Contributions for a Applied Research Agenda linking academic expertise, multilateral support and evidence based experience on Anti-Poverty Policies to Multidimensional Poverty Peer Network Agenda

Paulo Jannuzzi
Ministry of Social Development and Fight Against Hunger
Is there a Multidimensional Poverty Index for Brazil?
Yes, there is MPI presented at HDR and many multiples measures of poverty, estimating extremely poor between 6.5 million through 18 million persons in 2010.

**Bottom threshold = 6.5 millions**

| IBGE Censo Uni-sem filtro |
| IBGE Censo Uni-com filtro |
| IBGE Censo Am-sem filtro |
| IBGE Censo Am-com filtro |
| IBGE Censo Am-com imputação Canceis |
| FAO-Pop em subnutrição 2010-12 |
| UNDP/OPHI - Pobreza Multidimensional |
| IBGE Pesquisa de Orçamento Familiares 2008/09 |
| Cepal-Pop Indigente 2009 |
| IBGE/MDS - Pop Insegurança Alimentar Grave |
| IBGE PNAD 2009 |
| Banco Mundial - 1,25 dolar PPC 2009 |

**Top threshold = 18 millions**
Besides those Poverty Indicators, we have multiples social indicators that can tackle social improvement at national or specific regional level.
Which measure is the best?  
Which one is used by government?  
Which one is capable to capture all the effects of government effort?

There is not a best indicator. It depends the concepts and purposes of its use. It also depends on the source of data and methodological treatment use to compute the measure.

In fact, according to different definitions of poverty - insufficient caloric intake, food insecurity, deprivation in terms of monetary income, multidimensional poverty etc. - and different data sources and methodologies, prestigious institutions like ECLAC, World Bank, FAO, UNDP and Brazilian research centres found different estimates for extreme poverty in Brazil in 2010. All of them are a good reference for government, but no one is the official one.

Neither of them alone capture in a sensitive base the effects of the many actions to fight poverty in Brazil.
For policy purposes, we should have a set of indicators that policy makers recognise as valid for the conceptualization of poverty adopted and that can effectively be sensitive to monitor/evaluate progress or no progress according to the interventional model used

- Less complex anti-poverty programmes suggest simpler indicators (one-dimensional indicator) for programme monitoring.

- More complex strategies which recognize poverty as a multidimensional social phenomenon require a larger set of indicators or multidimensional measures capable of monitoring anti-poverty programmes and actions.

- From the public policy perspective and for the purpose of programme monitoring and timely decision making by policy makers and program managers, poverty measures must have intelligibility, territorial base, periodicity, cost and operational feasibility, sensitivity to the strategy being implemented.
The construction of these set of Poverty Policy Indicators should consider the experience of many years of fighting Poverty and the collected data and evidence on the diversity and characteristics of poor people.

- Poor people is not a homogenous group. There are:
  - Children
  - Women, in general, head of family, with children but no spouse
  - Persons with disabilities
  - Persons living in rural and remote areas
  - Persons living in violent areas
  - Unemployed or lower qualified job
  - Not literate persons
  - Indians, quilombolas (ex-slaves), race minorities
  - Homeless
  - Drug-addicts
  - etc

Do we have Indicators computed for these target groups?
The construction of these set of Poverty Policy Indicators should consider the experience of many years of fighting Poverty and the collected data and evidence on the better strategies to deal with it

- Evidence based evaluations show that model of intervention to fight Poverty should contemplate a set of programs target to those different publics, considering
  - Cash transfers to the ones that need a social protection
    - Bolsa Família to the poorest
    - BPC for the person with discapability
    - Unemployment insurance to the unemployed
    - ..... 
  - Access to education, health, habitation programs
    - Nursery and Pre-schools to children
    - Vaccination and health care to children and mothers
    - Cement and other house materials to build houses
    - ..... 
  - Access to opportunities to self improvement and productive inclusion
    - Information on jobs
    - Adapted vocational courses
    - ..... 
  - Do we have indicators addressing these specific actions?

The missing Dimension

The missing Indicators
The analysis of focal groups and letters written by poor people to Ministry reveals that they complain of not having money and access to public services but also of not being able to get information on jobs, funding for their own small activity, participating on vocational courses.

She says her dream is to have their own business: a small ice cream tend. She says her money goes to pay the house she built.

She is 41 years old, with disabilities.
Structured Text analysis done each month with 5% of the letters from all over Brazil addressed to Minister shows that main demand is access to cash programs, followed by information on program access. Job, material for work, more opportunities are also mentioned.
Considering this experience, Brasil Sem Miseria Plan is a 3rd generation of Anti-Poverty Policy, based in a programmatic, pragmatic and broader concept of Poverty

• In a democratic and solidarity based society, in an urbanized and wealthy world, no one should be deprived of means to guarantee its surveillance, deprived of means to access social rights and services and deprived of means of information and access to opportunities to self improvement.

Extreme Poverty

- Insufficiency of monetary resources for adequate feeding
- Lack or Limited access to public services, in education, health, social assistance and pensions.
- Ignorance or Lack of access to opportunities in the Labor Market, Credit and Productive Inclusion.

Besides being a Policy oriented concept, it is inspired by Sen Capabilities Theoretical aproach.
In this perspective, if the relevant dimensions and related and sensitive indicators are selected, the Multidimensional Poverty Methodology can be useful to build a Poverty Matrix and Indexes, considering the 3 axes of the Strategy, to evaluate the number poor people in each poverty category, also which municipalities fit on it and what combination of strategies should be reinforced, redesigned or added.

**Poverty Matrix: Tool to evaluate the strategies and measure poverty**

<table>
<thead>
<tr>
<th>Lack of Inclusive Opportunities</th>
<th>Already included</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Income Poor</td>
</tr>
<tr>
<td>Lack of access to Services</td>
<td>Income Poor</td>
</tr>
<tr>
<td>Has access to Services</td>
<td>Income Poor</td>
</tr>
</tbody>
</table>

How many people in which cell?

Which municipalities this kind of poverty is more intense?

Which anti-poverty strategy should be reinforced?
The Multidimensional Poverty Matrix and Indexes are important to an
global evaluation of the Fighting Poverty Strategy and for general
communication purposes, but we still need a complex monitoring model
with multiple panels of indicators to see what is going on in each action at
every decision unit.

Brasil Sem Miseria has more than 100 Monitoring Indicators for actions
- PBF Beneficiaries  - School attendance records  - Enrolments in training programmes
- BPC Beneficiaries  - Social Assistance services  - Micro entrepreneurs registers
- Poverty rates  - Enrolments in nurseries  - Delivered water tanks
- Poverty gap  ......
The monitoring Panel can have also Impact, evaluation or sintetic indicators of overall strategy or its components.
Monitoring and Evaluation poverty measures be easy to understand, periodically computed, costly and timely affordable, sensitive to the strategies being implemented, constructed by all source of surveys, administrative and program registers that exists in government.
The monitoring model should be organized to be useful for the program manager, in all levels and sectors they work, presenting thematic panels, panels with input, process and output indicators.
Besides producing indicators, we need to spread their effective use for management for the more than 100 thousand public servant involved in the Plan in 27 states and 5,570 municipalities: Brazil without Extreme Poverty Plan site, accessible through www.mds.gov.br/sagi
So, at Brazil without Extreme Poverty Plan site, anyone – population, mayor or technical staff - can see Reports, Indicators ans Maps with updated information on Plan deliveries ans effects.
There is an updated bimonthly 5 pages newsletter for each municipality, with more than 40 indicators for monitoring the plan, targeted for mayor and program managers.
There are also several indicator panels, periodically updated for every municipality for monitoring along the time.

- Number of Bolsa Familia Program beneficiaries
- Attendance of Health conditionalities
- People enrolled in Single Registry who formalized as Micro entrepreneurs
- School Attendance for children aged from 6 to 15 years old
Still under validation process, there are indicator panels on monetary poverty, gap, severity and income impacts, for each municipality, in order to monitor the effects of the actions of the Plan.

- **Extreme Poverty Headcount**
- **Extreme Poverty Gap**
- **Families that received Gap Cash Transfer**
Panel tools should also have other functionalities for graphical analysis and thematic mapping for evaluating specific actions of the Plan.
Indicators can be checked at submunicipal level based on Demographic Censuses (2000 – 2010) data and, in a near future, also periodic indicators from the Single Registry of Families.
Besides those monitoring indicators, the Ministry has Specific Surveys for main programs of the plan and also a Longitudinal Panel with 11 thousand households. From 2004 until 2013 we produced 131 program evaluations as surveys, quasi-experimental studies, qualitative studies and metanalyses.

Public dissemination
- Technical form
- Executive summary
- Questionnaires
- Microdata
Things we could do as a Network of academic researches, multilateral staff and public policy officials concern with Poverty Measures and Policies

- Inventory of the anti-poverty programs and its components
- Inventory of main indicators used to evaluate and monitoring
- Main sources of data: surveys and administrative data
- Exchange questionnaires, surveys, monitoring tools
- Exchange experiences by training courses
- Discuss a Programmatic-Pragmatic-Policy-Oriented concept of Multidimensional Poverty, inspired by Sen Capabilities approach
- Discuss the construction and suite of dimensions/indicators of the a new proposal of MPI for MDG 2015
Thank you!!

www.mds.gov.br/sagi