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Under what conditions can national multidimensional poverty indices become the basis of policy documents? Case of Central Asian countries

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1. Multidimension poverty indexes and policy aspects

Poverty reduction is the basis of many policy documents. The inclusion of the goal of reducing poverty in the global SDGs list is not an abstract theoretical setting, but a reflection of the desire of billions of people to live without poverty and deprivation. We can't reduce poverty if we can't measure it, and we can't reduce poverty if we can't use its data to develop a pro-poor policy. Of the entire family of poverty measurement indices, the MPI is the most appropriate tool for developing such policies. As outlined in the <u>OPHI handbook How to Build a National Multidimensional Poverty Index</u> ! A national MPI can guide coordinated actions by several ministries, provide clear goals and targets for each indicator, and act as a monitoring and accountability tool within the government.

This is an undoubted advantage of this index, but has this index become such an instrument? The experience of Kyrgyzstan, where the authors work, allows us to state that, at least in our country, this did not happen. Negative lessons should be studied and based on them; recommendations should be made.

2. Review of efforts to introduce MPI in CA

The introduction of a new method of measurement in the countries of Central Asia has occurred recently. Kyrgyzstan developed its index in 2020 and calculated the indices back to 2016. Kazakhstan is currently conducting pilot studies of this index (Link to my report and Julianne's report). Uzbekistan will develop a methodology for the multidimensional measurement of poverty in the country within the framework of the project "Improving social support systems for children and mothers in Uzbekistan". Based on it, the Family Well-Being Index in Uzbekistan will be introduced.

3. Analysis of the policy component of the NMPI Kyrgyzstan

In Kyrgyzstan, the MPI is calculated on the basis of the Methodological provision for calculating the SDG indicator 1.2.2. "Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions", approved by the Resolution of the Board of the National Statistical Committee of the Kyrgyz Republic dated March 9, 2020 No. 8.

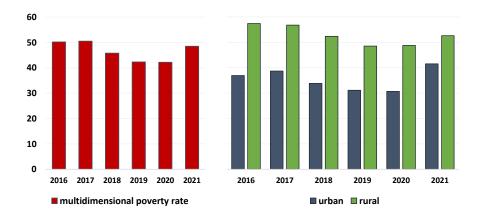
The multidimensional approach to poverty assessment in the Kyrgyz Republic focuses on five dimensions (monetary poverty, health, housing conditions, food security and education) and 11 indicators, thus, making it possible to get detailed picture of real poverty and its dimensions. The weighting structure for the calculation of the National MPI was determined based on the assumed condition that the achievements in the eradication of monetary poverty, health care, education, food security and living conditions are equal in intrinsic value. Thus, each of the measurement areas is assigned the same weight, equal to 1/5.

What the NPI of Kyrgyzstan looks like (total 11 variables):

Indicator	Deprivation cut-off	Variable weight
Monetary poverty (1 variable)		
Living in absolute poverty	Living in a household where annual average per capita consumption is below the national annual absolute poverty line per capita	1/5

Indicator	Deprivation cut-off	Variable weight
Health (2 variables)		
Handwashing practices	Living in a household that does not have a place for handwashing with soap and water	1/10
Indoor air pollution	Living in a household where the main cooking appliance is a stove (kerosene or oil stove) or oven/fireplace	1/10
Housing conditions (5 variable	es)	
Availability of hot water	Living in a household that does not have a functioning hot water supply	1/25
Premises overcrowding	Living in a household with a living area of less than 18 square meters per person	1/25
Reliability of power supply	Living in a household that experienced a power outage at least once a month in the past year	1/25
Drinking water	Living in a household without access to an improved source of drinking water indoors or in the yard	1/25
Sanitation	Living in a household not connected to an existing sewerage system	1/25
Food security (2 variables)		
Calorie consumption	Living in a household with less than 2,100 kcal per capita per day	1/10
Dietary diversity at home	Living in a household that consumes less than 7 food groups out of 10	1/10
Education (1 variable)		
Level of education	Living in a household in which at least one person did not receive an age-appropriate education	1/5

The disaggregation of the indicator of multidimensional poverty on <u>the National platform for monitoring</u> <u>and reporting SDG indicators (indicator 1.2.2.)</u> is carried out by region, type of location (urban / rural), gender, age (children under 18 years old, adults from 18 to 64 years old and elderly 65 years old). and older). Disaggregation by the level of education of the head of household is also expected, but this data is not yet available.



This index provides broad information on poverty across multidimensional dimensions of access to various basic services education, health care, employment, assets, etc. and thus can provide clear evidence of areas of poverty both at the national level and at the subnational level. However, as the example of Kyrgyzstan shows, this index is still not a basis for policy formulation. For example, the proportion of men, women and children of all ages living in all forms of poverty in the Batken region of Kyrgyzstan, the least economically developed region, was 67.1% in 2021, compared to a national rate of 48.5%. The high value in the Batken region is largely due to the low access of the population to sanitation facilities - 4.8%, against 34.4% at the national level. However, neither the issues of multidimensional poverty, nor the issues of access of the population to sanitation facilities was not included in the second regional project of the World Bank in the amount of \$50 million, aimed at supporting the government of the Kyrgyz Republic in the rehabilitation and socio-economic development of the Batken region.

If we assess a hierarchical relationship between the NMPI dimensions and the development programs of Kyrgyzstan, then this relationship will be very weak. Multidimensional poverty is not in the priorities of the national development strategy, and its individual dimensions are not reflected in sectoral programs.

Kyrgyzstan: Interlinkages of the pilot NMPI and the policy documents

NMPI indicators	NDS-2040	MtDP-2026	Sectoral programs
monetary poverty			
Living in absolute poverty	Section II . Man - family - society / 2.1. Social Development / Equal opportunities for every citizen: measures aimed at "reducing child poverty (p. 22); Decent work and respectable old age: priority tasks in the labor and old age policy are to introduce a system of social contracts with recipients of state benefits who have labor potential. A set of measures to promote employment, coordinated with local self-government bodies, vocational education, will make it possible to more effectively influence poverty reduction; Environment environment, climate change adaptation and disaster risk reduction: economic activity must be geared towards poverty reduction Section VI. Priority steps of the medium-term stage / 6.1 Implementation of development goals / Social development / Target 1.16. Building Equitable Social Protection: There must be a transition to the measurement of multidimensional poverty. Formation of development factors / Task 6.7. Land management: Irrigation development seen as a way to fight poverty	 1.1. Goals and priorities. This Program is aimed at achieving the following milestones: 8) reducing the level of poverty of the population to the level of 20%, including the level of child poverty - up to 25%; Section VII . Social Development / 7.4 Inclusive Growth: Effective measures will be implemented to reduce child poverty 	

NMPI indicators	NDS-2040	MtDP-2026	Sectoral programs
Health			
Hand washing practice			
indoor air pollution			
Living conditions			
Availability of hot water	Section VI. Priority steps of the medium-term stage / 6.1 Implementation of development goals / Formation of the environment for development / Task 7.10. Renewal and modernization of power equipment and power networks (p. 111): Updating and modernizing hot water networks is one of the challenges for the energy sector		
Overcrowding	Section VI. Priority steps of the medium-term stage / 6.1 Implementation of development goals / Strengthening the institution of the family (p. 98): Task 2.1. Improving the living conditions of young families: Over the next 5 years, it is planned to allocate funds in the amount of more than 16 billion soms, as a result of which over 15,000 families will have the opportunity to improve their living conditions. 6.2. Practical steps for regional development: indicator established (by region) - the number of families that will have the opportunity to improve their living conditions under the state mortgage lending program	Section V. Formation of the environment for development / 5.6. Financial market : In order to increase the affordability of housing for citizens of the country, a set of measures will be taken as part of the state housing program (p. 50) . The main priority will be financing the construction of new economy-class housing, mainly in the regions of the country, using the mechanism of rental housing with subsequent purchase. Ready-made housing will be provided for long-term lease with the right to purchase without paying the initial amount, which will improve housing conditions for certain categories of citizens with incomes below the average . To meet the demand of all categories of citizens , new financial products will	Housing Program KR " My House" for 2021-2026, approved by the Resolution of the Cabinet of Ministers of the Kyrgyz Republic dated April 14, 2022 No. 2017 A target indicator of average provision with housing of 18 square meters has been set. for 1 person (average housing)

NMPI indicators	NDS-2040	MtDP-2026	Sectoral programs
		 be developed that provide for Islamic principles, the use of "green mortgage" tools, the expansion of existing housing, the purchase of finished and under construction housing. implementation of the state housing program "My Home 2021-2026" 	
Reliability of power supply	Section VI. Priority steps of the medium-term stage / 6.1 Implementation of development goals / Formation of the environment for development / Task 7.10. Renewal and modernization of power equipment and power networks (p. 111): Renewal and modernization of power equipment, power lines , hot water networks is one of the tasks for the energy sector. For these purposes, conditions will be created for the annual renewal of equipment and networks by at least 1.5%, taking into account the disposal of funds. Due to this, the reliability and stability of the operation of the entire power system will increase by 1.5%.	Section VI . Economic development priorities / 6.1. Hydropower: From a financial point of view, the energy sector is in critical condition and remains unattractive for investors. It is necessary to take a step that is difficult but necessary for the sustainability of the sector - a gradual increase in tariffs. Compensatory measures will be taken to support socially vulnerable categories of citizens. It is necessary to improve the flexibility of electricity consumption metering systems so that the system can respond to seasonal, daily changes in demand, smoothing out peak loads (p. 54-55) The level of technical wear and tear of energy sector equipment has reached a critical threshold. - 5) implementation of the project on energy efficiency of buildings;	Strategy and Roadmap for Reforming the Energy Sector of Kyrgyzstan The reform roadmap focuses on four main areas: (i) financial recovery and operational efficiency, (ii) accessibility and social sustainability, (iii) environmental sustainability, including through increased use of clean energy, and (iv) governance and accountability .
Drinking water	3.2. Formation of a sustainable environment for development / Quality infrastructure / Clean water (p. 46) The problem of providing the population with clean drinking water will be solved in the country, the policy in the field of drinking water supply will be aimed at creating an economically sustainable, affordable service for safe and high-quality water	Section II. Analysis of the situation / 2.6. Sustainability: The issue of low access and poor provision of water supply and sanitation services is not addressed. About 20% of the rural population does not have access to clean drinking water. Water quality is also poor, as 40% of water in rural areas is not properly treated.	The program for the development of drinking water supply and sanitation systems for settlements of the Kyrgyz Republic until 2026, approved by the Resolution of the Government of the Kyrgyz Republic dated June 12, 2020 No. 330 Performance Indicators : - providing 95% of the population in urban areas with centralized safe drinking water;

NMPI indicators	NDS-2040	MtDP-2026	Sectoral programs
	supply, sanitation and sanitation in every settlement. Section VI. Priority steps of the medium-term stage / 6.1 Implementation of development goals / Formation of the environment for development: Target 7.16. Full supply of clean drinking water, construction and rehabilitation of sewerage systems (p. 113): One of the most important tasks is the construction and rehabilitation of the water supply system in 653 villages, including the construction and rehabilitation of the water supply and sanitation system in 26 regional centers and 22 cities. The state will bring clean drinking water to 95% of the country's settlements. More than 2.0 million people in rural areas will have access to centralized water supply.	Section V. Formation of the environment for development / 5.4. Clean drinking water: The primary issue in terms of ensuring the quality of life of people in rural areas is the provision of clean drinking water to every settlement in the country . The policy in the field of drinking water supply will be aimed at creating an economically sustainable, affordable service for safe and high-quality water supply. In the next five years, the state will invest about 470 million US dollars at the expense of external donors and the republican budget and bring water to 95% of the country's settlements. About 100 villages of the republic will be connected annually to clean and safe drinking water facilities. - Implementation of 6 projects in all regions of the republic (p. 45-46)	 providing more than 2000.0 thousand people in rural areas with a centralized system of safe drinking water; Matrix of indicators for monitoring and evaluating the implementation of the Program: main indicators: Improving access of the population to safe drinking water in 715 villages Improving public access to safe drinking water in 25 cities Improving access to water supply systems in 448 villages
Sanitation	 6.2. Practical steps for regional development: indicators established (by region): Construction and rehabilitation of water supply systems with clean drinking water in villages Construction and rehabilitation of drinking water supply and sewerage systems in cities 	Section II. Analysis of the situation / 2.6. Sustainability: The sanitation situation is deteriorating as access to centralized sewerage systems is less than a third of existing needs. This problem in the framework of the SDGs is noted as a significant challenge to the management of the country. Section IX . Special Development Priorities / 9.1. Modernization of cities: It is necessary to update and launch water supply and sanitation systems using the most modern technologies. Most cities need to build sewage treatment systems, existing infrastructure needs a radical upgrade.	The program for the development of drinking water supply and sanitation systems for settlements of the Kyrgyz Republic until 2026, approved by the Resolution of the Government of the Kyrgyz Republic dated June 12, 2020 No. 330 Performance Indicators : - providing 70% of the population of district centers with village status with sewerage services; - ensuring the requirements of sanitation and hygiene in school and preschool institutions Matrix of indicators for monitoring and evaluating the implementation of the Program: main indicators:

NMPI indicators	NDS-2040	MtDP-2026	Sectoral programs
			 Improvement of sanitation and hygiene in social institutions in 50 villages under LSG Improving the quality of wastewater treatment and improving the environment
food security			
Calorie intake	Section II . Man - family - society / 2.1. Social development/ Health that meets human needs: Programs for child nutrition and micronutrient fortification will be strengthened (p. 15). Section III. Economic well-being and	Section III . Anti-crisis measures / 3.2. Recovery of economic activity: First of all, it is necessary for the state to guarantee the functioning of vital sectors - basic infrastructures, such as energy supply, telecommunications and food security facilities.	
Variety of diet at home	the quality of the environment for development / 3.3. Priority sectors of development / Agro-industrial complex and cooperation: State policy will be aimed at ensuring food security and nutrition and involves ensuring the physical and economic accessibility of food for the population in accordance with the minimum norms for food consumption established by the state, while observing food safety requirements. Ensuring food security and the energy value of food for the population of the country is the basis of the health of the nation and future generations (p. 58)	Section VII . Social development / 7.2. Healthy Nation: Good school meals must be provided in a safe environment for children. Section VI . Economic development priorities / 6.2. Agriculture and processing: The strategic goal of reforms in the agricultural sector will be to ensure food security. It is also necessary to ensure monitoring of the state of food security and regulation of pricing in the food and agricultural raw materials market in order to prevent unreasonable price increases (p. 58).	
Education			
The level of education	Section II . Man - family - society / 2.1. Social development / Quality system of education and science:	Section VII - Social development / 7.3. Educated Nation: It is necessary to double the enrollment in pre-school education (p. 71). By attracting private investment and using public-private partnership	PROGRAM for the development of education in the Kyrgyz Republic for 2021-2040, approved by the Resolution of the Government of the Kyrgyz Republic dated May 4, 2021 No. 200

NMPI indicators	NDS-2040	MtDP-2026	Sectoral programs
	The education system will be focused on the education of a harmonious personality, revealing the potential of each person, the formation of practical knowledge and competencies. Every citizen will have the opportunity to receive a quality education (p. 10). Such principles of organization of the education system as accessibility and quality of education for all categories of citizens will be preserved (p. 16). Section VI. Priority steps of the medium-term stage / 6.1 Implementation of development goals / Social development: Problem 1.10. Improving the quality of school education Problem 1.11. Internetization of all secondary schools 6.2. Practical steps for regional development: indicators established (by region): - Construction of additional preschool institutions, the need for which is - Launch of an innovative school as part of the national project "School of the Future" - Connecting Schools to the Internet	mechanisms, child development centers, family and community kindergartens, children's adaptation centers, evening and weekend stay centers for children will be launched. It is necessary to abandon the policy of building small-scale schools as an irrational approach to the use of resources, and move on to modern educational complexes with organized transportation of schoolchildren to places of study. Widespread introduction of the principles of per capita funding on the principle of "budget money follows the student" Implementation of 7 projects (p. 74- 75), including the school " Dostuk " with an enhanced natural science profile; school " Kyrgyz lyceums" with an enhanced career guidance component ; project " Kitep " elkesu ";	 Key tasks and priorities: 1. Ensuring fair, equal access. enrollment in education at all levels of the education system; ensuring the inclusiveness of education and its multilingualism ; safe and effective learning environment. 2. Ensuring the quality of education. 3. Effective management and financing. Expected results - indicators of achievement: 2. Coverage of children aged 5.5-7 years with preschool programs (82% → 95%) 3. Enrollment of children in pre-school education by gender and territory, in % of the corresponding age group 1-6 years old (22.5% → 42%) 4. Coverage of children with secondary general education in urban settlements and rural areas, in % of the population aged 7-17 years, (97.8% → 98.8%) 5. Proportion of children with disabilities enrolled in IEPs and adaptive programs in public schools grades 1-11 (4% → 42%)

4. Approaches to the development of the NPMI of Kazakhstan

Как выглядит пилотный НИМБ Казахстана (всего 16 переменных):

What does the pilot NMI of Kazakhstan look like (total 16 variables):

Dimension / Indicator	Deprivation cut-off	
Education (3 variables)		
Level of satisfaction with the quality of education	Dissatisfaction with the quality of education (1–3) at the secondary level (general and special) if there are children of the appropriate age	
The level of satisfaction of the population with the availability of educational services	Dissatisfaction with the availability of educational services (1– 3) at the secondary level (general and special) if there are children of the appropriate age	
Preschool attendance	 The household has at least 1 child of preschool age (from one to six years old) who does not attend for the following reasons: expensive there are no preschool institutions, relatives look after them, no registration 	
Health and environment (6 variables)		
Level of satisfaction with the quality of healthcare services	Dissatisfaction with the quality of health care services (1–3)	
The level of satisfaction of the population with the availability of services	Dissatisfaction with the availability of health care services (1–3)	
Inability to access healthcare services	At least one household member who was unable to access health services due to: - high cost of services, - too expensive medicine - big queues - absence of a specialist, - healthcare facilities are located far away / there is no way to get there, - lack of medicines - bad service / don't trust	
Air purity (no emissions, smoke, dust or dirt)	Dissatisfaction with air purity (1-3)	
Cleanliness of the area adjacent to the housing (absence of household garbage (waste))	Dissatisfaction with the cleanliness of the territory (1-3)	
Source of drinking water	Source – imported water, spring, river, lake, pond	
Drinking water quality	Dissatisfaction with the quality of drinking water (1-3)	
Housing and living conditions (5 variables)		

Housing and living conditions (5 variables)

Dimension / Indicator	Deprivation cut-off
Non-compliance with living standards (sq. m. per person)	Below the established norm (15 square meters) per person
Fuel for heating*	Solid or liquid fuel used
Ability to maintain heat at a sufficient level*	Answers "no"
Sewer access	Toilet with pit latrine without slab, no toilet, other sewerage
Personal internet access	No provider / Can't afford / Don't know anything about it

Standard of living / affordability (2 variables)

Household debt on payments	A positive answer for a person over 15 years of age "yes, two or more times" for at least one of the payments: 1. rent or mortgage payments 2. utility bills 3. interest payments, loan debt 4. installment payments
Unemployment	At least one household member over the age of 15 is not working (not working or looking for a job)

* Note: The Heating Fuel indicator was used for the practical calculation of the pilot index, however, in the future it will be replaced by the Ability to maintain heat at a sufficient level indicator.

Kazakhstan: Interlinkages of the pilot NMPI and the policy documents

Rationale for the indicators of the pilot RPMI = analysis of the compliance of the indicators with the provisions (goals, objectives and quantitative indicators) of the strategic policy documents for sustainable development – strategies, concepts and sectoral programmes.

For the dimension "Education":

- Strategy 2050: Direction 4. Knowledge and professional skills are the key guidelines for the modern system of education, training and retraining of personnel.
- NDP 2025: National Priority 3: Quality Education, Objective 3. Improving the quality of education.

NDP 2025, National project: a strategic indicator – the level of satisfaction of the population with the quality of pre-school / secondary education

- National project "Quality education «Educated nation»". Objective 1. Ensuring the availability and quality of preschool education and training (program of the government of the Republic of Kazakhstan dated October 12, 2021 No. 726).
- Model of preschool education and training (PPRK dated March 15, 2021 127 chapter 2, paragraph
 7): state policy in the system of preschool education is aimed at ensuring accessibility.

For the dimension "Health and environment":

- Strategy 2050: section "New principles of social policy social guarantees and personal responsibility" – key priority: Ensure the provision of quality and affordable medical services.
- NDP 2025. Priority 2. Accessible and effective healthcare system. Objective 2. Increasing the availability and quality of medical services.

Strategic target: The level of satisfaction of the population with the quality and accessibility of medical services provided by medical institutions

 National project "Quality and affordable health care for every citizen «Healthy Nation»" (approved on October 12, 2021) No. 725: Direction 1. Affordable and quality medical care. Objective 1. Ensuring wide coverage of the population with health services.

Strategic indicator 4. The level of satisfaction of the population with the quality and availability of medical services provided by medical institutions

- Concept for the transition of the Republic of Kazakhstan to a "green economy" for 2021-2030: the Section 3.5. Waste management system; the Section 3.6. Reducing Air Pollution.
- The Action plan for the implementation of the Concept for the transition of the Republic of Kazakhstan to a "green economy" for 2021-2030: the Section 5. Air Pollution; the Section 6.1, paragraphs 38-40; the Section 1.1.1 Provide water to the population with several activities (1-3).
- State program "Nurly Zher", Objective 2 "Rational provision of the population with high-quality drinking water and sanitation services"

National SDG platform: indicators 9.4.1.1, 13.2.2, 11.6.1, 11.6.2, 6.1.1

For the dimension " Housing and living conditions":

- NDP 2025: National priority 1. Fair social policy. Objective 2. Ensuring social well-being. Effective social support will be provided to address housing issues; Priority 8. Building a diversified and innovative economy. Objective 10. Development of infrastructure and digitalization of basic sectors of the economy: In order to reduce the digital divide, work will be carried out to improve the quality of the Internet in all settlements with a population of 250 people and more. Taking into account urbanization and economic feasibility, the remaining villages with a population of less than 250 people will be connected to the Internet. 100% of regional centers and cities of republican significance will be covered by high-speed 5G Internet.
- The state program of housing and communal development "Nurly Zher for 2020-2025": the Section 5.3.1 Modernization of the heat supply sector) involves the improvement of the system of tariff setting for electricity. Objective 3. Modernization and development of the housing and communal sector Indicator result 1. Depreciation heat supply networks Events 18-26;

The goal of the program is to increase the availability and comfort of housing and develop housing infrastructure: Objective 1. Implementation of a unified housing policy, Objective 3. Modernization and development of the housing and communal sector;

Target indicator – by 2025, the provision of housing – 26 square meters. m per one

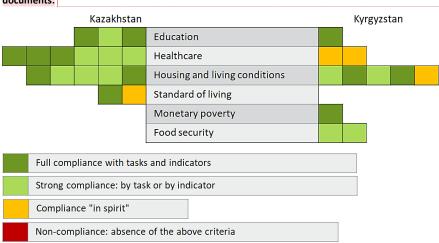
 Law "On Housing Relations" of April 16, 1997 No. 94 and, in particular, Article 97. Payment for the use of housing from the state housing stock and housing rented by a local executive body in a private housing stock, and the provision of housing assistance to low-income families (citizens)" National project "Technological breakthrough through digitalization, science and innovation".
 Direction 6. Internet quality and information safety. Objective 1. Providing 100% of citizens with high-quality Internet. Development of broadband networks, transition of technology to 3G-4G.
 Improvement of IT technologies. Providing access to hard-to-reach and sparsely populated areas.

For the dimension "Standard of living and financial affordability":

- Strategy 2025. New principles of social policy. Fourth, modernize employment and wage policies NDP 2025. Objective 1. Productive employment. Strategic target indicator – unemployment rate
- NDP 2025: National priority 1. "Fair social policy as promotion of productive employment of the population"
- Comprehensive plan "Program for increasing the income of the population until 2025", approved by the Government of the Republic of Kazakhstan on April 14, 2022 No. 218. Section II. Increasing the income of the population through the creation of new jobs contains measures (from 7 to 22) aimed at creating jobs and reducing unemployment.

The target indicator of the program is the unemployment rate

In the Kyrgyz Republic dimensions and indicators of the NMPI were selected in accordance with several guiding principles: well established multidimensional welfare indices, applicability to the Kyrgyz Republic context, relevance in the context of the Sustainable Development Goals (SDGs) and data availability. There are theoretical and practical justifications for each dimension, emphasizing their importance as major welfare determinants. The NSDS of the Kyrgyz Republic sets targets for achieving by 2040 for each aspect of multidimensional poverty.



Assessment of compliance of the NMPI of Kyrgyzstan and Kazakhstan with strategic development documents:

Добавлено примечание ([HR1]): I will developed score table based on this

5. Recommendations to improve interlinkages between NPMI and policy documents for Kazakhstan and other countries. This negative experience should be taken into account by NMPI developers in other countries, primarily in Kazakhstan, where NMPI is going through the pilot stage. Donors and statistical offices should not be limited to providing technical support for NMPI methodology development and just index calculations but should include an element of policy development support as part of the overall technical assistance package. A possible solution to this issue is to revise the strategic planning guidelines based on the SDGs, which are supported by UNCT.