Using CARE's Unifying Framework & Underlying Causes of Poverty Hierarchy for Urban Programming Strategic Planning

**An Exercise Conducted to Support
CARE UK's Urban Conference 2006
Dhaka, Bangladesh**
**January 29 – February 3, 2006
Organized by Jennifer Rowell (CARE UK)
Facilitated by: Rob Ward (honorary CARE member external
consultant)**

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I. Introduction

CARE continues to experiment with the effectiveness of the Unifying Framework for Poverty Eradication and Social Justice (UF) and the Hierarchy of Causes as analytical tools. To date, we have determined that the Unifying Framework is a very good analytical screen to help us ensure that we approach our work in a comprehensive manner. We have also found that mapping our analyses of underlying causes of poverty (UCP) onto the Unifying Framework helps us focus on the three end states – social positions, human conditions, and enabling environment – thus ensuring a more holistic approach to our analysis and response design.

This short paper provides a summary of using the Unifying Framework and Hierarchy of Causes to develop a strategic plan for CARE's Urban Programming. We believe that using CARE's Unifying Framework and Underlying Cause Hierarchy enriched the decision-making process by:

- ❖ Helping to deepen staff's understanding of underlying causes of urban poverty.
- ❖ Helping staff to more readily differentiate between underlying and intermediate causes of urban poverty.
- ❖ Providing a framework for organizing underlying and intermediate causes.
- ❖ Helping urban programmers set priorities that address underlying cause focus.
- ❖ Helping urban programmers analyze current interventions at the intermediate cause level and identify activities/intervention areas to ensure that these sector-specific interventions address BOTH intermediate and underlying causes of urban poverty.
- ❖ Providing a series of data and decision maps that track the strategic planning process.
- ❖ Providing a focused summary map that is useful for marketing and communications experts to talk to donors and Board members about the importance of urban programming based on projected growth or urban areas, a macro view of some of the key underlying and intermediate causes of urban poverty; CARE's approach to urban programming.

The workshop was facilitated by Rob Ward (consultant) and organized by Jennifer Rowell (CARE UK). Kathy McCaston was one of several resource people participating in the workshop; she led the mapping exercises.

The three of us would like to thank all of the participants of the Urban Conference for their energy and insights into urban poverty processes, and their willingness to use their Urban Conference as a forum for CARE global learning.

I. CARE UK and Urban Programming: An Overview

II. Background Work: Preparing for CARE's Urban Conference (photos, case studies, presentations)

Prior to the workshop, participants were asked to prepare case studies of their urban programming and they were given the option of presenting a presentation on their urban programming. Outlines for both the case studies and oral presentations were provided.

Participants were also asked to, if possible, bring photographs of the urban situation in their project area and/or their country to be used as visuals for out discussion of the manifestations and causes of urban poverty.

III. Day 1

Morning – Urban Shanty Town Walk & Photographs,

Day 1 Morning – On the morning of first day, staff were taken to visit several urban shanty towns. CARE Bangladesh staff had received permission from local authorities to allow CARE staff to visit the communities, take photographs, and discuss problems of urban poverty local residents. Seven groups visited seven different shanty towns, and each group was led by a CARE Bangladesh staff person familiar with the area.

The *purpose* of the shanty town visits was to give staff from other country offices an understanding of urban poverty in Dhaka. Staff would be able to view the similarities and differences between urban poverty in Dhaka and their home country. As well, staff would use this experience to begin to discuss global characteristics of urban poverty.

Afternoon – Analyzing the Underlying Causes of Poverty in Urban Dhaka and then from a Global Perspective

Day 1 Afternoon –
Opening address by Dr. Islam
Presentation on urban poverty in Bangladesh by Mr. Mustafa Kahn
UF & UCP Presentation - kathy

IV. Day 2 – Mapping Underlying & Intermediate Causes of Urban Poverty

Day 2 Morning – UCP of Urban Poverty according to photos

Day 2 Afternoon – and then global UCP and Intermediate

Day 2 Evening – mapping

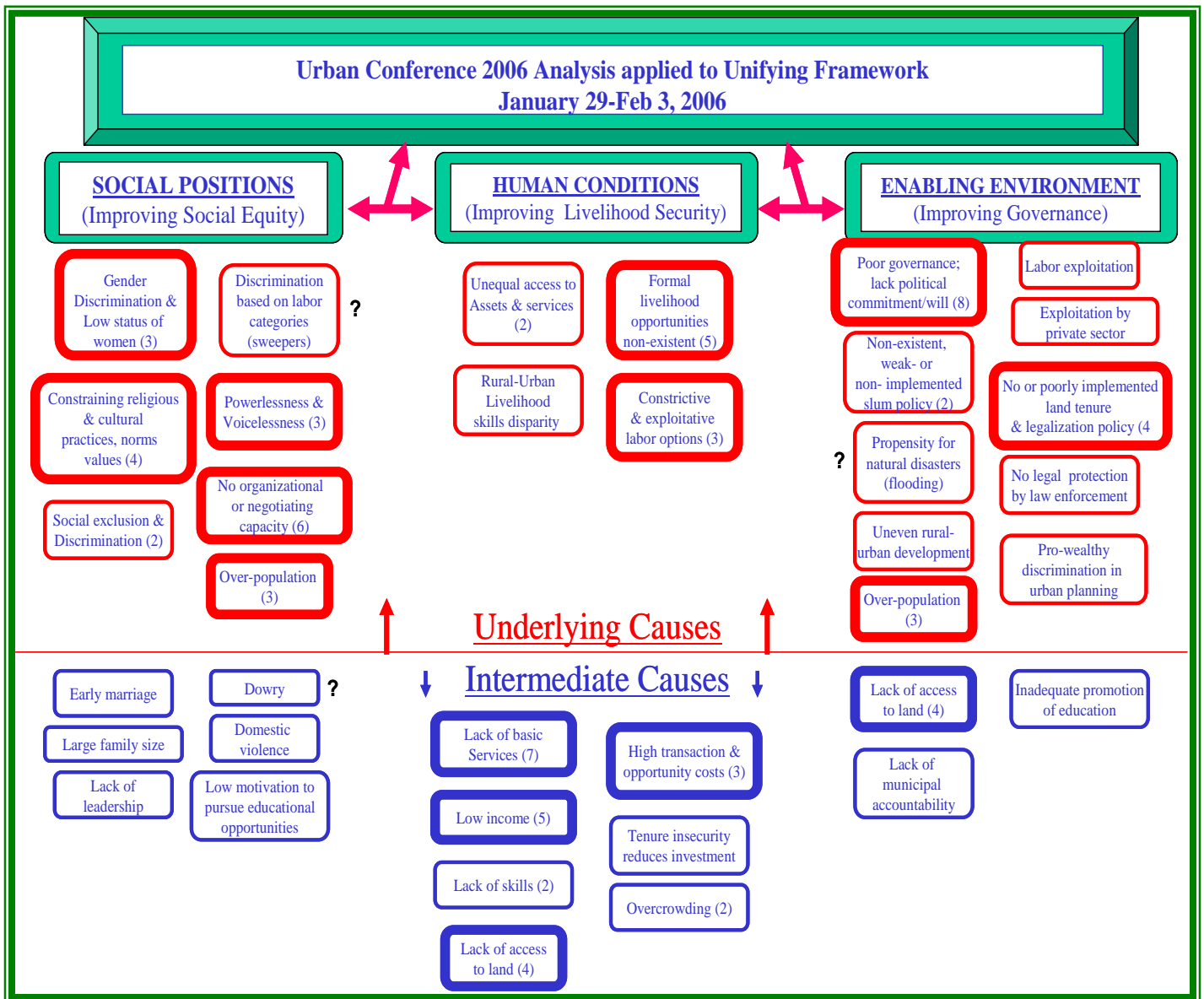## V. Day 3 – Identifying Strategic Priorities

Day 3 focused on determining strategic directions and key capacities.

Orange dot exercise
Blue dot exercise

<table>
<tr><td>Add photos of map reproduced on the wall</td></tr>
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Urban Conference 2006 Analysis applied to Unifying Framework
January 29-Feb 3, 2006

SOCIAL POSITIONS
(Improving Social Equity)

HUMAN CONDITIONS
(Improving Livelihood Security)

ENABLING ENVIRONMENT
(Improving Governance)

Gender Discrimination & Low status of women (3)

Discrimination based on labor categories (sweepers) **?**

Unequal access to Assets & services (2)

Formal livelihood opportunities non-existent (5)

Poor governance; lack political commitment/will (8)

Labor exploitation

Exploitation by private sector

Constraining religious & cultural practices, norms values (4)

Powerlessness & Voicelessness (3)

Rural-Urban Livelihood skills disparity

Constrictive & exploitative labor options (3)

Non-existent, weak- or non- implemented slum policy (2)

No or poorly implemented land tenure & legalization policy (4

No legal protection by law enforcement

No organizational or negotiating capacity (6)

Social exclusion & Discrimination (2)

Propensity for natural disasters (flooding) **?**

Uneven rural-urban development

Pro-wealthy discrimination in urban planning

Over-population (3)

Over-population (3)

Underlying Causes

Intermediate Causes

Early marriage

Dowry **?**

Large family size

Domestic violence

Lack of leadership

Low motivation to pursue educational opportunities

Lack of basic Services (7)

High transaction & opportunity costs (3)

Lack of access to land (4)

Inadequate promotion of education

Low income (5)

Lack of skills (2)

Tenure insecurity reduces investment

Lack of municipal accountability

Overcrowding (2)

Lack of access to land (4)

VI. Day 4 – Identifying Capacities

The working groups also determined key objectives and actions;

VII. Post- Workshop Reflection and Follow-up

VIII. Summary & Recommendations

During the CARE Mozambique LRSP exercise we were able to use CARE's Unifying Framework for Poverty Eradication and Social Justice to:

Mapping Intermediate and Underlying Causes: The mapping exercise provided an analytical screen
This helped us to keep our focus on underlying causes and ensure that CARE Mozambique's strategic directions work to address underlying causes to the extent possible. We were also able to reflect on and determine the approaches and internal capacities needed to be able to make the shift from working predominantly at the intermediate cause level to working on underlying causes. The maps also helped to identify which underlying causes are not being addressed and enable the CO to assess and plan how these causes can be addressed in the future.

Build Capacity to use the UF & UCP: The Urban Conference mapping exercise provided the opportunity for staff to see the Unifying Framework and UCP work in action.

Each day we would bring back in the updated framework and discuss how we were doing in terms of addressing the underlying causes of poverty, and how well the priorities discussed would help to improve *Social Positions, Human Conditions, and the Enabling Environment.* We also had two optional evening sessions on UF & UCP which were attend by almost 90 percent of CARE's Mozambique staff. The preliminary work on underlying causes that CARE Mozambique did before the LRSP meeting, working on the unifying framework during the planning meeting and the optional evening sessions all helped staff become more comfortable with the concepts and with mapping.

Identify Potential Actions/Activities to Ensure that CARE's Urban Sector (Intermediate Cause) Work also Addresses Underlying Causes of Urban Poverty:
For example, this exercise clearly showed that you can address underlying causes of poverty through either a sectoral intervention or a thematic approach.

Target Interventions at More than One Level: The process showed that to address underlying causes of poverty we have to target more than one level. CARE is known for its excellent community level work. However, if we are going to be able to address underlying causes of poverty, we have to ensure that our interventions and actions target above the community level.

We feel that the CARE Mozambique LRSP process was a very dynamic and fruitful learning process, enabling staff to better understand the UCP and UF frameworks. The

exercises also helped staff understand that various tools are integral components of the planning process. Based on our experience in Mozambique, we strongly encourage other Country Offices to use this approach for strategic planning and to share their learnings broadly.

We thank all of the staff at CARE Mozambique for their enthusiasm and willingness to participate in and help develop this learning exercise and look forward to seeing how their plan evolves over the next several years.