

Dimensions

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EDITORIAL



WHAT IS DIMENSIONS MAGAZINE?

Poverty is a phenomenon that goes far beyond income poverty and, as such, must be understood and measured in all its complexity. A group of countries has taken the initiative in this way of viewing poverty and has established the Multidimensional Poverty Peer Network (MPPN). The MPPN is a network of countries and institutions focused on eliminating poverty through multidimensional poverty measures on the premise that: "what gets measured, gets done".

Dimensions magazine is MPPN's new communications vehicle to share in a practical, concise and informative way, different countries' experiences with multidimensional poverty measures. Dimensions shows, in plain language, the multiple forms of poverty and the ways multidimensional poverty is measured and analysed in different countries, their different experiences in the design of public policies to eradicate it, as well as reviews on new research studies on the subject.

Dimensions is a tool to disseminate the work of the MPPN through articles, opinions, interviews and informative summaries, among others. Making MPPN's work known, sharing experiences and showing how it has been done or what is being done is vital to provide support to a community concerned about not leaving anyone behind, with empirically sustained policies that help eliminate people's many deprivations.

Together with Dimensions, MPPN has launched a new website that includes a depository of information about the countries constituting the MPPN, with technical and public policy documents, links and short briefings on those countries. How have the existing Multidimensional Poverty Indexes (MPIs) been developed? What institutional processes have been carried out? Which countries are applying the MPI? What are they using it for? These are some of the questions answered by Dimensions and MPPN's new website.

Sabina Alkire, Oxford Poverty & Human Development Initiative

MPPN CONNECTING POLICY MAKERS GLOBALLY

The Multidimensional Poverty Peer Network (MPPN) is a platform of more than sixty countries and international organizations focused on measuring multidimensional poverty. The network delivers technical support, training courses and access to a repository of experiences and lessons learnt concerning the measurement of multidimensional poverty.

he aim of the Multidimensional Poverty
Peer Network (MPPN), created in
2013, is to eradicate poverty through
measurements that take into account the different
types of deprivations experienced by people living in
poverty. MPPN works for the better technical design
and focus of public policies to make them more
effective at reducing poverty in all its dimensions.

The network was set up to support policy makers implementing a Multidimensional Poverty Index (MPI) or exploring the possibility of creating multidimensional poverty measurements. This support includes recommendations for the design of the measurement, for the political processes supporting the measurement and for the necessary institutional arrangements to carry out the measurement.

For the network, supporting multidimensional measurement has concrete objectives: to use public resources in a more effective way, to improve **design**

"I am a firm believer that it is our duty to lead ambitious social changes in our countries. Fortunately, the Multidimensional Poverty Peer Network will be the platform to help this happen. The sole idea of applying this tool (the Alkire-Foster method) in more countries is inspiring".

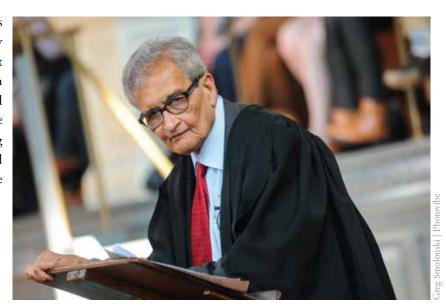
- President Juan Manuel Santos (Colombia)

of the policies, to **monitor** effectiveness of policies over time and to help to **focus** social programmes on the people most in need.



rea Smol

MPPN The Secretariat provided by the Oxford Poverty and Human Development Initiative (OPHI), which coordinates the network and its website. The activities of the Secretariat are led by its Steering Committee, which is formed by a representative group of the network participants.







MPPN: IMPORTANT INFORMATION

- Created in 2013
- Representatives from 51 countries and 12 institutions participate (October 2016)
- An annual meeting is held to share experiences in measuring multidimensional poverty
- The network Secretariat is provided by OPHI
- Contact: mppn@ophi.org.uk | www.mppn.org

"IN MEXICO, SOCIAL POLICY HAS FOCUSED ON MULTIDIMENSIONAL **MEASUREMENT"**

Created in 2006, the National Council for Evaluation of Social Development Policy (CONEVAL, for its acronym in Spanish) has become the leading source for multidimensional poverty measurement and evaluation of Mexico's social policies. *Dimensions* spoke with its Executive Secretary, Gonzalo Hernández Licona.

hy did Mexico decide to measure multidimensional poverty?

It all began with wanting to have a clear poverty measure. Up until the year 2000, Mexico did not have an official poverty measurement. Then, in 2002, an income-based measure was developed by the government along with the Secretariat (Ministry) of Social Development. Thus began the Mexican adventure in measuring poverty, but only by income. After two or three years of publishing

poverty information under this methodology, it turned out that poverty was, in fact, decreasing.

What happened was politically interesting because the opposition in Congress was skeptical about a measurement that was provided by the government and that also affirmed that poverty was decreasing.

In Mexico, as in many other countries in Latin America, it is a common thing to be suspicious about the government's actions. For this reason, in 2005 Congress decided to do two things: first, to measure poverty autonomously, in order to avoid suspicion about what the government would want to be said. And second, to abide by the Social Development Law, which, by the way, was passed with the unanimous consent of all political parties and which stipulates that poverty measurement shall be multidimensional. Thus it was the Mexican Congress who decided that poverty measurement shall be done in an autonomous, independent and multidimensional manner.



Multidimensionality is the result of an effort to combine a State poverty measurement - not associated with a particular government - with the Constitution and the Social Development Law. Both stipulate that access to social rights is the guiding principle of the Mexican State's public policies. The Constitution underlines the importance of social rights, so Congress decided that poverty measurement should also reflect access to social rights, meaning that income measurement is preserved but another six dimensions are also taken into consideration, as established within the Constitution. The measurement was not decided by an academic or a government; it was decided by the Mexican Congress.

What was the methodology selection process like?

As soon as Coneval was finally formed in 2006, we created a work plan that included inviting and having a dialogue with national and international experts working on the subject.

To create the final methodology - that is, indicators,

variables, thresholds -, we made a three-year plan. This plan had two pillars: on one side, the technical component, so we invited national and international experts to share technical ideas on how to combine the variables. On the other side, the political, governmental and congressional actors.

We started from the basis that if we wanted a poverty indicator to be used by political actors, we could not just request a technical team to deliver a formula and then instruct the politician to "use this methodology". In Coneval we say, building a measurement and evaluation system is a political challenge with technical elements, not the other way around. Because if you only take into consideration

the technical standpoint - which has to be there - but not the actors, that methodology may be perfect, but nobody is going to use it. There has to be a lot of dialogue.

In this three-year process, we spoke with researchers, international organizations, people from the World Bank and the United Nations, James Foster, Sabina Alkire, David Gordon, [Satya] Chakravarty. It was an extensive dialogue that did the world a great service. Somehow, it was that exchange and conversation for several months with James Foster and Sabina Alkire that facilitated the implementation by the UNDP of a specific poverty indicator using this OPHI

> methodology. For us in Mexico, we benefited from the dialogue with OPHI, which helped us develop our methodology and has also served to boost multidimensional measurement all over the world, starting with the specific efforts of OPHI and then with the Multidimensional Poverty Peer Network (MPPN): it was a win-win situation.

"If you only take into consideration the technical standpoint which has to be there - but not the actors, that methodology may be perfect, but nobody is going to use it. There has to be a lot of dialogue"

How did you select the indicators?

Given that the six dimensions were established by law, Coneval combined these dimensions and identified how to measure them. The standpoint that had already been politically approved in other spaces was considered. For instance, schooling lag or lack of access to education: where do we set the threshold? Literacy, primary, secondary, university education, or doctorate level? Years ago, Congress established that education is compulsory up to the secondary level, so we followed this criterion. For those dimensions for which the National Congress had already established thresholds, we used those thresholds. This facilitated the technical work, and we gave deference to the chosen thresholds of Congress. When there wasn't a decision made by Congress, we discussed it with the relevant expert bodies. It took us three years to determine the methodology due to these series of conversations with experts and the government.

How does Coneval evaluate the social policies independently?

In 2001, Congress decided for the first time in Mexican history that all subsidy programs from the federal government would have an annual evaluation. Here, mistrust was again a critical aspect. Since 1997, Congress has had a different political color from the Presidency because different political parties control it. In 2000, Congress saw that the next elections would be competitive and the real chance that a political party other than the one that had been in office for decades could win. The opposition wanted to prevent the government from using social programs for political purposes. Toward this end, they put some locks on the use of social programs, such as the requirement for external evaluations of federal social programs. External evaluations began in 2001, but it turned out that nobody knew how to conduct a good or technically adequate evaluation. Besides, each program hired its own external auditor, who later said that the program was wonderful. The same Congress that created Coneval concluded that the programs could not conduct the evaluations themselves. It was determined that Coneval should not only observe poverty but also evaluate the programs.

What is interesting is that Coneval's origin is based on mistrust. There was an increasing mistrust in public institutions and thus there was a need to build a trust-building space. Nowadays Coneval's numbers are frequently used. There is no doubt about the numbers' transparency. They are not related to political preferences. There are two reasons for this: first, the information is public; any person with a computer can replicate the poverty numbers published by Coneval. The second reason is the political independence; numbers are published without taking into account the government's political leanings, whether it is the federal, state or municipal government.

It is the same with the evaluations. There is a balance in which we report what works well and identify deficiencies.

How does the Mexican State use Coneval's data?

Coneval has carried out a productive and

permanent dialogue with and federal governors regardless ministries, their political background, in order to understand, the first place, the poverty measurement; and in the second place, the way to reduce poverty in accordance with Coneval's measurement. In practice, it has become the government's guide on social policy. The National Development Plan published in 2013 contains 14 indicators, two of which



ach Damberger

are from Coneval, and relate to multidimensional poverty.

Since poverty has increased from 2012 to 2014, the government has focused on reducing poverty indices,

like those measured by Coneval. What is happening is that we combine two things that must always be connected from the academic or technical standpoint: a measurement instrument with political incentive for politicians. No governor wants poverty to increase because it looks bad in political terms, and the media can criticize them severely. State-level governments are aware that they cannot reduce

poverty by modifying the measure, as it used to happen with public data before, and the only way to reduce it is through effective public policy. Social policy has focused on this measurement.

What would you recommend to other countries that are in the process of designing or implementing a multidimensional measurement?

An enormous opportunity has been presented with the Sustainable Development Goals. One of these goals is to reduce poverty in all its dimensions in accordance with the national standards. With these new goals, each country shall be compelled



to develop its own ways to measure poverty in a variety of dimensions. This is a plus rather than a problem. Certainly, if each country develops its own methodology, international comparison will be impossible; yet, on the other hand, we open up a huge opportunity for countries to innovate and for all of us to learn about how every country

KEY INFORMATION

- National Council for the Evaluation of Social Development Policy: Decentralized public body of the Federal Public Administration with legal capacity, its own assets, and technical and management autonomy. Created in 2006
- Website: www.coneval.gob.mx
- Dimensions used in the Mexican national multidimensional poverty measurement: income, educational lagging, deprivations due to access to health services, social security, housing quality and spaces, access to utilities in households, access to food



James Je

MULTIDIMENSIONAL POVERTY MEASUREMENT IN COLOMBIA. WHAT LESSONS CAN WE LEARN?

Colombia was one of the first countries to implement a multidimensional poverty measure. In this article, an independent consultant Roberto Angulo points out some of the lessons learned from that process, and stresses the importance of a strong institutional architecture that supports the definition and implementation of such indices.

he design of a multidimensional poverty index involves at least three issues of analysis and discussion: the conceptual issue considers the correct application of the method; the public policy issue must ensure the index reflects political priorities; and the statistical issue estimates the index and guarantees its robustness. The result will always involve trade-offs between conceptual concerns, public policies and statistics, and the proper definition of the objective

and principal guidelines of measurement will be key for decision-making during the design process and implementation.

If the objective of the multidimensional index is to encourage action, then it will not only require a multidimensional design, but also a solid institutional architecture that supports and legitimizes the process from the index design to implementation.



MPI - COLOMBIA

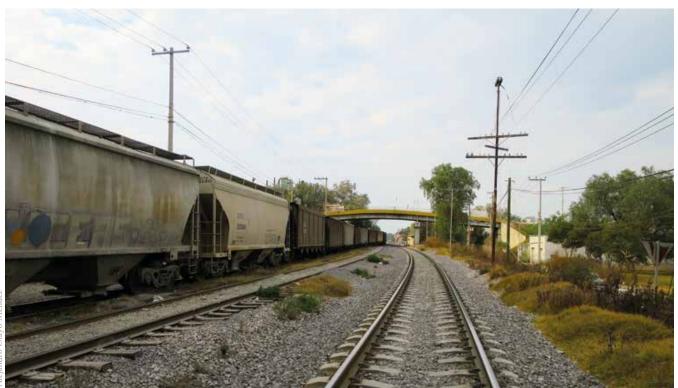
In September 2011, after more than four years of technical discussions, the Colombian government launched new methodologies of monetary and multidimensional poverty measurement. With the advice of the Oxford Poverty and Human Development Initiative (OPHI), the multidimensional poverty index of Colombia (MPI-C) was introduced by the government as an innovation to complement the measurement of monetary poverty.

Therefore, the MPI-C was designed at the same time as the National Plan of Development 2010-2014 by the National Department of Planning (DNP, for its acronym in Spanish). Both methodologies were presented as part of the strategy of a monitoring platform for the reduction of poverty in Colombia for that period.

The case of Colombia has interesting shades. To start, it is the State as a whole that designs, applies and in general manages the MPI-C. Rather than

a single institution in charge of all the design and application phases of the index, there are several government institutions involved in its development that are coordinated and have defined responsibilities. The institutional architecture used in that country considers specialities of government agencies in each part of the process: coordination is the responsibility of the National Department of Planning (DNP, for its acronym in Spanish), which performs the design and the implementation of the index according to the monitoring function policies; the National Statistics Department (DANE, for its acronym in Spanish), as an official autonomous agency, is concerned with statistics measurement; and the implementation function focus on public policies design is the responsibility of the Department of Social Prosperity (DPS, for its acronym in Spanish). This last institution formulates and runs social programs with a poverty reduction focus.

That is to say, the responsibilities for the design, estimation, dissemination and implementation



aindro Olavo Mendez

of MPI-C are clearly defined (see the figure). It should be noted that while there are institutions mentioned adove, the implementation process considers a wide range of actors: ministries, institutions, local governments and the private sector.

Moreover, a structured interaction between stakeholders and technical considerations exists. In Colombia, strategic actors protect measurement from the natural pressure of interested parties. As an example, the design process considers the advice and technical validation of the index carried out by OPHI.

Furthermore, the estimation process involves a committee of experts (mostly independent) to guarantee transparency and technical quality.

In addition, in Colombia the process of

implementation combines the MPI-C with other indicators and tools. The follow-up process at a national level involves not only MPI-C, but also considers monetary poverty, the Gini coefficient and the administrative objectives. As a focalization tool, the MPI-C has been used as a geographic

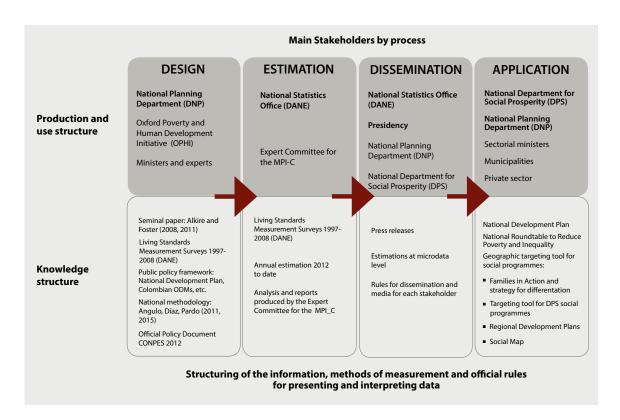
The sum of a multidimensional and strong design and a solid institutional architecture contributes to the stimulation of the multidimensional measurement in the coordination of a cross-sectional public policy to fight against poverty.

approach that is usually combined with other variables depending on the area and objective of the social program.

Finally, from a conceptual point of view, the multidimensional poverty index represents notion of multiple deprivations that individuals

and households simultaneously faced.

As a consequence, a public policy solution requires the coordination of different sectors to eliminate different types of shortcomings



simultaneously. In Colombia, this takes place at the National Roundtable to Reduce Poverty and Inequality, a high-level committee convened and headed by the President of the Republic, where follow—up of government actions takes place. In the committee, participants are ministers that are directly related to the poverty reduction strategy and directors of institutions in charge of social programs. In the committee, the Board of Poverty and Inequality review takes place with four strategic indexes: monetary poverty, the Gini coefficient, the MPI-C, and the number of families that moved above the poverty line through the protection network for extreme poverty called "Red Unidos".

The case of Colombia provides important lessons about good articulation between conceptual frame-

work, statistics execution and implementation. The sum of a multidimensional and strong design and a solid institutional architecture contributes to the stimulation of the multidimensional measurement in the coordination of a cross-sectional public policy to fight against poverty.

This article is an abridged version of *OPHI Working Paper* 102 "From Multidimensional Poverty Measurement to Multisector Public Policy for Poverty Reduction: Lessons from the Colombian case," by Roberto Angulo.



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June 2015, Cartagena Connecting policymakers globally





















3rd Annual Meeting of MPPN in Colombia www.mppn.org

DEFINING MPI DIMENSIONS THROUGH PARTICIPATION: THE CASE OF EL SALVADOR

What does poverty mean, which dimensions compose it, and what strategies are used by people living in poverty to survive? These questions guided the consultation process to define the dimensions and indicators of the El Salvador's MPI (MPI-ES). **Carolina Moreno** describes this process.

n late 2009, El Salvador began the process of creating a multidimensional poverty measure. A central issue was the definition of the constitutive dimensions of the Multidimensional Poverty Index. How should the dimensions that would best reflect what Salvadorian society considers as the core aspects of poverty be chosen? The United Nations Development Programme (UNDP) of El Salvador and TECHO, a youth-led non-profit based organisation in Latin

America, with the support of the Technical and Planning Secretariat (STPP for its acronym in Spanish) of the Presidency of the Republic held a series of 23 focus groups in different areas of the country where people living under poverty conditions were asked what poverty meant for them, the dimensions that composed it and the strategies that they used in order to survive.

The analysis of the focus groups identified the main deprivations from the people's perspective. Five dimensions and twenty indicators that are currently part of the multidimensional measurement of poverty were established. The series of focus groups determined the definition of the dimensions and indicators of the Multidimensional Poverty Index.¹

CHOOSING DIMENSIONS

The process of defining the dimensions of the Multidimensional Poverty Index of El Salvador (MPI-ES) began with a discussion on the topic by the Advisory Board chaired by the STPP of El Salvador and the UNDP where, on the basis of their experience, a series of dimensions or desirable components were listed for a measurement of the multidimensional poverty. A second exercise was to identify the dimensions generally proposed by

the literature on poverty, considering reports such as the ones of the Sen-Stiglitz-Fitoussi Commission and already proven indicators, such as the ones contained in the Millennium Development Goals.

The Board arrived at the consensus that it was necessary to do a first exercise with the data

available in the country. Bearing this in mind, existing surveys were analysed to identify which of the proposed indicators were measurable. The Household Survey of Multiple Purposes (EHPM for its acronym in Spanish), was the main source of data, because it was the annual survey with the highest level of representation. However, this survey

So far, this has been the first and only participatory process to define the dimensions of a multidimensional poverty index conducted by a country

had good information only for three dimensions: the labour market, housing materials and basic services, and education, leaving aside other important topics such as health or security. There was a gap between the desired components for an MPI beyond these three basic dimensions and what household surveys could deliver in terms of data.

This was an information gap that could only be remedied by changing and adding questions to the EHPM, for which there were resources and political will. The question that arose was, what dimensions had to be included in the survey? At this point it was decided to promote a participative process with the population living under poverty.

QUALITATIVE STUDY

Between August and September 2012, UNDP, together with the TECHO organisation, conducted a series of 23 focus groups or tables of consultation with residents of 20 communities living in poverty. Of the 23 focus groups, in 20 participants were adults (18 and over) and the other three were special groups: kids, community leaders and women. In total, about 250 people collaborated.

The identification of the areas was made from the Map of Poverty and Social Exclusion, a tool that was used to define the settlements and squatter homes that were more vulnerable.

The decision was made to implement a qualitative study that sought to understand the phenomenon

1 The author wishes to thank Jimmy Vasquez, a specialist in social policies of UNICEF, for his help. He was part of the participatory process in his role as UNDP policy advisor, responsible for poverty reduction and achieving the MDGs in progress. El Salvador. Errors or omissions are the responsi-

bility of the author.

2 Sen-Stiglitz-Fitoussi Commission was set up by the French Government in 2008. Its aim was to identify the limitations of the GDP in order to measure economic performance and social

in the words of people living in poverty themselves. This type of study does not pretend to be statistically significant, but is designed to recognise many social representations and different social realities, including the particularities between the rural and urban areas, women, children, areas of the country, and the elderly amongst others. Around 30 different situations were identified from these groups.

One of the factors that made the process easier was working with the TECHO organisation, which helped carry out the focus groups. This organization is dedicated to community work in vulnerable parts of El Salvador and facilitated the work because its members already had the confidence of the people from the different vulnerable populations. This community work ensured that people would not feel intimidated to talk about their lives.

The process lasted two and a half months and was conducted mainly during the weekends to assure the presence of people in their homes. Each group lasted approximately an hour and a half.

The fieldwork was done with several groups of researchers who had an agenda with the following four thematic blocks: the definition of poverty, the dimensions of poverty, strategies to deal with poverty and the projection for the future (watch a video about the topic). No poverty dimensions were identified in advance, since the goal was to let these become apparent naturally in the course of the conversation.

TURNING FROM THE SPEECH TO THE DIMENSIONS

Once the groups were finalized, the analysis was performed using the technique of discourse analysis. This allowed for the identification, on the one hand, of the deprivations most deeply felt by the Salvadorian population and, on the other hand, of the categories or dimensions considered deprivations that were most frequently repeated in the different groups. The next step was to give



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The main deprivations presented in the words of people in poverty in El Salvador and their corresponding associated indicators



Source: "Methodology for multidimensional measurement of poverty in El Salvador", internal workshop GOES. PowerPoint, January 2015 a technical translation, meaning constructing questions to be included in the EHPM that would capture these privations.

"Look at what I eat", "See where and how we live", "we always eat the same", "there is no work here", "worse if we get sick", "one does not come out to keep the house", or "If I would have been educated", are some of the powerful phrases that marked the analysis and delineated the indicators to be used: insecurity, overcrowding, lack of public spaces, unemployment or precarious employment, and lack of access to education (see previous figure). Each sentence describes a common experience in the population and, through this exercise, became an indicator to be measured by the index.

An inter-agency team composed of representatives of the Statistic and Census Department, the STPP and the UNDP, with technical support from OPHI, analysed each of the gaps and identified the ones that were measurable. 48 new indicators were created, which resulted in around seventy new questions



that were tested in the field by two pilot tests in 2013. Indicators were chosen based on their success in those tests, their priority for the people, and their statistical robustness. Thus, twenty indicators, which join the Multidimensional Poverty Index through five dimensions were identified.

CONCLUSION

How to choose dimensions and indicators that better target public policies, mainly social ones? This question was asked in El Salvador in the early stages of the process of creating the MPI-ES. Several paths were tested. There were many suggestions for dimensions and indicators. But, knowing that poverty is more than income, which are the dimensions felt most by the poor population? To answer this question, El Salvador decided to conduct a participatory process that was instrumental in defining the dimensions and indicators of the final index.

So far, this has been the first and only participatory process to define the dimensions of a multidimensional poverty index conducted by a country. The participation of people allowed for the creation of MPI-ES indicators that would reflect the main deprivations of people in the Salvadorian context.

RELATED DOCUMENTS

- Video "Poverty in El Salvador from the perspective of its protagonists"
- "Multidimensional measurement of poverty in El Salvador", Technical and Planning Secretariat of El Salvador and the Ministry of Economy of the government of El Salvador, 2015
- Map of poverty and social exclusion, Flacso, UNDP and Ministry of Economy of the Government of El Salvador, 2010
- Poverty in El Salvador, from the perspective of its protagonists, PNUD, 2014

Photo: David Álvarez Veloso

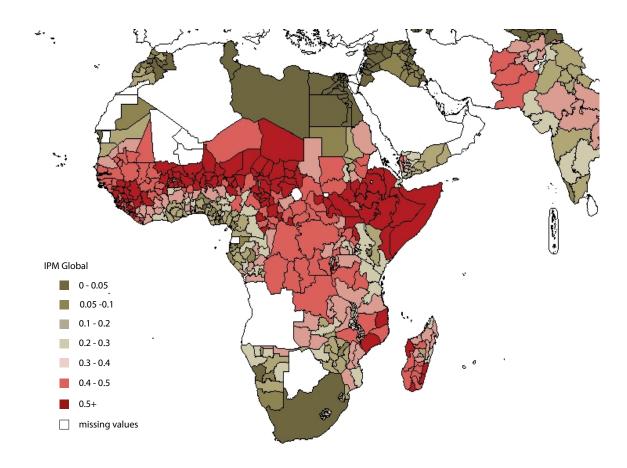
DATA OF THE MONTH

We are used to seeing comparisons between countries according to their levels of poverty. For example, according to the latest available data we know that Madagascar, Burundi and the Democratic Republic of the Congo are the countries with highest rates of income poverty in the world (using the measure of US \$1.90 a day). But do you know what the world's poorest sub-national regions are?

Thanks to the data sources and properties of the Multidimensional Poverty Index, we are able to disaggregate overall national results by region (state, department, or any political division of a country for which data are representative). Based on an

analysis of 962 regions in 78 countries around the world using the Global MPI, we can determine that the world's poorest region is Salamat in Chad with a MPI of 0.715, followed closely by Est and Sahel in Burkina Faso, and Hadjer Lamis and Lac also in Chad.

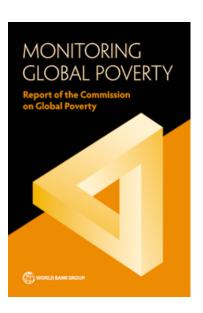
Source of the figure: Alkire, S., Jindra, C., Robles, G., and Vaz, A. (2016). "Multidimensional Poverty in Africa," OPHI Briefing 40, University of Oxford.



NEWS

REPORT OF THE ATKINSON COMMISSION

The World Bank launched the report entitled "Monitoring Global Poverty" by the Commission on Global Poverty chaired by Sir Anthony Atkinson. This commission was established by the World Bank's Chief Economist to advise the institution on how to measure and monitor poverty globally. Among the main recommendations adopted by the World Bank, is to incorporate a measure of multidimensional poverty based on the counting method as a complementary indicator for measuring poverty. (Recommendations 18 and 19).



HIGH LEVEL SIDE EVENT AT THE UNITED NATIONS: "MEASURING AND TACKLING POVERTY IN ALL ITS DIMENSIONS"

Senior representatives of 16 countries showcased how the Multidimensional Poverty Index (MPI) is being used in practice: as a poverty statistic at the national and global level, as a diagnostic tool to make visible clustered deprivations, and as a governance tool to design and coordinate policy and to advance national plans.

At the meeting, held in the context of the United Nations General Assembly 2016, countries advocated the use of the MPI as an indicator to report on the progress of the Sustainable Development Goals (SDGs) in its Objective 1 "End poverty in all its forms".

The event was organized by the Republic of South Africa on behalf of the MPPN with the support of the Government of Seychelles and OPHI.



NEWS

HONDURAS AND PAKISTAN LAUNCHED **MULTIDIMENSIONAL POVERTY INDEX**

The governments of Pakistan (June) and Honduras (August) launched official Multidimensional Poverty Indices. The aim of both measures is to improve targeting and evaluation of public policies, supporting design and implementation for more effective policies.

Both Pakistan and Honduras MPIs were built using the Alkire-Foster method and complement the measurement of income poverty.

