, detailed activities are planned throughout three consecutive PRSCs. In Uganda, AfDB also supports the sectors. In Sri Lanka, the PRSC mentioned that ADB, Germany, Japan, Norway and the UK are supporting rural education programs, and that Austria, China, France, Japan, Korea, UNFPA, Australia, UNICEF, UNDP, WFP and WHO are helping to 'provide affordable health care services for the rural and urban poor'. In addition, there is a World Bank lending portfolio supporting rural education in 10, and rural health in 11 of the 12 PRSC countries, most of which had included rural health and education as high priorities in the PRSPs, the widest support of World Bank to any of the rural themes.

15. **Rural water supply and sanitation** was included in eleven PRSPs, five of them provided a detailed plan of actions. Four countries included activities in PRSCs, most detailed in Uganda, which is getting additional support for the theme from the AfDB. Ghana, Tanzania, and Sri Lanka did not include actions in this sector in their PRSCs but have listed support from other World Bank projects, ADB and Germany, and in Ethiopia the Annual PRSP Progress Report lists government support for the theme. Also, nine countries have existing World Bank programs related to the theme, three of which have also included it in the PRSC. Benin had not specified a rural focus in the water supply and sanitation sector in their PRSP, but has included actions in the PRSCI as well as the support of several bi- and multi-lateral donors.

16. Ten PRSPs, (eight of which provided details), included actions related to **rural transport**. Follow-up implementation through PRSCs is included in Uganda and Nicaragua. Nine countries receive support through other World Bank projects and Guyana's road and river transport network is being improved by CDB, IDB, and the EU. The only country apparently not receiving any support for the sector is Albania, which had included it in the PRSP without much detail.

17. **Rural electricity** was planned by eleven PRSPs. However only Nicaragua included rural electrification activities in its PRSCs, this and six other countries have ongoing World Bank programs in this sector. In Sri Lanka and Guyana other donors (ADB, GTZ, Japan and IDB) work on improving power supply to poor and underserved areas. In addition, Burkina Faso will focus on this theme according to its latest CAS. This leaves three countries for which this theme was a priority in the PRSP with no apparent support to the sector.

18. **Gender specific rural activities** had been planned in eight of the countries, four of which provided details. Benin, Uganda, and Ghana followed with some activities (Benin: drafting of a gender action plan; Uganda: strengthening women's land rights; Ghana: increase girls school enrollment in rural areas). Burkina Faso and Sri Lanka, who had included detailed actions to benefit women in the PRSPs, did not specify any actions in the PRSCs. According to recent information in CAS and Annual PRSP Progress Reports three more countries will receive support to this theme.

Appendix 4. Rural Themes Supported Outside PRSCs

1. Many PRSCs mentioned the input of other donors to certain themes, sometimes those themes were explicitly not supported by the PRSC, and in other cases names of other donor or World Bank projects were given that appear to be covering or complementing efforts supported by the PRSC. It is difficult to estimate the contribution and coverage of other donor projects because of the limited information given in the PRSC (no details on scope, starting date, lending volume, link to PRSP process etc).⁴

GHANA PRSCI (FY03)

- Rural water supply & sanitation: World Bank: Community water supply and sanitation project planned for FY04 (rural focus)
- Agriculture support services: World Bank: Ag services subsector investment project (2000)
- Land: World Bank: Land administration project (2003)
- Rural Finance: World Bank: Rural finance services project (2000)
- Decentralization: World Bank: Local government development (closed, 2003 ICR)

TANZANIA PRSCI (FY03)

- Rural roads: World Bank: (2004 Central Transport Corridor project, includes rural roads);
- Rural water supply & sanitation: World Bank: Rural water supply and sanitation project (2002);

UGANDA PRSCI (FY01)

- Rural education: African Development Bank
- Rural health: African Development Bank
- Rural water supply & sanitation: African Development Bank
- Agriculture support services: African Development Bank

⁴ **Note:** It is unclear whether the listing of World Bank and other donor projects is done systematically and comprehensively in the PRSCs: six of the nine PRSC countries do not mention any World Bank projects, but do list other donor support to rural themes. In most of these countries other World Bank projects with a rural focus have been implemented, or were being planned at the time the PRSC became effective (see table A4.2 for details on the rural lending program in the 12 PRSC countries).

UGANDA PRSCIII (FY04)

- Agriculture support services: World Bank: Ag advisory project (2001); Ag research and training project (2001);
- NRM/environment: World Bank: Environmental management capacity building project (ICR 2001); Lake Victoria Environment credit (2002); Institutional capacity building and protected areas project (ICR 2003); Protected areas management and sustainable use (2002);

BURKINA FASO PRSCI (FY01)

- Rural transport: World Bank rural transport (2003 Transport sector project, no rural focus)

BURKINA FASO PRSCII (FY02)

- Agriculture support services: World Bank: Agriculture services support project (ICR of 1998), Private irrigation project (1998), Community based rural development project (2000).

NEPAL PRSCI (FY04)

- Agriculture/Irrigation: Norway, Saudi Fund, Switzerland, UK, US;

SRI LANKA PRSCI (FY03)

- Rural education: ADB, Germany, Japan, Norway, UK
- Rural health: Australia, UNICEF, UNDP, WFP, WHO ('affordable health care for the rural and urban poor');
- Rural water supply and sanitation: ADB, Germany: improved access to safe water in rural areas;
- Electricity: ADB, Germany, Japan: improved access of the poor to electricity (rural focus?);
- Rural housing: Germany, UNHCR: improved housing for estate population;
- Agriculture productivity: ADB, Japan: tea, rubber, coconut; increase yields of irrigated crops;
- Land: Sweden: improve land market in rural areas
- NRM/Forestry: ADB, Australia: foster sustainability in area of forestry;

- Incentive framework: ADB and USAID to work on eliminating import monopolies and reducing import protection; introducing a uniform and stable protection regime for food products
- Decentralization: Norway, Sweden, UNDP: foster decentralization to tap local knowledge for poverty reduction;
- Private sector: ADB, Germany: private sector participation in rural dev activities;

VIETNAM PRSCI (FY01)

- Rural Finance: Germany, AUSAID: 'provide poor communities with banking services, audit Bank for Ag and Rural Development';
- Private Sector: ASEM 5 European, Germany, DANIDA: support for State owned Enterprise reform, Min of Ag, Min of Fisheries, and in two provinces (text not clear).

ALBANIA PRSCI (FY02)

- Agriculture support services: European Community

GUYANA PRSCI (FY03)

- Non-farm economy: 'development of eco-tourism': UNDP, CIDA, EU;
- Expand road and river transport network: CDB, IDB, EU;
- Provision of electricity to underserved areas: IDB;
- Agriculture support services: IDB, UNDB, IICA, CDB: 'modernization of the agriculture sector'
- Agriculture productivity: CDB 'expansion and improvement of irrigation and drainage schemes'

BENIN PRSC I (FY04)

Rural water and sanitation: Japan, France, Islamic Development Bank, EC, Economic Community of West African States, Denmark, Germany.

Table A4.2 Other Rural Lending in PRSC Countries, FY99-04

<i>Country/Major Sector</i>	<i>All instruments less PRSC</i>							<i>Non-PRSC^a</i>
	<i>FY99</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>FY03</i>	<i>FY04</i>	<i>Total</i>	
Albania								
Agriculture extension & research	0.3	0	3	0	0	0.7	4	3.3
Agriculture markets & trade	0	0	6.9	0	0	0	6.9	5.8
Animal production	0	0	0	3	0	0	3	2.5
Irrigation & drainage	19.7	0	0	0	0	8.1	27.8	23.3
Industry and trade	0.3	2.1	0	0	0	0	2.4	2
Education	0	5.3	0	0	0	0.7	6	5
Energy & mining						14	14	11.8
Finance	4.7	0	0	0	0	0	4.7	3.9
Health & social services	1.8	0	6.6	0	2.1	0	10.6	8.9
Transportation	1.7	0	0	8	4.3	0	14	11.7
Water, sanitation, & flood protection	7.3	0	0	0	2.1	2.7	12.1	10.2
Law & public administration	0	0	0	0	0	0	0	0
<i>Albania Total</i>	<i>35.7</i>	<i>7.4</i>	<i>16.5</i>	<i>10.9</i>	<i>8.6</i>	<i>26.2</i>	<i>105.3</i>	<i>88.4</i>
Benin								
Agriculture extension & research	0	0	0	3.7	0	0	3.7	7.5
Agriculture markets & trade	0	0	0	7.9	0	0	7.9	16.2
Agro-industry	0	0	0	1.8	0	0	1.8	3.8
Forestry						0	0	0
Crops	0	0	0	4.6	0	0	4.6	9.4
Industry and trade	0	3.9	0	0	0	0	3.9	8
Education	0	1.4	0	0	0	0	1.4	2.8
Finance	0	7.7	0	0	0	0	7.7	15.7
Health & social services	0	0	0	13.3	0	0	13.3	27.3
Water, sanitation, & flood protection						0	0	0
Law & public administration	0	0	0	0	0	0	0	0

<i>Country/Major Sector</i>	<i>All instruments less PRSC</i>							<i>Non-PRSC^a</i>
	<i>FY99</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>FY03</i>	<i>FY04</i>	<i>Total</i>	
Benin Total	0	12.9	0	31.3	0	0	44.3	90.7
Burkina Faso								
Irrigation & drainage	4.5	0	0	0	0	0	4.5	1.8
General agriculture, fishing, and forestry	0	0	14.7	0	0	0	14.7	5.7
Industry and trade	0	0	0	0	5.3	0	5.3	2.1
Education	0	0	0	19.3	0	0	19.3	7.5
Health & social services	0.7	0	22.6	20.6	0	0	43.8	17.1
Info & communication	0	0	0	0	5.3	0	5.3	2.1
Transportation	0	0	14.7	0	76.4	0	91.1	35.5
Water, sanitation, & flood protection	0	0	14.7	0	0	0	14.7	5.7
Law & public administration	0	0	0	0	0	0	0	0
Burkina Faso Total	5.2	0	66.7	39.9	87	0	198.7	77.4
Ethiopia								
Agriculture markets & trade	0	0	0	1.1	10.6	0	11.7	1.3
Forestry	0	0	0	0	3.8	0	3.8	0.4
General agriculture, fishing, and forestry	0	0	0	41.9	42.2	0	84.1	9.5
Industry and trade	0	0	0	0	1.5	0	1.5	0.2
Education	0	0	2.6	0	2.6	0	5.2	0.6
Energy & mining	0	0	25.3	0	64.9	0	90.2	10.2
Finance						0	0	0
Health & social services	64	0	285.2	41.9	19.6	3.1	413.8	46.8
Industry and trade						0	0	0
Transportation	0	0	26.8	0	106.7	0	133.4	15.1
Water, sanitation, & flood protection	0	0	0	0	7.9	54.3	62.2	7
Law & public administration	0	0	0	0	0	28	28	3.2
Ethiopia Total	64	0	339.9	85	259.9	85.3	834.1	94.4
Ghana								

<i>Country/Major Sector</i>	<i>All instruments less PRSC</i>							<i>Non-PRSC^a</i>
	<i>FY99</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>FY03</i>	<i>FY04</i>	<i>Total</i>	
Agriculture extension & research	0	0	57.8	0	0	0	57.8	13.4
General agriculture, fishing, and forestry						2	2	0.5
Industry and trade	0	0	0	0	0	49.9	49.9	11.6
Education	18	0	0	0	3.3	0	21.3	4.9
Finance	0	5	0	0	0	0	5	1.2
Health & social services	3.1	3.3	24.7	5.1	63.6	0	99.7	23.2
Info & communication	1.2	0	0	0	0	0	1.2	0.3
Transportation	0	0	0	136.6	0	0	136.6	31.7
Water, sanitation, & flood protection	0	21.7	0	0	0	0	21.7	5
Law & public administration	0	0	0	0	0	8.2	8.2	1.9
<i>Ghana Total</i>	<i>22.3</i>	<i>30</i>	<i>82.5</i>	<i>141.7</i>	<i>66.8</i>	<i>60.1</i>	<i>403.4</i>	<i>93.7</i>
Guyana								
Irrigation & drainage	2.6	0	0	0	0	0	2.6	1
Health & social services						6.3	6.3	2.5
Water, sanitation, & flood protection	3.8	0	0	0	0	0	3.8	1.5
Law & public administration	0	0	0	0	0.3	0	0.3	0.1
<i>Guyana Total</i>	<i>6.4</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0.3</i>	<i>6.3</i>	<i>12.9</i>	<i>5.1</i>
Nepal								
Irrigation & drainage						3.9	3.9	1.5
Education	11.6	0	0	0	4.4	3.9	19.9	7.8
Energy & mining	0	0	0	0	63.1	0	63.1	24.8
Finance	0	0	0	0	2.1	55.6	57.7	22.7
Health & social services	0	8.8	0	0	2.1	3.9	14.7	5.8
Information & communication	0	0	0	13.5	0	0	13.5	5.3
Transportation	5	34.5	0	0	0	3.9	43.4	17.1
Water, sanitation and flood protection						22.5	22.5	8.9

<i>Country/Major Sector</i>	<i>All instruments less PRSC</i>							<i>Non-PRSC^a</i>
	<i>FY99</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>FY03</i>	<i>FY04</i>	<i>Total</i>	
Law & public administration	0	0	0	0	0	0	0	0
<i>Nepal Total</i>	<i>16.6</i>	<i>43.3</i>	<i>0</i>	<i>13.5</i>	<i>71.6</i>	<i>93.7</i>	<i>238.7</i>	<i>93.9</i>
Nicaragua								
Agric extension & research	0	17.6	0	0	0	0	17.6	7.4
Forestry	9	0	0	0	0	0	9	3.8
General agriculture, fishing, and forestry	3.7	0	0	20.8	0.4	0	24.9	10.5
Industry and trade	3.7	6	0	0	0.9	0	10.7	4.5
Education	11.2	21.2	0	0	0.4	0	32.9	13.9
Energy & mining	0	0	0	0	9.9	0	9.9	4.2
Finance	0	0	0	0	1.3	2.5	3.8	1.6
Health & social services	18.8	0	9.5	3.7	0.7	0	32.7	13.8
Info & communication	0	1.3	0	0	0	0	1.3	0.5
Transportation	3.7	0	30.6	0	0	0	34.3	14.5
Water, sanitation, & flood protection	7.5	0	14	0	0	0	21.5	9.1
Law & public administration	0	0	28.7	0	0	9.5	38.2	16.1
<i>Nicaragua Total</i>	<i>57.7</i>	<i>46.1</i>	<i>82.8</i>	<i>24.5</i>	<i>13.7</i>	<i>11.9</i>	<i>236.7</i>	<i>100</i>
Sri Lanka								
Agriculture extension & research						3.4	3.4	1
Irrigation & drainage	0	13.4	0	0	0	51.1	64.4	19.1
General agriculture, fishing, and forestry	0	0	0	0	0	14.2	14.2	4.2
Industry and trade	0	0	0	0	1.9	0	1.9	0.6
Education	0	0	0	0	31	0	31	9.2
Energy & mining	0	0	0	75	0	0	75	22.2
Finance	0	0	0	0	0	0	0	0
Health & social services	0	3.3	0	0	12.1	70	85.5	25.3
Info & communication	0	0	0	0	1.3	8.5	9.8	2.9
Transportation	0	8.4	0	0	0	3.4	11.8	3.5

<i>Country/Major Sector</i>	<i>All instruments less PRSC</i>							<i>Non-PRSC^a</i>
	<i>FY99</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>FY03</i>	<i>FY04</i>	<i>Total</i>	
Water, sanitation, & flood protection	0	1.9	0	0	20.1	11.3	33.4	9.9
Law & public administration	0	0	5	0	0	0	5	1.5
<i>Sri Lanka Total</i>	<i>0</i>	<i>27</i>	<i>5</i>	<i>75</i>	<i>66.5</i>	<i>161.9</i>	<i>335.4</i>	<i>99.4</i>
Tanzania								
Agriculture extension & research	0	0	0	0	3.5	0	3.5	0.6
Agriculture markets & trade	0	0	0	0	3.5	0	3.5	0.6
Crops	0	0	0	0	49.5	0	49.5	7.9
Forestry	0	0	0	12.3	0	0	12.3	2
General agriculture, fishing, and forestry	0	0	0	0	0	0	0	0
Industry and trade	0	16.4	0	0	0	0	16.4	2.6
Education	0	0	14.8	102	0	81.3	198.1	31.7
Energy & mining	0	0	0	5.4	0	28.9	34.3	5.5
Finance	0	41.8	0	0	0	5.1	46.9	7.5
Health & social services	0	11.1	24.7	20.5	0	90.7	147	23.5
Water, sanitation, & flood protection	0	0	4.9	24.5	0	77.3	106.7	17.1
Law & public administration	0	0	0	0	0	0	0	0
<i>Tanzania Total</i>	<i>0</i>	<i>69.4</i>	<i>44.4</i>	<i>164.6</i>	<i>56.6</i>	<i>283.3</i>	<i>618.2</i>	<i>98.8</i>
Uganda								
Agriculture extension & research	26	0	36.7	0	0	0	62.7	7.6
Agriculture markets & trade	0	0	8.3	0	0	0	8.3	1
General agriculture, fishing, and forestry	0	0	0	3.9	32.6	0	36.6	4.4
Industry and trade	5.8	0	0	0	0	0	5.8	0.7
Education	3.5	0	1	4.4	53.7	0	62.5	7.5
Energy & mining	0	0	0	86.7	0	10	96.7	11.7
Health & social services	3.1	0	48.3	3.9	59.3	3.8	118.4	14.3

<i>Country/Major Sector</i>	<i>All instruments less PRSC</i>							<i>Non-PRSC^a</i>
	<i>FY99</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>FY03</i>	<i>FY04</i>	<i>Total</i>	
Info & communication	0	0	0	5.4	0	0	5.4	0.7
Transportation	0.4	0	0	63.5	27.2	0	91.1	11
Water, sanitation, & flood protection	0	0	0	0	49.3	0	49.3	6
Law & public administration	0	0	0	0	0	11.3	11.3	1.4
<i>Uganda Total</i>	<i>38.8</i>	<i>0</i>	<i>94.2</i>	<i>167.9</i>	<i>222.1</i>	<i>25</i>	<i>547.9</i>	<i>66.2</i>
Vietnam								
Agriculture extension & research	0	1.8	0	0	0	0	1.8	0.1
Irrigation & drainage	96.2	0	25.7	0	0	129.7	251.6	15.1
Forestry	0	12.1	0	0	0	0	12.1	0.7
General agriculture, fishing, and forestry	0	0	0	48.9	0	0	48.9	2.9
Industry and trade	0	0	0	0	0	0	0	0
Education	0	0	0	28.1	111	0	139.1	8.4
Energy & mining	0	150	25.7	124	0	0	299.7	18
Finance	0	0	0	200	0	0	200	12
Health & social services	0	17.9	0	23.3	0	3.2	44.5	2.7
Info & communication	0	0	0	0	0	0	0	0
Transportation	0	103.9	64	36.7	0	168.9	373.5	22.4
Water, sanitation, & flood protection	5.6	0	32.4	0	0	24.3	62.3	3.7
Law & public administration	0	0	0	0	0	0	0	0
Vietnam Total	101.8	285.7	147.8	461	111	326.2	1,433.4	86.1
							0	
Grand Total	348.4	521.9	879.8	1,215.2	963.9	1,079.9	5,009.0	
				0		0	0	

Notes:
This table covers non-PRSC Lending Programs.
Lending to the 'Law and Public Admin.' sub-sector has been allocated to the other accompanying codes on a project-by-project basis,
land titling and land administration projects with this code were mapped to the 'land' theme of the PRSP/C.
a. as a percent of Total Investment

Appendix 5. Examples for the Inclusion of Agriculture Support Service Activities in Subsequent PRSCs

<i>Instrument</i>	<i>Agriculture Support Priority and Activity</i>
Uganda	
PRSP	The Plan of Modernization of Agriculture (PMA) identifies six core areas for public action in agriculture: research and technology, advisory services, education for agriculture, access to rural finance, access to markets and sustainable natural resource utilization and management.
PRSC I	GOU is working to operationalize its PMA, meanwhile IDA assistance to research and extension have been requested on a project basis; <i>AfDB working in agriculture sector - no details;</i>
PRSC II	GOU has completed a review of M&E in the agr sector (among others) to improve efficient and equitable use of public resources; MAAIF (Min of Ag, Animal Industries and Fisheries) review of public funding for agr research; National Ag Advisory Services has contracted agr service providers in at least 10 subcounties;
PRSC III	MAAIF has endorsed new strategy for agr research, initiated implementation; agr sector functional analysis of district offices, staffing guidelines developed; <i>World Bank: Ag advisory project, Ag research and training project;</i>
PRSC IV (planned)	MAAIF puts in place legal and institutional arrangements for research strategy implementation; MAAIF to implement staffing structure; team appointed to review the role of government agencies in other agr sub sectors and takes action;
Tanzania	
PRSP	The Government will provide and improve access to demand-driven agr research and extension services; develop an action program for the agr sector;
PRSC I	prepare the Ag Sector Dev Program (ASDP) Framework and Process document;
PRSC II (planned)	prepare monitorable benchmarks for ASDP implementation; review role and funding for the Crop Boards, limit their functions to regulatory activities;
PRSC III (planned)	Crop Board Act amended based on findings of review; follow-up option for improved implementation of ASDP;
Burkina Faso	
PRSP	Detailed description of approach to intensify production (food crops) and modernize agriculture through improvement of research and its linkages with extension; improving access to agricultural equipment and inputs; construction of food storage warehouses; support for producer organizations;
PRSC I	withdraw public sector from service delivery to cattle breeders to promote competition; <i>WB: Ag Services project II;</i>

<i>Instrument</i>	<i>Agriculture Support Priority and Activity</i>
PRSC II	<p>restructure by end 2001 rural dev operations to harmonize objectives, content, M&E with those defined in LPDRD (decentralized rural dev strategy) and PRSP; finalize TOR for institutional audits of ministries of Ag and Livestock; institutional reform: donors and government to review field level agr services, to result in an institutional analysis of MOA and Min of Livestock Resources; demand driven service delivery introduced and tested through an IDA financed Ag Services project;</p> <p><i>World Bank Private irrigation project, Agro-processing and CBRD project, Ag services II project;</i></p>
PRSC III	<p>institutional reform analysis of Min of Ag, of Animal Resources, of Water&Env completed and first; recommendations implemented; improve market access for a variety of commodities (cereal, fruit, vegetable, sesame - specific measures to be developed), action plans for cereals finalized, action plan for oilseeds under preparation, planned action plan for fruit and vegetables; progress review of implementing pilot for demand driven agr service delivery; review of IDA financed PNDSA2 agr services project (FY98);</p>
PRSC IV (planned)	define agriculture diversification policies;
Albania	
PRSP	Establishment of the National Center of Agricultural Researches and Agricultural Extension Services; develop effective private extension services in areas of highest production potential in the country; Establishment of product markets and collecting centers and improvement of their functioning;
PRSC I	establish National Task Force on rural development; EC assistance for agriculture (no details)
PRSC II	develop and implement plan for agr food crop research center and extension service;
PRSC III (planned)	prepare at least 3 Regional Development Plans for approval by National Task Force on Rural Development;