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Editorial

H ow can the COVID-19 pandemic be tackled when there are limited resources? This issue of *Dimensions* is aimed at trying to answer this question.

In the interview that opens this issue, Sabina Alkire gives us some guidelines for dealing with the pandemic, and calls for taking this moment of crisis as an opportunity to distribute resources better and reduce poverty in all of its aspects.

Luis F. López Calva analyses the impact of COVID-19 in Latin America, a region middle-income region but not a middle-class society, where the majority of the population is vulnerable to falling into poverty in the face of this shock. Therefore, identifying those who are in a vulnerable situation will be fundamental to mitigating the effects of COVID-19.

How can we identify vulnerable populations? Multidimensional indicators can be an effective tool for addressing the pandemic, as is shown by the variety of country examples we publish in this issue. Countries are using the MPI and the multidimensional vulnerability indices to detect those populations that are at the greatest disadvantage, which allows for the creation of effective and evidence-based public policies. Here, we highlight two cases in depth: Afghanistan and Colombia.

We also appeal not to neglect the 2030 Agenda for Sustainable Development and the SDGs. In their article, Gonzalo Hérnandez-Licona and Mónica Pinilla-Roncancio maintain that today it is more important than ever for countries to focus on the SDGs using a multidimensional approach.

And we must do this together. Networks are fundamental to creating better and informed solutions, as Gonzalo Hernández-Licona and Felipe Roa-Clavijo argue in their article. The Multidimensional Poverty Peer Network (MPPN) is sharing ideas and experiences through a series of activities. You are all invited to participate in them.

OPHI and UNDP have just published the 2020 global MPI data, showing progress in multidimensional poverty reduction over the last few years. However, that progress is at risk due to the pandemic.

We invite you to read *Dimensions*, a new perspective for understanding poverty.

Carolina Moreno

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Pali Lahola, Former General Statistician and former Head of the South African Institute of Statistics.

Risenga Maluleke, Statistician-General of South Africa and head of Statistics South Africa.

Stanley Gwavuya, Chief of Social Policy, Evaluation, Analytics, and Research at UNICEF Afghanistan.

Vladimir Hlasny, Gender Justice, Population and Inclusive Development Cluster at the UN Economic and Social Commission for Western Asia.



"We need to use this tragic period well"

In this interview, Sabina Alkire, OPHI Director, talks about the COVID-19 pandemic and the ways that countries could prevent and mitigate its impact on people living in multidimensional poverty – and in the end, make permanent change.

What could be the possible impact of the COVID-19 pandemic on the lives of people in multidimensional poverty?

People living in multidimensional poverty have already several problems going on at the same time. Different people might have a different combination of deprivations, related to health, employment, education or different aspects of their housing conditions, their social protection programmes, or their environment or violence. But they are carrying a deprivation load – it's as if their arms are full of different boxes. It's not just one, but there are several different boxes they have to carry all the time. Then COVID-19 comes along. It's an extra burden, an extra weight, and so it's a different impact on them than on the non-poor.

COVID-19 potentially impacts everybody, but if it's the only threat that you have, then you're able to take measures – of social distancing, staying at home, or modifying your habits. But what if you also have a number of other pressing deprivations and your deprivation load is already heavy? Then, when you add COVID-19, things become potentially very dangerous. COVID-19 could be a critical threat to people's core well-being. There are many different ways the

COVID-19 pandemic will affect poor people in addition to the direct health impact, which is dangerous enough already.

Why in particular are the people living in poverty most affected by the pandemic?

On the one hand, the impact of COVID-19 is greatest among those who have core morbidities – underlying health conditions such as diabetes, asthma, or a cardiac disease. They're in more risk, and the poor already may lack treatment. Preventing COVID-19 is also harder for people who live in intergenerational households, people who live in overcrowded conditions in urban areas, where it's impossible to social distance because the house is too small or they are not able to wash their hands regularly.

A further concern, perhaps especially for the urban poor, is the loss of livelihoods for people who are already in the informal labor market, or who have an unsafe job without any benefits. If they lose their livelihood and don't have food stocks or savings, they will be deeply affected. There are also places where there are shocks to the system at the same time, in the form of drought, locusts, or conflict on top of the COVID-19. Those places would be affected.

The other group of countries that will be very affected will be those who are not able to test and then to isolate people with COVID-19, so it doesn't become diagnosed and spreads progressively.

What are the long-term effects of the pandemic that concern you the most?

The pandemic we believe is inaugurating a recession, an economic downturn, which will be deep and lasting, perhaps deeper and more lasting than in 2008. The poor will be most affected initially and the concern is that if there are not proactive responses, then inequality could deepen.

The numbers of people in poverty could go back to five or ten years ago, and a lot of the hard-won gains, that many have worked a great deal for, whether it's in Africa, South Asia or different parts of the world, could be undone.

It's not a given that it will happen, but in the absence of a proactive response, it seems likely that inequality will go up, poverty will go up, social divisions will go up and conflicts across groups may also arise. We hope that will not happen, but without proactive interventions, it could occur.

In terms of interventions, what can countries do to mitigate the pandemic's impact?

All of us are still learning a lot. It seems that Governments that acted quickly, that tested people, traced and isolated, seem to have been the most successful in stopping the pandemic.

They also rightly need to offer stimulus to the economy, so offering support, not only to salaried workers, but also to the informal workers and people who've lost their livelihoods, the self-employed and vulnerable. This will reduce the impact.

There is also the need continuously to monitor and update the situation of the poor and the 'new' poor. The rapid socio-economic surveys are a start, but may not obtain key indicators of the 'new' poor - I am hoping to see a burst of innovation so that committed governments obtain the information on overlapping deprivations they need to support the poor.



The numbers of people in poverty could go back to five or ten years ago, and a lot of the hard-won gains (...) could be undone.

What should be governments' priorities and what type of policies should be important to implement for the poor population during the recovery process?

In terms of priorities, the first one is just what has been done, which is supporting the income stream of the poor or providing donations. Another short term urgent need is to control food prices because there's going to be a tendency for inflation. If that occurs, the benefits of cash transfers could be wiped away. So, controlling inflation is another priority that is very important.



There will be a need for sectors of the population to reskill. From tourism, for example, into the agricultural sector, into services, going into creative arts or other livelihoods.

I am hoping to see a burst of innovation so that committed governments obtain the information on overlapping deprivations they need to support the poor.

The deeper need is to figure out where the next growth points will be in the economy. How do we stimulate new meaningful, decent jobs that navigate the changes from artificial intelligence, and are created understanding the whole landscape of how the global labour market is changing, and the ongoing uncertainty from COVID-19.

On the other hand, governments must strengthen the health systems, their own communication, the record keeping and statistical systems, the hospitals and the public health workers. The messaging to prevent misunderstandings about COVID-19 is vital.

But the most important priority of all is actually to use this tragic period to reduce poverty – to intro-

duce permanent change. It is a difficult time. Poverty seems to be increasing and even the middle and upper classes have an economic hit. Yet if the governments, together with citizens' groups and businesses, use their resources well and have a clear mandate from the population, and if there is political leadership to use this period to reduce poverty, then we could turn a corner. Some of the worst kinds of destitution and human pain that we now see, abject poverty, really could be pushed back not temporarily, but permanently. That would be our best case scenario.

OPHI has made a call for action, what responses have you received and what project or activities focused on the pandemic impact are in progress?

We're inspired by the words of Amartya Sen who observed that in Britain during the Second World War, there was a food availability decline, but during this time of food shortages, the governments issued policies of rationing. During the decade before the War, male-life expectancy had increased by 1.2 years, but during the decade of the War, male-life expectancy increased by 6.5 years and female by 7. That is to say that during the time of rationing, with less food but better distribution, people's health outcomes improved.

Our call for action is really motivated by that historical example. But Sen also pointed out other contexts where policies failed to seize the moment. Today's situation is likewise very difficult: could we do something similar? Governments that are using MPI's, many who are MPPN members, are very much profiling and using the existing work that they have done on MPI in their COVID-19 response.

They are targeting people who are beneficiaries because they are MPI poor already.

They are analysing existing registry data to identify new households that are likely to be vulnerable, because they are likely to have lost their livelihoods.

OPHI are working with some governments to develop a Multidimensional Vulnerability Index (MVI), which identifies which people are likely to be pushed into poverty from COVID-19.

They are investing in support - paying water and electricity bills - that will ease the impact of COVID-19 on the poor.

And they are keeping an eye out for the 'new' poor.

On the last, OPHI are working with some governments to develop a Multidimensional Vulnerability Index (MVI), which identifies which people are likely to be pushed into poverty from COVID-19. We can do this with measurement or with microsimulations where you simulate the impact that increases in unemployment, food insecurity, and so on will have on poverty, not only nationally, but by different regions, or for children or different groups of population.

Multidimensional Vulnerability Indices don't give you the names and the addresses of the people involved, but they give policy makers a sense of where they should inject fresh effort and resources in order to make sure that these simulated scenarios do not come to pass.

To reduce poverty when resources are tight re-

quires data. Many of the household surveys that normally provide poverty data are not any longer in the field. There really is the need for remote surveys and remote data to complement most of our record data or satellite and big data and to really try to understand the configurations of deprivations that people are facing and prioritise the government's response. The private sector and citizens can also come in here.

It's a very complicated time for governments, so the better we can provide really efficient and accurate information on poverty, the more they can reduce poverty with very limited fiscal resources. So a further aim of this community of people who are working on poverty, should be to create a step-change in the collection, dissemination, and use of data on multidimensional poverty. Using multidimensional poverty measures means using information-dense, precise information on poor people's deprivation loads. This contributes to efficient diagnosis and enables all actors to understand where limited resources will have the biggest impact in terms of people's capabilities.



Sabina Alkire, Director of OPHI.



COVID-19 as a Challenge to Governance

By Luis F. López-Calva

e are in a period of great uncertainty.

Today, Latin America is the epicentre of the COVID-19 pandemic. On various fronts, we are facing a situation for which we have no precedents to draw on when seeking explanations or devising possible solutions. Indicators of all kinds, be it health, economic, social or cultural ones, are reaching levels that we could not have anticipated just a few months ago.

Identifying and locating those who are most vulnerable to falling into poverty represents a major challenge in the region.

The uncertainty is total, in particular with regard to two points: the magnitude of the problem we are facing, and its duration. How much is the pandemic affecting countries in the region? How much longer will we have to wait before returning to normality.

Contributing to this inability to grasp the problem is, first, the lack of knowledge we have about the virus and its processes, and, secondly, the lack of information regarding its extent.

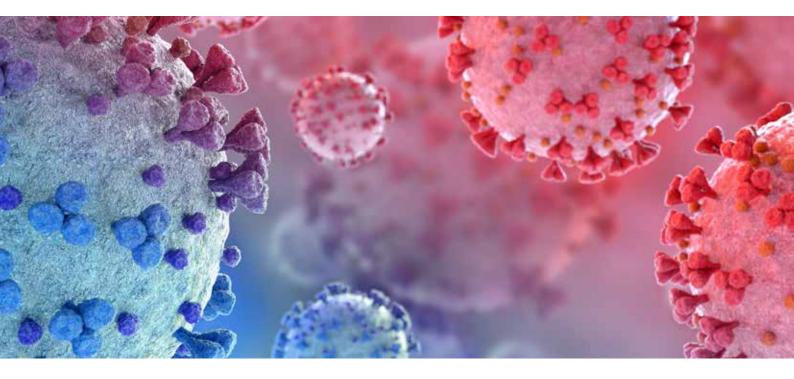
With respect to the former, there is not much that we as UNDP can do or say, as it is the domain of scientists and their laboratories to find answers in this field.

The latter, in my opinion, has to do with the limited testing capacity of countries in Latin America and the Caribbean, and this does fall within our scope of action.

I would, therefore, like to outline my first message: given the disparate testing capacity of the countries, it is impossible to characterize the problem precisely.

The testing capacity explains, at least in part, what we know so far about the scale of the pandemic. Indeed, those countries that have tested the most, like Chile, Peru, and Panamá, are also those with the most positive cases per 100,000 people. This implies that, if countries were to test more, the magnitude of the problem would be greater than we think.

Most countries have done very little testing or simply do not report any official information about it. Until this situation is reversed, the governments of the region will continue to operate blindly as they face the greatest crisis in recent times.



It is also essential that testing is coupled with strategies of isolation and contact follow-up. Testing is essential, but it is not enough if there is no subsequent isolation of positive cases.

For the first time since 1990, the Human Development Index will fall. We are in a difficult scenario where failure to take action will cost lives, and where the economic cost of the measures seems disproportionately high.

My second message is this: while containment measures will deepen the recession, projected at -9.4 % for the year 2020 in the region (IMF), failure to implement them will also have severe economic consequences in the long term.

In this pandemic, the governments of the world are faced with the challenge of reconciling the implementation of containment measures to stop the spread of the virus with the need to keep the economy functioning, and, thus, avoid a deeper crisis with the already known consequences this will have on poverty levels.

The search for a balance between doing nothing to stop contagion and completely shutting down all economic activities is particularly complicated in a region like ours, where weak health systems justify strict quarantines, but where there is limited budgetary provision and access to financing, which justifies keeping the economy going.

All of that in a region that is also suffering from a crisis of governance and confidence in institutions on average, only 22% of the population in LAC countries had some level of confidence in governments in 2018 - means that the challenge of resolving the tension between protecting lives and protecting livelihoods is expressed in the low levels of compliance with the measures decreed.

This crisis will not affect everyone in the same way. Latin America and the Caribbean is a middle-income region, but not a region with middle-class populations. The majority of the population remains vulnerable to becoming poor in the face of a shock. In fact, the number of poor people in the region is expected to increase by 23 million as a consequence of COVID-19.

Inequality has deepened further, as those with resources can protect themselves, whereas those who have no money are more at risk.

Only a small part of the work can be done online, compared to other regions, thus affecting the productivity of the countries. On the other hand, the scale of informal employment threatens the effectiveness of employment protection and unemployment measures adopted in the context of the crisis.

The poorest people are registered as beneficiaries of pre-pandemic social assistance programmes. This facilitates their identification and the delivery of assistance. However, a large proportion of informal workers who were not poor prior to the crisis are outside those registers, and are, therefore, excluded from both employment protection measures and social assistance.

While containment measures will deepen the recession (...) failure to implement them will also have severe economic consequences in the long term.

Women are another group affected, as more than 80% are employed in low-productivity sectors. For this reason, the distributional impact of the shock must be a priority in the design of responses and measures to deal with it.

Identifying and locating those who are most vulnerable to falling into poverty represents a major challenge in the region. As demonstrated in this paper, the Multidimensional Poverty Index of El Salvador, part of the <u>UNDP Public Policy Paper Series</u>, can be a mechanism to identify pre-existing conditions of poverty that make some households more at risk than others in the face of the pandemic.

For the first time since 1990, the Human Development Index will fall. We are in a difficult scenario where failure to take action will cost lives, and where the economic cost of the measures seems disproportionately high.

However, this crisis, seen as a problem of governance, can also be an opportunity to recompose the relationship between people and institutions, and between people themselves. It may be, for example, that

confidence in institutions will be restored if governments are perceived to be responding adequately to the crisis and communicating their decisions in a clear and transparent fashion, incorporating the viewpoints of multiple stakeholders.

This crisis can also act as a catalyst for a change in the current configuration of power. Latin America and the Caribbean is a region with a historically fragmented social contract, with the middle and upper classes choosing not to receive public services, taking with them financial incentives and public pressure to invest in quality improvements.

With the start of COVID-19, people who had previously resisted improving a universal health system may begin to realize that we all benefit from having a better public system. This is true not only in the context of universal health services, but also in public services such as education and connectivity.

Finally, from a political economy perspective, the crisis has not only changed public opinion, but has also created a new context for action. By simultaneously changing ideas, redistributing power and changing incentives in policymaking, reforms that were previously considered radical or impractical are now under discussion as viable options, like universal public services and social protection schemes.



Luis Felipe López-Calva, UNDP Regional Director for Latin America and the Caribbean.



National Multidimensional Poverty Measures: A local, essential, and innovative tool for national planning during the COVID-19 pandemic

By Khalid Abu-Ismail, Macarena Alvarado, Alejandra Candia, José Nabor Cruz, Alida Gutiérrez, Gonzalo Hernández-Licona, Vladimir Hlasny, Azusa Kubota, Pali Lahola, Risenga Maluleke, Juan Daniel Oviedo, Felipe Roa-Clavijo, and Laura Vargas.

> COVID-19 has brought to the world economic and health challenges not seen for almost a hundred years; yet this crisis has also highlighted the innovation and creativity of countries in the use and adaptation of their own multidimensional poverty indicators, as well as other measurement tools to better meet this huge challenge. In this note we would like to highlight some innovative techniques that the participants of the Multidimensional Poverty Peer Network (MPPN) are implementing in response to the global pandemic.

> One of the core functions of the MPPN is the exchange of measurement knowledge and experience. The knowledge generated in one country can serve or inspire other countries in their measurements. At a time when global collaboration is required, we will continue our efforts to facilitate knowledge exchange amongst MPPN countries.



CHILEAlejandra Candia and Macarena Alvarado,
Ministry of Social Development

While navigating the current complicated COVID-19 scenario, the Chilean national MPI has become an essential tool for building house profiles based on poverty and vulnerability. The indicators within the national MPI contribute to monitoring the most affected groups during the pandemic. The lack of social security (affecting 28.9% of Chileans, the highest deprivation for the poor population), is causally related to a lack of access to unemployment benefits. Household overcrowding, which affects 9.8% of Chileans, offers insight into the magnitude and geographical distribution of households that may be unable to abide by the recommended safe distance regulations aimed to control the spread of the virus.

COLOMBIA Juan Daniel Oviedo (DANE) and Laura Vargas

To mitigate the effect of the pandemic, the Colombian National Statistics Office, DANE, in a collaborative effort with the Ministry of Planning and the analytics team at the Institute for Technological Evaluation in Health, developed a Vulnerability Index, calculated at a neighborhood level, using demographic and comorbidity data, meant to identify the location of the population who would be at higher risk of COVID-19 complications. This index was mapped in a geospatial tool, which also included other relevant data, such as the multidimensional poverty indicator measurement that was calculated using census data, hospital information, hotel location, and daily mobility patterns during the imposed strict lockdown. By crossing this information with administrative data, the government designed valuable policies such as the Solidarity Income, the return of the sales tax to some of the poorest people in the country, and policies regarding the reactivating of the economy in cities such as Bogotá.



MEXICO

José Nabor Cruz and Alida Gutiérrez, CONEVAL

Faced with the COVID-19 challenge, the National Council for the Evaluation of Social Development Policy (CONEVAL) has elaborated two products regarding poverty and social programme evaluation:

- a. <u>Social policy</u> in the context of COVID-19. The report estimates that the amount of people living in extreme poverty could increase between 6.1 and 10.7 million people due to the pandemic. The report identifies Mexico's most vulnerable dimensions: lack of access to social security, clean water and house overcrowding, which may lead to people being unable to abide by social distancing recommendations.
- b. Geospatial map of poverty and COVID-19 at a municipal level. The platform allows visualisations of the temporal and spatial behavior of the pandemic, as well as its link with spaces with the highest incidence of poverty. The large concentrations of positive cases are located in the main urban areas, coinciding with the greatest number of people in poverty.



BHUTAN Azusa Kubota, UNDP Bhutan

Tourism, one of the most important sectors in the country, was heavily hit by COVID-19. In order to design an emergency response for workers in tourism and allied sectors, Bhutan produced a telephone Rapid Socio-Economic Impact Assessment and created, together with OPHI, a Vulnerability Multidimensional Index for Tourism to give an overview at-a-glance. One of the key findings is that the impact of COVID-19 has been deep, widespread and cross-cutting in the country. The crisis has had a grave impact on lives, affected many people and increased vulnerability across many dimensions. Over 80% of the respondents reported facing three or more deprivations simultaneously. These findings suggest severe impact, especially to employees with little or no economic security, especially savings*.

* Royal Government of Bhutan and UNDP (2020).

ARAB COUNTRIES

Khalid Abu-Ismail and Vladimir Hlasny, UN Economic and Social Commission for Western Asia

One of the greatest challenges of estimating the impact of COVID-19 on poverty is the lack of available microdata. Faced with a lack of data, a team within the Economic and Social Commission for Western Asia is currently developing a model meant to contribute to the understanding of the accumulative cross-dimensional impact of the pandemic over the next 18-24 months. For this, the team is using household data from the last available health surveys (2016-2018). Their model consists of simulating counterfactual probabilistic shocks within each household under each dimension within the regional multidimensional poverty measurement education, health, housing conditions and access to services and assets - subject to correlations of shocks across indicators. The shocks are calibrated using country updates, and food security and health system capacity indices. The model will provide MPI projections under several scenarios each with confidence intervals.

AFRICAN COUNTRIES Pali Lahola

Several African countries have made a great statistical effort to find innovative ways of collecting information during the pandemic. South Africa has designed a "long-distance" questionnaire that gathers data on variables such as health, household income, employment, and hunger all of which contribute to poverty measurements.

Namibia has been able to design support programmes for those living in poverty through direct subsidies and guarantying clean water for all, regardless of whether people are up to date on their water payments.



In Kenya, a telephonic and computer-aided surveys have been applied to try and evaluate the economic impact of the pandemic on households. The same survey method is being implemented for the Socioeconomic Impact of COVID-19 on Households Survey. This consists of panel data measuring indicators regarding economic activity, labour force, health, education, and COVID-19 awareness.



SOUTH AFRICA Risenga Maluleke, Statistics South Africa

South Africa, like many other countries in the world, has been severely impacted by the COVID-19 pandemic in many aspects. The physical and economic well-being of South Africans has been under a huge strain due to the outbreak of COVID-19 and the subsequent lockdown that commenced in March 2020. Due to restrictions on movement and on many economic activities people lost their sources of income such as salaries and wages, income from business, remittances, etc. In response to this, the Government of South Africa set up a social relief fund towards assisting the distressed. The South African Multidimensional Poverty Index (SAMPI) derived from a community survey conducted in 2016 became a vital input towards profiling districts and municipalities. The profiles were then used in planning and decision making on the support required in different areas of the country. To complement the information on SAMPI, Statistics South Africa is conducting rapid online surveys to provide insights on the impact of COVID-19 with regards to health (including health behaviours and perceptions), employment, income and hunger as well as education and home-schooling, among others. All these efforts contribute to poverty measurement. An annual General Household Survey (GHS) that will go to field soon (August 2020) will carry a module to derive a COVID-19 index to inform further on the impact of COVID-19 in South Africa. Data collection for the GHS will be done telephonically.

COVID-19 is clearly a huge challenge that cannot be tackled by using the same old tactics. This time is key for a healthy exchange of knowledge and learning to combine both international recommendations with local creativity. When science-based knowledge exchange is generated among countries, novel solutions can be generated; this is what countries that make up the Multidimensional Poverty Peer Network have promoted. ■



Using the MPI as a tool for crafting government responses to the COVID-19 **Pandemic**

By Juan Daniel Oviedo*

ust two years ago, in 2018, the National Administrative Department of Statistics (DANE) carried out the National Population and Housing Census which estimated the 5 dimensions and 14 out of 15 indicators of the country's MPI. This analysis is now being cross-checked and used as a critical tool for crafting and targeting the government's response to COVID-19. In a country where job informality is 45% in urban areas and more than 60% in rural areas there is a pressing need to locate those who need it most in the midst of the pandemic.

Using MPI and other key information to respond to the crisis

Within the institutional and legislative framework of the Economic, Social and Ecological Emergency that the country implemented in March 2020, we have used the indicators of the Multidimensional Poverty Index to target resources, specifically, in those households and families that were not beneficiaries by conditional cash transfer programmes such as Families in Action or Youth in Action.

The 2018 Population and Housing Census allowed us to have information on 14 indicators of the 15 indicators that make up Colombia's Multidimensional Poverty Index (MPI). This allowed us to complement the census information with administrative records

to be able to calculate the missing indicator and estimates at the block level, as well as the deprivations and multidimensional poverty levels.

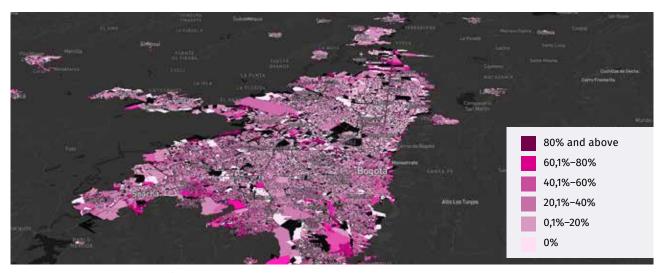
This instrument is a very important targeting criterion that the government is using to develop complementary unconditional strategies such as Solidarity Income. In other words, thanks to these statistical tools, complementary monetary transfers are being developed for those populations that are in an informal situation.

Thanks to the use of MPI geo-referencing, the government can identify which households are deprived in health, education, and informality. This way, the government can focus on relevant public policies. DANE together with the National Planning Department, has provided information from the census, economic and social surveys, and administrative records, to the national government and municipal and departmental authorities to achieve effective targeting.

For instance, in Bogotá, we have visualized multidimensional poverty at the block level for the entire capital of the country. The different intensities of colour allow us to determine which blocks have a higher prevalence of multidimensional poverty. This tool has been essential for establishing all the localized mitigation programmes in some regions of the city.

^{*} Compiled and organised by Felipe Roa-Clavijo.

MPI in Bogotá



Source: geoportal.dane.gov.co/visipm Note: Darker colours indicate a higher incidence of multidimensional poverty.

By cross-checking information from the census with administrative records, we link multidimensional poverty with health records to establish where and in which blocks we have households with a greater situation of vulnerability. This is defined in terms of the risk of the persons who live in each block when exposed to COVID-19, due to the existence of intergenerational households, previous morbidities or critical overcrowding. This highly sensitive information is extremely useful for mayors to carry out targeting programmes and targeted public health programmes in different sections of the country.

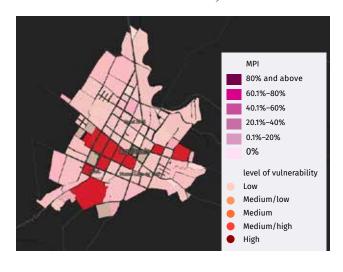
'We have very important challenges associated with uncertainty, but in that uncertainty, we wanted to take advantage of the work that Colombia has carried out since 2010 with the structuring of the MPI.

Juan Daniel Oviedo

Using the distribution of multidimensional poverty, we can see directly how it manifests itself in vulnerability levels to COVID-19. Linking the MPI to the previous morbidities generates information that has been extremely useful and that exists for all the municipalities in the country.

Another example is the very small municipality of Aquitania in the department of Boyacá. First, we can quickly establish how multidimensional poverty is distributed at the block level in different municipalities. Likewise, the percentage shares present the relative intensities of MPI and how this multidimensional poverty is associated, or not, with the risks of contracting the virus according to the types of households that we were analyzing.

Map with two layers: MPI and level of vulnerability.



Note: Aquitania, Boyacá, the darker color indicates a higher incidence.

Source: visor01.dane.gov.co/visor-vulnerabilidad



Linking the MPI to previous morbidities generates information that has been extremely useful and that exists for all the municipalities in the country.

Government response for poor and vulnerable people

Using readily available information from the MPI and health records allowed the government to implement a VAT refund strategy for households in poverty and vulnerability. In less than two weeks, vulnerable families were identified thanks to the use of this information. Also, we were able to integrate all the information from the 2018 Population and Housing Census, with the administrative records of morbidity to be able to establish previous morbidity factors together with epidemiological models.

The intervention included:

- » Additional cash transfers for families and young people beneficiaries of the programmes Families in Action and Youth in Action.
- » Solidarity Income: \$160,000 COP for households that are not beneficiaries from any government pro-

gramme but who are vulnerable and depend on informal jobs.

- » Food packages
- » VAT refunds

Conclusion

Colombia's MPI enabled us to identify pre-existing factors that increased the risk of households facing COVID-19. Additionally, we identified other characteristics of vulnerable households such as critical overcrowding conditions, or the prevalence of intergenerational households. This information allows each mayor of Colombia to establish at the city level which areas need complementary campaigns to inform households about sanitary practices and preventive measures.

Colombia has taken the opportunity to use the MPI as a targeting tool, especially for families that are not benefiting from conditional cash transfers. This quickly allowed the government to react with all the complementary social assistance programmes in just two weeks. Additionally, with all the administrative records, it allowed the MPI information, augmented by morbidity information, to be useful for establishing patterns of vulnerability to the virus and their disaggregation at the urban level in 1,122 municipalities in the country.



How the pandemic will aggravate multidimensional poverty in Afghanistan

By Stanley Gwavuya

A simulation exercise of the effects of COVID-19 in the South Asian country revealed socio-economic disruption and significant health threats for a population already suffering from food insecurity and lack of adequate sanitation. According to the analysis, the incidence of multidimensional poverty in Afghanistan could increase from 51.7% to 73.5%.

E xpanding access to clean water sources as part of the health response, as well as improving the infrastructure and the supply of basic services, are some of the urgent actions needed in Afghanistan to address the COVID-19 pandemic in a country where multidimensional poverty afflicts more than half of its population.

This is one of the recommendations of the analysis of the virus' impact on multidimensional poverty in Afghanistan, conducted by the Oxford Poverty and Human Development Initiative (OPHI), University of Oxford and UNICEF in Afghanistan. Using data from the Afghanistan Living Conditions Survey 2016/17, the researchers performed two types of analyses. In the first of these, based on Afghanistan's Multidimensional Poverty Index (see box), they analysed the population's levels of vulnerability in order to describe the potential immediate health threat of the pandemic. The second analysis, using micro-simulations, examined the socio-economic disruptions

generated by the necessary response measures to reduce the rate of infection.

In relation to the health threats from COVID-19, it is important to observe that the reality of Afghanistan presents alarming baseline conditions that make the spread of the virus more worrying, such as food insecurity, lack of adequate sanitation, lack of a safe source of drinking water and lack of access to clean cooking fuel.

Thus, 8 out of 10 adults in the country face at least one of those deprivations. Only in Kabul Province is the situation somewhat better than in most other provinces - 5 out of 10 people live with at least one predisposing factor - while in most other provinces, it is 8 and 9 out of 10 people.

But the most alarming situation is experienced by the children of Afghanistan, where 9 out of 10 face at least one of these deprivations, and, on average, chil-



dren aged 0–17 bear the highest burden in all predisposing factors individually, compared to all other population subgroups.

The majority of the population at risk is multidimensionally poor, although, again, as a proportion, children bear the greatest burden.

Subnational disparities are more visible in terms of high risk for COVID-19. In Kabul, 1 in 1,000 people is at high risk for COVID-19, but more than 1 in 4 people face this situation in Badghis, Daykundi, Ghor, and Sar-e-Pul. This is also the case for more than 3 in 10 people in Nooristan and, worryingly, for 4 and 5 in 10 people in Urozgan and Samangan, respectively.

Socio-economic disruptions

75.5% of Afghanistan's population lives in households where all working members are in vulnerable employment, which is characterised by informal work arrangements and insecure tenure. These jobs are unstable, with inadequate income, low productivity, and a lack of safety nets.

These workers have no protection against loss of income in times of economic hardship. Being key members of their families, these people are part of the population that may be most at risk of suffering the negative socio-economic disruptions generated by COVID-19.

Moreover, if simultaneous work deprivations persist in the form of unemployment, the effect of young people not in education, employment or training (NEETs), plus a high dependency rate (less than 1 household member working for every 6 people), the incidence of multidimensional poverty in Afghanistan could increase from 51.7% to 73.5%.

The majority of the population at risk is multidimensionally poor, although, again, as a proportion, children bear the greatest burden.

Furthermore, about 11.9 million people could be deprived in food security. If these people cannot return to a non-deprivation situation, the incidence of multidimensional poverty could increase by 10 percentage points, from 51.7% to 61.4%.

Children are not spared in this respect, either. It is estimated that between the ages of 6 and 18, deprivation in school attendance could increase from 5.6 million to 9.7 million. This is not insignificant: if these children cannot return to school, the incidence of multidimensional poverty could increase up to 60.9 %.

75.5% of Afghanistan's population lives in households where all working members are in vulnerable employment, which is characterised by informal work arrangements and insecure tenure.

period to safeguard the general welfare of the affected population", since "multidimensional poverty could rise if children do not return to school; or if people face food insecurity on a regular basis; and if many already very vulnerable workers experience further deterioration of their working conditions".

Recommendations

Given the high incidence of multidimensional poverty in Afghanistan, the authors of this report formulated health and socio-economic recommendations, after simulating five scenarios representing different dynamics of deteriorating well-being. Each of these scenarios involves assigning random identifiers to carefully selected population subgroups, and then triggering simulated deprivation in the relevant indicators. This procedure was applied in each province to capture particular effects, This procedure was applied in each province and at the national level.

Among the main recommendations, we can highlight that they consider that "it is important to expand water services as part of the sanitation response. These services should aim to provide the opportunity for people to constantly wash their hands and prevent infection". To implement this, "the central government must consider important heterogeneities at the provincial level, and plan specific strategies, given the resources of each region. It is also necessary to design and implement close and timely actions, coordinated between central and local governments".

"In combination with these preventive emergency policies, it is necessary to ensure that quarantine and social distancing policies are effective, as they protect people from falling into multidimensional poverty," they stress.

To ensure effectiveness, the Oxford Poverty and Human Development Initiative (OPHI), University of Oxford and UNICEF Afghanistan believe "it is necessary to consider social protection measures, including cash grants, throughout the whole quarantine



Afganistan-MPI

The Afghanistan Multidimensional Poverty Index

(AF-MPI) was launched on March 31, 2019 with the aim of measuring multidimensional poverty in the country and providing key information for the creation of effective public policies. The AF-MPI is calculated using the Afghanistan Living Conditions Survey and consists of five dimensions and 18 indicators that were selected in a consultation process with the country's top-level policy makers and technical experts. A person is identified as poor if they are deprived in at least 40% or more of the dimensions or weighted indicators.

Dimensions of Poverty	Indicator	Household is deprived if	Weight
Health	Food security	There is no borderline or acceptable food consumption.	1/10
	Assisted delivery	Any woman who was pregnant in the last 5 years preceding the interview received fewer than 4 antenatal care visits OR the delivery did not take place at a health facility OR was not attended by a doctor or a nurse.	1/10
Education	School attendance	At least one child aged 7–16 is not attending school or never did.	1/10
	Female schooling	No woman aged 10+ has completed primary schooling or knows how to read and write.	1/20
	Male schooling	No man aged 10+ has completed primary schooling or knows how to read and write.	1/20
Living Standards	Access to water	They lack access to improved water sources.[1]	1/30
	Sanitation	They lack access to improved sanitation facilities.[2]	1/30
	Electricity	There is no adequate lighting source (i.e. there is no lighting, or it comes from candles or solid fuel)	1/30
	Cooking fuel	There are no adequate cooking fuel sources (i.e. they use animal dung, crop residue or cooking takes place in the dwelling using bushes, twigs, firewood or charcoal).[3]	1/30
	Housing	Dwelling is made of inadequate roof, floor or wall materials.[4]	1/30
	Asset ownership and agriculture	They own less than 3 assets (refrigerator, washing machine, vacuum cleaner, gas cylinder, iron, television, mobile, satellite dish, bicycle and motorbike) OR agricultural items (land and livestock).[5]	1/30
Work	Dependency	There is less than one household member who works for every 6 people.	1/20
	Unemployment	No one in the household is employed in the labour force.	1/20
	Underemployment	One or more people in the household are underemployed	1/20
	Youth NEET	There are one or more people aged 17–24 who are not employed, and do not attend school or any training programme.	1/20
Shocks	Production	They have experienced one or more of the following shocks, with a strong negative effect on household members: i) reduced drinking or agricultural water, ii) unusually high crop pests or disease, iii) severe loss of opium production, iv) unusually high livestock disease, v) reduced availability of grazing area or reduced availability of Kuchi migration routes.	1/20
	Income	They have experienced one or more of the following shocks, with a strong negative effect on household members: i) increased food prices, ii) a reduction in household income or iii) a decrease in farm food prices.	1/20
	Security	One or more of the following situations apply: i) they have suffered violence or theft, ii) they live in a district rated as very insecure, iii) they are displaced or iv) they respond that the government's first priority should be to disarm local militia or to increase local security.	1/10

[1] Improved sources are those that have the potential to deliver safe water by nature of their design and construction. These include piped supplies and non-piped supplies (such as boreholes, protected wells and springs, rainwater and packaged or delivered water, e.g. by tanker trucks). Unimproved drinking water sources that do not protect against contamination are unprotected springs and wells. The category 'no service' identifies surface water, such as rivers, streams, irrigation channels and lakes. [2] An improved sanitation facility is defined as one that hygienically separates human excreta from human contact. These facilities include wet sanitation technologies (flush and pour flush toilets connecting to sewers, septic tanks or pit latrines) and dry sanitation technologies (ventilated improved pit latrines, pit latrines with slabs and composting toilets). [3] The use of inadequate (solid) cooking fuels is a direct cause of household air pollution, and thus directly associated to respiratory diseases, disabilities and death. [4] Adequacy is related to durability. Housing of which the outer walls, roof and floor are made of durable materials that protect its inhabitants from the extremes of climatic conditions, such as rain, heat, cold and humidity. Fired brick, concrete, mud bricks and stone are considered durable materials. For roofs, wood is regarded as durable. [5] A person is identified as deprived in assets if their household owns less than three of the considered agricultural items.

Source: Afghanistan Multidimensional Poverty Index, 2019.



The Sustainable Development Goals, COVID-19, and the Multidimensional Poverty Response

By Gonzalo Hernández-Licona and Mónica Pinilla-Roncancio

The 2030 Agenda for sustainable development is one of the broadest agreements that countries have proposed in recent decades. The agenda encompasses goals associated with inequality, violence, the environment, and deaths caused by noncommunicable diseases, among other topics of great importance to global development. It also seeks to meet goals to guarantee access to clean water sources, adequate sanitation, electricity and the internet. For the first time, a global agreement was proposed to reduce poverty in all of its dimensions, thus providing an opportunity to employ a multidimensional perspective in the measurement and analysis of the situation of people experiencing poverty.

The path toward meeting the 2030 Agenda has not been an easy one. Despite the enthusiasm of countries and various international organizations, in practice, the implementation of this broad and ambitious agenda has encountered a variety of challenges.

In the first place, it is important to recognize that the Agenda is not a technical agreement, but rather a political one. This means that there is no clear methodology for implementing the 17 objectives and 169 goals. In addition, while the SDGs are an excellent path toward development, it is impossible for all countries to take identical steps to meet them. For example, countries like Somalia, Norway, India, and Paraguay are all in different phases of development, with different histories, institutions, resources, and especially, priorities.

Another important challenge is the fact that those countries and international institutions have limited financial and human resources, making it essential to prioritize goals and objectives. Finally, a very important goal is connected to the interrelationship between objectives and goals; often, achieving one goal affects another, which is why it has not been easy to incorporate the process of the 2030 Agenda.

The goals for implementation have been challenging, but a new goal was added as of early 2020 when, on 11 March, the World Health Organization declared a pandemic due to COVID-19. The pandemic has

affected every country, with over 7 million people infected as of June, 2020, and over 400,000 dead worldwide. It is the first time in 100 years that the world has faced a challenge of that magnitude, and countries of low, medium, and high levels of income and development have been forced to implement measures to contain the spread of the virus and protect their healthcare systems from immediate collapse.

Containment measures and social distancing have helped to control the number of COVID-19 infections, reducing mortality and morbidity due to this disease. Nonetheless, those measures have had negative effects on the general public, with everyone affected – including the poorest and most vulnerable, many of whom have found themselves without income, while many others are at increased risk of poverty.

A multidimensional perspective in the analysis of poverty serves as the starting point for achieving the 2030 Agenda.

The COVID-19 pandemic has not only placed enormous pressure on healthcare systems, already precarious in some countries, it has also revealed the weaknesses of social protections along with existing inequality. For many countries, especially those with lower and middle-income, medium and long-term development has shifted to mere survival in the coming months, which may result in countries temporarily setting aside the 2030 Agenda.

We believe, however, that now it is more important than ever that countries and international institutions place strategic focus on the SDGs. For a variety of reasons, it is our suggestion that a multidimensional perspective in the analysis of poverty serves as the starting point for achieving the 2030 Agenda.

First, the analysis of this issue from a multidimensional angle has permitted the development of multidimensional and vulnerability poverty indices, allowing the analysis of groups or regions at high risk of suffering high mortality rates and of suffering the most severe consequences of the containment methods. For example, if a region has a population that suffers high levels of deprivation with regard to access to a clean water source or clean cooking fuel, or if it has overcrowding issues, it is clear that the people living in this region are more vulnerable in the face of COVID-19.

Secondly, the measurement of multidimensional poverty, based on the Alkire-Foster method, is carried out with the interrelationships among different dimensions within the index in mind, making it possible to confront the ever-present challenges encountered whenever there are multiple goals in public policy. Thirdly, it is a fact that due to the pandemic, poverty will increase in many countries, and progress made over the past few years in human and economic development will be lost, making the fight against poverty an even higher priority. Lastly, if countries focus on reducing multidimensional poverty - Goal 1.2.2 of the SDGs - they are helping with the implementation of the agenda in a broad sense, prioritizing resources in an indicator that has the great advantage of encompassing a variety of objectives and goals at once.

For the first time since the publication of the SDGs, the world has found itself in a situation in which it is especially important for all countries to ensure adequate compliance with the 2030 Agenda, especially with regard to universal access to health-care services and increased coverage of social protection services, which have been key in being able to mitigate the effects of COVID-19. Access to a clean water source and having a home that is in good condition are also fundamental to being able to ensure that the most effective measures to prevent infection are in place. These goals are an important part of the multi-dimensional poverty measures in many countries.

While many countries in Africa and Latin America continue to face an increased number of cases of COVID-19, and the world remains in the grips of the pandemic, many countries are already reactivating their economies and adjusting to a new normal, until a vaccination is made and distributed. It is important then to plan for the post-pandemic period, using a tool that permits states to continue the process of achieving the SDGs and somehow trying to return to pre-pandemic levels of development. That tool might well be the Multidimensional Poverty Index (MPI).



The Multidimensional Poverty Peer Network (MPPN): A Space for Innovation in the Face of COVID-19

By Gonzalo Hernández-Licona and Felipe Roa-Clavijo

nood ideas rarely spring from the minds of J those who have had little contact with others. The symbolic apple that fell from the tree in front of Newton, sparking his idea of universal gravity, is really just a symbol of an exceptional mind. In order for his ideas to develop, Newton read, discussed, and exchanged ideas with others.

A good example of the importance of the exchange of valuable ideas and experiences is exemplified by what has occurred in the area of measurement of multidimensional poverty in recent years. In the twentieth century, academics theorized about multidimensional poverty - in the twenty-first century, improved data and methodologies, based on what had been built before, took that idea even further. Nonetheless, the final push to make the measurement of multidimensional poverty a reality came from the interest in and interchange of experiences that took place among developing countries.

A decade ago, Colombia, Mexico and Bhutan, among other countries, saw the need to generate better ways of measuring poverty. To that effect, they combined the experiences of local experts and public policy makers, the support of international researchers and institutions, and very importantly, the interchange of experiences among those same countries to generate multidimensional poverty indices (MPIs) at a national level.

There are now 60 countries and 20 international institutions participating in the MPPN, and it is more active than ever, especially since the COVID-19 pandemic has burst on the world scene.

This interchange among peers was formalized in 2013 with the launch of the Multidimensional Poverty Peer Network (MPPN), backed by the Oxford Poverty and Human Development Initiative (OPHI)



at the University of Oxford, with further backing from Sabina Alkire, the government of Colombia, and support from Professor Amartya Sen. The Network has been able to systematically generate high-level exchanges among heads of state, ministers, and directors of statistics, as well as a great amount of experience with technical, operational, and implementation goals in the countries. At an international level, the Network has brought attention to the measurement and reduction of multidimensional poverty in the context of the Sustainable Development Goals (SDGs).

There are now 60 countries and 20 international institutions participating in the MPPN, and it is more active than ever, especially since the COVID-19 pandemic has burst on the world scene. Throughout 2020 there has been growing interest in the need for countries and institutions to have tools to measure and confront the pandemic.

In an event early this year, countries shared their experiences with goals and actions they had taken at the outset of the pandemic. Some countries used their MPI to better focus on their emergency support systems, other have projected the impact that the pandemic will have on multidimensional poverty in 2020.

Participants were also able to share their experiences with regional goals in the face of this terrible pandemic with Luis F. López-Calva, the Regional Director for the United Nations Development Programme (UNDP) in Latin America and the Caribbean.

Some countries used their MPI to better focus on their emergency support systems, other have projected the impact that the pandemic will have on multidimensional poverty in 2020.

A second event this year was very helpful in learning how to use the indices of multidimensional vulnerabilities which, in combination with the MPI, provide valuable information about groups at risk in the face of COVID-19. A clear example is Colombia's use of those tools in urban regions of the country, which has helped in the design of public policies for income support for the poorest individuals. This presentation was made by Juan Daniel Oviedo, Director of the Colombian National Statistics Office (DANE).

COVID-19 continues to be an enormous threat for the entire world. We continue to face great uncertainty about how to battle against it to save lives and return to well-being. It is certain, however, that when many minds come together to think and exchange their perspectives and experiences, real solutions may arrive sooner. The Multidimensional Poverty Peer Network is an excellent place to do that.

OPHI and UNDP publish the Global MPI 2020





Children show higher rates of multidimensional poverty: half of multidimensionally poor people (644 million) are children under the age of 18. One in three children is poor compared with one in six adults.

About 84% of multidimensionally poor people live in Sub-Saharan Africa (558 million) and South Asia (530 million).



Two-thirds of multidimensionally poor people live in middle-income countries.



71% of the 5.9 billion people covered experience at least one deprivation; however, the average number of deprivations they experience is five.

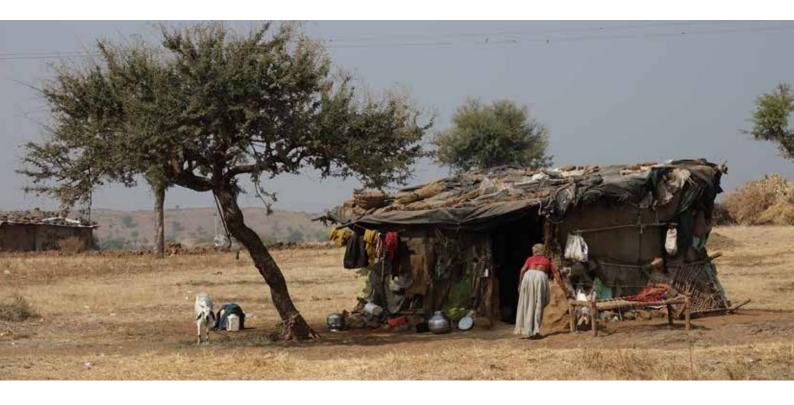


107 million multidimensionally poor people are age 60 or older-a particularly importantly figure during the COVID-19 pandemic.



65 countries reduced their Multidimensional Poverty Index (MPI) value significantly in absolute terms. Those countries are home to 96% of the population of the 75 countries studied for poverty trends. But this progress is at risk because of COVID-19.

Source: Global Multidimensional Poverty Index 2020 - Charting Pathways out of Multidimensional Poverty: Achieving the SDGs, UNDP and OPHI.



Addressing Multidimensional Poverty in a post-COVID-19 world

While data is not yet available to measure the rise of global multidimensional poverty after the pandemic, <u>OPHI and UNDP</u> made simulations for 70 countries in the developing world. Simulations based on the anticipated impacts of the virus on just two components of the global MPI – nutrition and school attendance – suggests how much impact the crisis could have unless it is addressed.

In three scenarios of varying deterioration in which 10, 25 and 50% of people who are multidimensionally poor or vulnerable become undernourished, and half of primary schoolaged children no longer attend school, **poverty levels could be set back 8 to 10 years.** But even if we look only at the impact on nutrition, if anticipated increases in undernutrition are not prevented or swiftly reversed, the setback could range **between 3–6 years**.



First Multidimensional Poverty Index Report for Ghana

The Ghanaian MPI launched with three dimensions and 12 indicators in July and indicates that 45.6% of the population is multidimensionally poor. The MPI was developed by the Ghana Statistical Service, with support from the United Nations Development Programme (UNDP), the German Agency for International Cooperation (GIZ), and the Oxford Poverty and Human Development Initiative (OPHI). More.



Multidimensional Poverty Profile in the State of Palestine

The new Palestinian Multidimensional Poverty Index was published in June 2020. This report was prepared by the Palestinian Central Statistical Office (PCBS) and the United Nations Economic and Social Commission for Western Asia (ESCWA), with OPHI and the National Team for Poverty Combating. The report indicates that 24% of the population is multidimensionally poor. The MPI for Palestine has six dimensions and 21 indicators. More

Seychelles launches national Multidimensional Poverty Index

In May 2020, Seychelles launched its MPI developed by the Poverty Reduction Department and the Seychelles National Statistical Office, with technical support from OPHI. According to the Seychelles MPI, which has four dimensions and 14 indicators, 12% of the population is multidimensionally poor. More

Multidimensional poverty in the Maldives

28% of the Maldivian population is multidimensionally poor, as indicated by the Maldives Multidimensional Poverty Index, released on June 4 2020 by the Maldivian government, in a joint effort by the National Statistical Office (NBS), the UNICEF country office and OPHI. The Maldives MPI is based on three dimensions and eight indicators. More

OPHI-MPPN webinar on 2020 Global MPI

In this webinar, panelists explained some of the key findings from the 2020 Global MPI report, including a presentation on "changes over time in multidimensional poverty" and a section on how COVID-19 could affect multidimensional poverty. More.



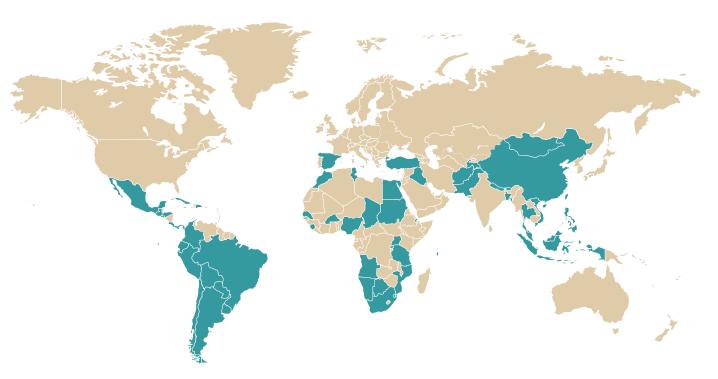
First OPHI-MPPN Webinar

In this virtual event, called "MPI as a tool to develop government responses to the pandemic," panelists discussed how the MPI is being used to respond to the COVID-19 crisis. The case of the National Administrative Department of Statistics (DANE) of Colombia was presented. More

MPPN

The Multidimensional Poverty Peer Network (MPPN) is a South-South initiative that supports policymakers in developing multidimensional poverty measures.

It promotes the use of such measures for more effective poverty eradication efforts at the global, national, and local levels.



Participants in the network are Ministers and senior officials from:

- Afghanistan
- Angola
- Antigua and Barbuda
- Argentina
- Bangladesh
- Bhutan
- Bolivia
- Botswana
- Brazil
- Burkina Faso
- Chad
- Chile
- China
- <u>Colombia</u>
- Costa Rica
- Cuba

- <u>Djibouti</u>
- Dominican Republic
- <u>Ecuador</u>
- Egypt
- El Salvador
- <u>eSwatini</u>
- Gambia
- <u>Grenada</u>
- Guatemala
- Honduras
- <u>Indonesia</u>
- Iraq
- <u>Jamaica</u>
- Malaysia
- Maldives
- Mexico

- Mongolia
- Morocco
- Mozambique
- <u>Namibia</u>
- Nepal
- Nigeria
- <u>Pakistan</u>
- Panama
- Paraguay
- Peru
- Philippines
- <u>Rwanda</u>
- Saint Lucia
- Saint Vincent and the Grenadines
- Senegal

- Seychelles
- Sierra Leone
- South Africa
- Spain
- Sudan
- <u>Tajikistan</u>
- Tanzania
- Thailand
- Tunisia
- Turkey
- <u>Uganda</u>
- <u>Uruguay</u>
- Viet Nam

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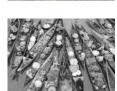
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