

Peru's JUNTOS Cash Conditional Transfer Program: Geographic Targeting (2005 - 2017)

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Peru's JUNTOS cash conditional transfer program: Geographic Targeting (2005-2017)*

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1. Introduction

Conditional Cash Transfers (CCTs) have become an important anti-poverty policy globally in recent decades by aiming to alleviate poverty through financial incentives tied directly to human capital investments (namely primary and secondary schooling and maternal and child health). In Peru, the CCT program JUNTOS targeting poor families was established in 2005. By 2017, it has covered 693 thousand families in 1,305 of Peru's 1,943 districts.¹ Official sources estimate that 72% of all potential household beneficiaries were already covered by the program by 2015.²

In order to select its beneficiaries, JUNTOS implemented a two-stage procedure. The first stage involves geographic targeting by selecting districts in need. The second stage then selects households in the targeted districts. In both cases the program follows an eligibility rule. Like most large-scale anti-poverty programs, JUNTOS was rolled out in several phases. However, despite considerable work evaluating JUNTOS, to our knowledge the various phases and changes observed in the eligibility rule over these phases have not yet been described in detail in one single public document. Furthermore, in discussions with researchers who have evaluated JUNTOS, some discrepancies have been noted between *de jure* criteria for selection and *de facto* receipt of benefits. With this in mind, this report has two objectives: (i) to document the information available about the eligibility rule at the district level (also known as the geographic rule); and (ii) to use the information available to replicate the eligibility rule using information that is publicly available.

One key challenge we faced in elaborating this report is that the information that is publicly available about the JUNTOS eligibility rule is not specific enough in some important respects, including the sources of information used, the definition of the variables, and the specific ways in which the rule was updated over time. As a result, replicating the geographical rule required us to make assumptions on all three counts, which we will outline below.

The document is structured as follows. Section 2 summarizes the geographic expansion of JUNTOS between its introduction in 2005 to 2017, the latest date for which we have information at the time of writing this report. Section 3 describes the main sources of information used for this analysis, including legislative documents pertaining to this program. Section 4 describes the initial eligibility rule and its changes over time based on publicly available information. When appropriate and relevant, we provide a description of the main limitations found in the available information. Section 5 explains the additional assumptions required to replicate the rule and presents the results of the replication exercise. We hope that this report will be useful to the community of scholars and practitioners interested in CCTs generally and JUNTOS specifically.

¹ Based on information provided by JUNTOS on its website: <http://www.juntos.gob.pe/infojuntos/index.html>

² Ministerio de Desarrollo e Inclusión Social - MIDIS. 2015. JUNTOS: "Memoria Anual 2014." Gobierno del Perú.

2. Expansion of JUNTOS over time

According to the official program statistics, the number of districts benefited by JUNTOS up to 2017 is 1,305.³ Table 1 reports the number of districts incorporated each year. The program started with a pilot phase implemented between 2005 and the first quarter of 2006 covering districts in four regions mainly in the southern highlands. From there it gradually expanded over other regions in the highlands and the Amazonian jungle. According to our understanding, this sequential geographic program roll-out reflects not just targeting criteria, but also logistical and budgetary challenges.

Table 1. Observed districts in JUNTOS (2005-2017)

<u>Year of incorporation</u>	<u>Number of new districts included</u>
2005	70
2006	251
2007	317
2010	8
2011	54
2012	311
2013	86
2014	45
2015	34
2016	112
2017	17
Total	1305

Source: Ministerio de Desarrollo e Inclusión Social (MIDIS,n.d.). Portal de Información del Programa Nacional de Apoyo Directo a los más Pobres ‘JUNTOS’. “Hogares abonados a nivel distrital 2005-2017”.

We identify three main periods of expansion: 2005-2007 (638 districts incorporated), 2010 (8 districts), and 2011-2017 (659 districts). The first period corresponds to the initial expansion of the program which in turn took place in the transition between the Toledo and García presidential periods (2001-2006 and 2006-2011, respectively). In 2010, the program incorporated districts within an area of the country affected by narco-trafficking and commonly referred to as the Valle de los Ríos Apurímac, Ene y Mantaro (VRAEM⁴).

³ Ministerio de Desarrollo e Inclusión Social (MIDIS). Portal de Información del Programa Nacional de Apoyo Directo a los mas Pobres ‘JUNTOS’. “Hogares abonados a nivel distrital 2005-2017”. http://www.juntos.gob.pe/infojuntos/excel/Hogares_abonados_distrital_2005_2017.xlsx (date last accessed July 31, 2018)

⁴ Particularly in 2014, through the Decree of Urgency “N°094-2009”, an extraordinary economic incentive was given to 9,692 beneficiary households in VRAEM as a stimulus by the effort they made to guarantee the secondary education of their sons and daughters: S/ 300 for each child of 14 years or more who completed the secondary level, in addition, other S/ 200 were deposited for each child who occupied the

Table 2. Observed districts in JUNTOS by expansion phase (2005-2017)

Department	Climatic region – geographical location*	Number of districts included		
		2005-2007 (PCM)	2010 (PCM)	2011-2017 (MIDIS)
Apurímac	Highlands – South	60	0	22
Ayacucho		69	1	45
Huancavelica		76	2	21
Huánuco		67	0	12
Puno		51	0	57
Cusco		44	3	46
Junín	Highlands – Center	39	2	43
Pasco		8	0	16
Ancash	Coast	66	0	58
Piura		16	0	33
Cajamarca	Highlands – North	77	0	48
La Libertad		42	0	25
Amazonas	Jungle	12	0	65
Loreto		11	0	40
San Martín		0	0	54
Ucayali		0	0	14
Total	-	638	8	659

Source: Ministerio de Desarrollo e Inclusión Social (MIDIS, n.d.). Portal de Información del Programa Nacional de Apoyo Directo a los más Pobres ‘JUNTOS’. “Hogares abonados a nivel distrital 2005-2017”. Climatic region and geographical definition defined by authors.

A third expansion period coincided with the Humala presidency (2011-2016). This expansion was accompanied by a change in leadership from the Presidency of Council Ministers (PCM) which oversaw JUNTOS’ implementation from 2005 to 2012 to the newly created Ministry of Development and Social Inclusion (MIDIS). Table 2 reports the expansion of the program during these three phases at the regional level and by climatic region. The targeted districts are predominantly poor and rural.

3. Main sources of information

JUNTOS was initially named “Programa Nacional de Apoyo Directo a los Más Pobres” in April 2005 by the legal decree “D.S. 032-2005-PCM”⁵. It had the objective of transferring money to the poorest families in urban and rural areas on the condition that families voluntarily commit to use health and education services in order to secure (i) preventive health for pregnant women and infants, and (ii) school enrolment. The legal

upper third. This information will not be included in the replication of the eligibility rule for 2014 in the sense that it has more of an individual targeting nature than a geographical.

⁵ Diario Oficial El Peruano. 2012. “Modifican diversos artículos del Decreto Supremo N° 032-2005-PCM, norma de creación del Programa Nacional de Apoyo Directo a los más Pobres ‘JUNTOS’ Decreto Supremo No. 012-2012-MIDIS”.

decree “D.S. 062-2005-PCM”⁶ released later that year gave it its current name (JUNTOS) and included additional commitments for the families.

The program was initially ascribed to the PCM, which controlled the social programs in Peru prior to the creation of the MIDIS in 2012. Once MIDIS was created, JUNTOS was ascribed to it by the legal decree “D.S. 012-2012-MIDIS”⁷. These legal decrees are an important reference as they explain both the objectives of the program and its main geographic target. However, they do not include information about the eligibility rule. For the first phase of expansion (2005-2007) we have not been able to find an official document from JUNTOS that reports the eligibility rule used during this period. To document this process we use as primary sources of information Ministry of Economy and Finance (MEF, n.d.) and Linares Garcia (2009).⁸

Table 3. Sources of information of the district eligibility rule

Expansion period	Source of information	Description
2005-2007	MEF (n.d.)	Document prepared by the Ministry of Economics and Finance, includes description of district eligibility rule up to 2007
	Linares Garcia (2009)	Document prepared for the Inter-American Development Bank (IADB), includes description of district eligibility rule up to 2007
2010	RE-043-2010-PCM/PNADP-DE ; DU-N°094-2009	Legal decree, describes expansion of JUNTOS to the VRAEM region
2011-2017	2011 Operation Manual	Includes a description of the district eligibility rule (among other aspects, only districts with a poverty rate above 50% are eligible)
	N° 009-2012-MIDIS	Legal decree, expands eligibility to districts with poverty rates between 40% and 50%
	2015 Operational and Budgetary Institutional Plan	Includes a description of the district eligibility rule.
	2016 Operational and Budgetary Institutional Plan	Updated version of 2015 Operational and Budgetary Institutional Plan

Authors' elaboration.

⁶ Ministerio de Economía y Finanzas (MEF). 2005. “Modifican D.S. N° 032-2005-PCM mediante el cual se creó el Programa Nacional de Apoyo Directo a los más Pobres que se denominará ‘JUNTOS’ DECRETO SUPREMO N° 062-2005-PCM”.

⁷ Diario Oficial El Peruano. 2012. “Modifican diversos artículos del Decreto Supremo N° 032-2005-PCM, norma de creación del Programa Nacional de Apoyo Directo a los más Pobres ‘JUNTOS’ Decreto Supremo No. 012-2012-MIDIS”.

⁸ See, Ministerio de Economía y Finanzas (MEF). 2008. Nota técnica sobre el programa JUNTOS (preliminary document). https://www.mef.gob.pe/contenidos/pol_econ/documentos/Nota_tecnica_sobre_JUNTOS.pdf

For the second phase of expansion (2010), the main source of information is the Executive Direction Resolution “RE-043-2010-PCM/PNADP-DE”⁹ from PCM. Finally, for the third phase of expansion (2011-2017) we use as a reference the 2011 Operation Manual (approved by legal decree “Nº 39-2011-PCM/PNADP-DE”)¹⁰ which provides specific information of the eligibility rule, the 2012 legal decree “Nº 009-2012-MIDIS”¹¹, and the 2015 and 2016 Operational and Budgetary Institutional Plan. A summary of the sources of information used is provided in Table 3.

Finally, Table 4 describes the main datasets used in this document. This will be developed in the following sections.

⁹ Programa Nacional de Apoyo Directo a los mas Pobres ‘JUNTOS’. 2010. Resolución de Dirección Ejecutiva Nº 043-2010-PCM/PNADP-DE para formalizar la aprobación del "Plan de Intervención Integral del Programa Juntos en el ámbito del Valle de los Ríos Apurímac y Ene (VRAE) en el Marco del Decreto de Urgencia Nº 094-2009".

¹⁰ Presidencia del Consejo de Ministros (PCM). 2011. Resolución de Dirección Ejecutiva Nº 039-2011-PCM/PNADP-DE "Aprobacion del Manual de Operaciones del Programa Nacional de Apoyo Directo a los mas Pobres ‘JUNTOS’".

¹¹ Diario Oficial El Peruano. 2012. “Amplían cobertura del Programa Nacional de Asistencia Solidaria “Pensión 65” y del Programa Nacional de Apoyo Directo a los Más Pobres ‘Juntos’ Decreto Supremo No.009-2012-MIDIS”.

Table 4. Main datasets

Number	Year of publication	Dataset	Main information	Source
1	2000	Map of poverty of 2000*	Includes district information on poverty and access to educational and health infrastructure.	Foncodes
2	-	Map of poverty of 2004(+)	No longer available in INEI website.	INEI
3	2009	Map of poverty of 2007***	Combines data from "Censo de Poblacion y Vivienda 2007" and National Household Survey (ENAHO) of 2007.	INEI
4	2010	Map of poverty of 2009**	Combines data from "Censo de Poblacion y Vivienda 2007" and National Household Survey (ENAHO) of 2009.	INEI
6	2015	Map of poverty of 2013**	Combines data from "Censo de Poblacion y Vivienda 2007" and National Household Survey (ENAHO) of 2009.	INEI
7	2009	Map of chronic malnutrition in children under 5 years of 2007 **	Combines data from "Empadronamiento distrital de Poblacion y Vivienda 2012-2013" from SISFOH and ENAHO of 2012-2013.	INEI
8	1993	Censo de Poblacion y Vivienda of 1993*	-	INEI
9	2005	Censo de Poblacion y Vivienda of 2005*	-	INEI
10	2007	Censo de Poblacion y Vivienda of 2007**	-	INEI
11	2000	II Censo escolar de peso y talla of 1999*	-	Minedu
12	2005	Censo escolar de peso y talla of 2005*	-	Minedu
13	1997	National Household Survey (ENAHO) of 1997*	-	INEI
14	1993	Censo del Programa de Apoyo al Repoblamiento (PAR) of 1993*	-	Mimdes

* Used by JUNTOS. ** Used by the authors. ***Map of poverty available at that time but not used.

(+) Assumed deleted for later update.

4. Selection rule of JUNTOS at the district level

The main objective of social program targeting is to reach poor families living in poor districts. However, other factors played a role in determining which districts or regions were selected first. For instance, some very poor districts are located in very remote and isolated regions. Conversely, some mostly affluent regions included few very poor districts. Both situations presented challenges for implementation, either logistical or budgetary. Consequently, the initial roll-out prioritized districts located in regions with a high concentration of poor districts. Beyond the initial (pilot) prioritization, it is unclear from existing documentation whether the remaining phases followed any specific prioritization, with the exception of the VRAEM in 2010, which we also describe below. One important feature of the roll-out to bear in mind in this section is that a district remains permanently enrolled in the program once it enters of the program.

a. First expansion of JUNTOS: 2005-2007

Between 2005 and 2007 the program incorporated 638 districts: 110 as part of the pilot phase (70 in 2005 and 40 in the first quarter of 2006), 211 districts in 2006 (between the second and fourth quarter), and 317 in 2007.

Year 2005

In 2005, the first 70 districts were incorporated into the program as part of the pilot phase. For the selection process the following characteristics were considered (MEF, n.d.; Linares Garcia, 2009): (1) the total poverty gap, (2) the percentage of chronically malnourished children aged 6 to 9,¹² (3) the percentage of population centers highly affected by political violence, and (4) the percentage of households with two or more unsatisfied basic needs (UBN). The most updated sources of information were used for the construction of (2), (3) and (4) (see Table 5 for details).¹³ In the case of the total poverty gap there are some discrepancies in our sources. We decided to follow MEF (n.d.) and assume the 2000 poverty map was used to calculate the total poverty gap.¹⁴

The following poverty index was calculated (MEF, n.d., p. 11; Linares Garcia, 2009, p. 5):

$$Index_{2005} = 0.25 * (fgt12000 + malnutrition1999 + porc_cp + UBN93)$$

Based on the poverty index, all districts were ranked and the poorest 70 districts should have been selected as reported in Table 6 (initial selection). However, districts from departments with fewer than 7 poor districts (namely from Junín and La Libertad) were

¹² A child is considered chronically malnourished if his size is two standard deviations below the average to his sex and age, as stated in a reference table (US National Center of Health and Statistics).

¹³ Appendix 2 presents a detailed summary for each year of JUNTOS (2005-2017).

¹⁴ For the variable “total poverty gap”, Linares Garcia (2009) reports as a source the “FONCODES Poverty Map” from 2000, whereas MEF (n.d.) reports as a source the “MEF Poverty Map” from 2001. Given that the FONCODES Poverty Map calculated poverty based on the number of unsatisfied basic needs and it does not incorporate information on monetary poverty required to calculate poverty gaps, we assume that Linares Garcia made a typographical error.

excluded. Four districts were excluded by this arbitrary criterion and they were replaced by the next four districts in the ranking, which belong to Apurimac, Ayacucho and Huancavelica (see MEF, n.d.; Linares Garcia, 2009).

Table 5. Variables used for geographic targeting in 2005*

Number	Criteria	Variable	Source	Label
1	Total poverty gap	Mapa de pobreza, 2000	Foncodes	fgt12000
2	Chronic malnutrition of children from 6 to 9 years old	II Censo escolar de peso y talla, 1999	Minedu	malnutrition1999
3	Percentage of population centers very affected by political violence	Censo del Programa de Apoyo al Repoblamiento (PAR)	Mimdes	porc_cp
4	Percentage of households with two or more unsatisfied basic needs (UBN)	Censo de Población y Vivienda 1993	INEI	UBN93

* Used by JUNTOS.

Authors' elaboration.

Table 6. Number of selected districts by department 2005

Department	First rule	Second rule	Difference
Apurímac	12	13	1
Ayacucho	24	26	2
Huancavelica	18	19	1
Huánuco	12	12	0
Junín	2	0	-2
La Libertad	2	0	-2
Total	70	70	0

Source: Linares Garcia (2009)

Year 2006

In the first quarter of 2006, 40 districts were incorporated as the second and final part of the pilot phase in July 2006. The pilot phase which began in 2005 was completed during the Toledo presidential period which ended in July 2006. The 2006 selection rule included an additional variable to prioritize 40 extremely poor districts, which otherwise would be discriminated (MEF, n.d., p. 12; Linares Garcia, 2009, p. 6). The new poverty index used for geographic targeting in 2006 is as follows:

$$Index_{2006} = 0.2 * (fgt193 + malnutrition1999 + porc_cp + UBN93 + extreme93)$$

See Table 7 for the sources of information used by JUNTOS. It is worth to mention that neither MEF (n.d.) nor Linares García (2009) mentions the source of the extreme poverty rate utilized for the algorithm. We assume calculations are based on the extreme poverty rate reported in the MEF report (*Transparencia fiscal-informe especial*) available at the time (Ministerio de Economía y Finanzas, n.d.)¹⁵

Table 7. Variables used for geographic targeting in 2006*

Number	Criteria	Variable	Source	Label
1	Total poverty gap	Mapa de pobreza, 2000	Foncodes	fgt12000
2	Chronic malnutrition of children from 6 to 9 years old ¹⁶	II Censo escolar de peso y talla, 1999	Minedu	malnutrition1999
3	Percentage of population centers very affected by political violence	Censo del Programa de Apoyo al Repoblamiento (PAR) ¹⁷	Mimdes	porc_cp
4	Percentage of households with two or more unsatisfied basic needs (UBN)	Censo de Población y Vivienda 2007	INEI	UBN93
5	Extreme poverty rate	ENAHO 1997; Censo de Población y Vivienda 1993 and Population projection for 2001**	INEI	extreme93

* Used by JUNTOS. ** Used by the authors.

Based on this rule, 40 new districts located in Apurímac, Ayacucho, Huancavelica, and Huánuco were added to the 70 districts selected in the 2005 pilot phase. In addition, using the same rule (MEF, n.d.; Linares Garcia, 2009) between the second and fourth quarter of 2006 the program added 211 districts located in Apurímac, Ayacucho, Huancavelica, Huánuco, Ancash, Cajamarca, Junín, La Libertad and Puno. According to MEF (n.d.), the criterion of not intervening in departments with very few priority districts was also maintained for 2006. Although it is not explicitly mentioned if the 7 district rule is maintained, the fact that there is one region with 7 districts selected (Junín) and no region with less than 7 districts suggests this is the case. See Table 8 for details.

¹⁵ See Ministerio de Economía y Finanzas (MEF). n.d. Boletín Transparencia Fiscal – Informe especial No. 5: Pobreza, Medición, evolución y déficit de Consumo. https://www.mef.gob.pe/contenidos/pol_econ/documentos/Pobreza_Medic_Evol_Def_consumo.pdf

¹⁶ Based on anthropometric measures.

¹⁷ The PAR ranked districts according to whether they were affected by the conflict as very low, low, medium, medium high, high and very high . For more information: <https://www.mimp.gob.pe/webs/mimp/sispod/pdf/80.pdf>

Table 8. Number of selected districts by department (2006)

Departments	2006 (Pilot-1st quarter)	2006 (2nd – 4th quarter)
Apurimac	11	32
Ayacucho	8	16
Huancavelica	10	36
Huanuco	11	31
Ancash	0	14
Cajamarca	0	22
Junin	0	7
La Libertad	0	17
Puno	0	36
Total	40	211

Source: MEF (n.d.) and Linares Garcia (2009)

Year 2007

In 2007, 317 additional districts were selected as follows. First, some variables were updated thanks to new census data and the publication of new poverty maps. According to MEF (n.d., p. 12) and Linares Garcia (2009, p. 7-8), the monetary poverty indicators (total poverty gap and extreme poverty rate, constructed with data from 1993 and 1997, respectively) were replaced by those provided by the map of poverty of INEI 2004 (incidence of monetary poverty ($FGT(0)$) and severity of monetary poverty ($FGT(2)$)). One key limitation is that to our knowledge this map is not publicly available, an aspect to be dealt with in Section 5.

In addition, chronic malnutrition information from the 1999 School Census was updated with information of the 2005 School Census (carried out by the Ministry of Education). Finally, average UBN from the 1993 census was updated using the 2005 Population Census (INEI).

In that way, the five following variables were considered: incidence of monetary poverty, chronic malnutrition of children aged 6 to 9, percentage of population centers very affected by political violence, average of unsatisfied basic needs (UBN) and severity of monetary poverty. See Table 9 for details.

Table 9. Variables used for geographic targeting in 2007*

Number	Criteria	Variable	Source	Label
1	Incidence of monetary poverty	Mapa de pobreza, 2004	INEI	incidence2005
2	Chronic malnutrition of children from 6 to 9 years old	Censo escolar de peso y talla, 2005	Minedu	malnutrition2005
3	Percentage of population centers very affected by political violence	Censo del Programa de Apoyo al Repoblamiento (PAR)	Mimdes	porc_cp
4	Average of Unsatisfied Basic Needs (UBN)	Censo de Población y Vivienda, 2005	INEI	avubn05inei
5	Severity of monetary poverty	Mapa de pobreza, 2004	INEI	severity2005

* Used by JUNTOS.

Second, the weighting used for the poverty index to identify targeted districts changed as follows:

$$Index_{2007} = 0.1 * incidence2005 + 0.3 * malnutrition2005 + \frac{1}{3} * porc_cp + \frac{1}{6} * avubn05inei + 0.1 * severity2005$$

It is pertinent to mention that none of our primary sources of information (Linares Garcia 2009, MEF n.d.) specifies the reason for this change. Therefore, we take it as given.

Based on this new poverty index, all districts not previously enrolled in the program were ranked and the poorest districts were selected. Based on the official information (MIDIS, n.d.), Table 10 summarizes the departments covered by JUNTOS in 2007 and in previous years in what we called the first phase of expansion.

Table 10. District Roll-out between 2005 and 2007

Departments	2005 (Pilot)	2006 (Pilot)	2006	2007
Apurimac	13	11	32	4
Ayacucho	26	8	16	19
Huancavelica	19	10	36	11
Huánuco	12	11	31	13
Ancash	0	0	14	52
Cajamarca	0	0	22	55
Junín	0	0	7	32
La Libertad	0	0	17	25
Puno	0	0	36	15
Amazonas	0	0	0	12
Cusco	0	0	0	44
Loreto	0	0	0	11
Pasco	0	0	0	8
Piura	0	0	0	16
San Martín	0	0	0	0
Ucayali	0	0	0	0
Total	70	40	211	317

Source: Ministerio de Desarrollo e Inclusión Social (MIDIS, n.d.).

Portal de Información del Programa Nacional de Apoyo Directo a los más Pobres ‘JUNTOS’. “Hogares abonados a nivel distrital 2005-2017”.

b. Second expansion of JUNTOS: 2010

In 2010, the Executive Direction Resolution “RE-043-2010-PCM/PNADP-DE”¹⁸ in the framework of the Decree of Urgency “Nº 094-2009”¹⁹ from PCM was published. Is it safe to say here this decree was to counter peace and security threats from narco-traffic, terrorism and “other illicit activity” (bottom page 2)? So by providing public programs (namely JUNTOS) the idea was to limit the role that poverty played in this insecurity? We should say so if this is the case. It incorporated districts located in the Valle de los Ríos Apurímac, Ene y Mantaro (VRAEM) area. The VRAEM area is composed of four departments: Ayacucho, Cusco, Huancavelica and Junín. For this year, only eight districts were selected: Ayna (Ayacucho); Kimbiri, Vilcabamba, Pichari (Cusco); Pampas, Ñahumpuquio (Huancavelica); Mazamari and Pangoa (Junin).

¹⁸ Presidencia del Consejo de Ministros (PCM). 2010. Resolucion de Direccion Ejecutiva Nº 043-2010-PCM/PNADP-DE para Formalizar la aprobación del "Plan de Intervención Integral del Programa Juntos en el ámbito del Valle de los Ríos Apurímac y Ene (VRAE) en el Marco del Decreto de Urgencia Nº 094-2009".

¹⁹ Presidencia del Consejo de Ministros. 2009. Decreto de Urgencia que aprueba las disposiciones iniciales para viabilizar y facilitar la intervención integral de los Programas Sociales y otras Entidades en la Zona del VRAE, Decreto de Urgencia Nº 094-2009.

c. Third expansion of JUNTOS: 2011-2017

The program incorporated 659 new districts between 2011 and 2017. We have found only three sources of information to describe this third expansion. The first is an official document of 2011 that reports an eligibility rule based upon four criteria. The second one is a legal norm of 2012 that changes the required level of one of the four previous criteria. The third source is an official document of 2015 (latter updated in the following year) that settles a new eligibility rule based upon two criteria. Hence, we identify three phases within the third expansion: 2011, 2012-2014 and 2015-2017. Now we turn to explain in detail the eligibility rules.

Year 2011

In 2011, an updated rule was published in the Executive Direction Resolution “Nº 39-2011-PCM/PNADP-DE”. According to this rule, the following four criteria were considered sequentially (a literal translation is provided):

- i. Estimate a geographically weighted index at a district level composed by three variables:
 - ✓ Poverty index.
 - ✓ Chronic malnutrition of children under five years.
 - ✓ Index of total number of children under three years.
- ii. Within the priority list of “Estrategia Nacional CRECER²⁰”, mainly in rural areas.
- iii. With poverty level above 50%.
- iv. For a selected district, population centers within influence areas of health establishments and educational institutes are identified.

There are several challenges for the calculation of this criteria. On the one hand, the resolution does not mention from which year the information considered comes from. Presumably it should be based on the data available at that time (see Table 11). On the other hand, criterion (iv) is quite general and does not provide enough information to understand how it was implemented. Also, on criterion (i) no additional information about the definition of each variable and about the weights used for the geographic weighted index is reported. We deal with these aspects in Section 5.

²⁰ See for details, Observatorio de Seguridad Alimentaria. N.d. “Estrategia Nacional Crecer”.
<http://www.observatorioseguridadalimentaria.org/estrategia-nacional-crecer>

Table 11. Variables used for geographic targeting in 2011

Number	Criteria	Variable	Source	Label
1	Incidence of monetary poverty*	Mapa de pobreza, 2009**	INEI	incidence2009
2	Chronic malnutrition of children under 5 years*	Map of chronic malnutrition in children under 5 years, 2005**	INEI	malnut5years
3	Index of total number of children under 3 years*	Censo de Población y Vivienda, 2007**	INEI	indexchildren3

* Used by JUNTOS. ** Used by the authors.

Based on this rule, JUNTOS selected 54 additional districts located in Ayacucho, Apurimac, Huancavelica and Pasco in this year.

Year 2012-2014

According to The Supreme Decree “N° 009-2012-MIDIS”, the selection rule was expanded to include districts with poverty rates between 40% and 50% to incorporate more than 100 thousand households in conditions of poverty in rural areas.

According to official information (MIDIS, n.d.), Table 12 presents the number of additional districts rolled into JUNTOS between 2011 and 2014, by department. It is important to highlight that it is not clear if the selection rule applied in 2012 and thereafter was equivalent to that used in 2011 with the only modification being to replace the poverty level threshold of 50% by one of 40% in criterion (iii), or rather if there were additional updated in the selection rule. This has implications for the replicability of the rule which we report below. For instance, if we assume a poverty level threshold of 50% instead of 40%, the success rate in terms of replication are reduced from 90% to 67% for this year.

Table 12. Additional districts covered between 2011 and 2014

Departments	2011	2012	2013	2014
Ancash	0	51	0	0
Cajamarca	0	41	0	0
Cusco	0	36	4	0
Junín	0	36	0	0
Loreto	0	33	4	0
Puno	0	32	21	0
Piura	0	28	0	0
La Libertad	0	21	0	0
Pasco	1	14	0	0
Amazonas	0	10	45	0
Huánuco	0	6	0	0
Huancavelica	11	2	2	0
Ayacucho	24	1	10	0
San Martín	0	0	0	45
Apurímac	18	0	0	0
Total	54	311	86	45

Source: Ministerio de Desarrollo e Inclusión Social (MIDIS, n.d.).

Portal de Información del Programa Nacional de Apoyo Directo a los más Pobres ‘JUNTOS’. “Hogares abonados a nivel distrital z2005-2017”.

The index function used from 2012 to 2014 is not available from an official document. We then assume that the selection rule for 2011 is still applied for 2012, 2013 and 2014 with the only modification of the poverty threshold of 50% for 2011 and 40% for 2012, 2013 and 2014. In addition, we exclude “Estrategia Nacional CRECER” criterion from this replication exercise for two reasons: first, it is not mentioned in the Supreme Decree “Nº 009-2012-MIDIS” and, second, we obtain better replication results excluding it.

In 2013 and 2014, 86 and 45 additional districts were included, respectively. In those years, beneficiary districts are mainly located in the departments in the Jungle, and to a less extent in Highlands. Before using the geographic weighted index, we work only with those departments covered by JUNTOS.

Year 2015-2017

In 2015, an updated rule of the Operational and Budgetary Institutional Plan (POI, in Spanish) was published (la Resolución Ministerial N° 260-2015 MIDIS), which is the updated version of POI 2015 from MIDIS. According to this rule, the following two criteria were considered (a literal translation is provided):

- i. Based on the map of poverty, rural districts with poverty level greater than 40% are eligible.
- ii. Other additional criteria are applied, especially those associated with the specific objectives of the Program and MIDIS alignments to assist Population in the Process of Inclusion; among them, “Lineamientos para la gestión

articulada intersectorial e intergubernamental orientadas a reducir la desnutrición crónica infantil en el marco de las políticas de desarrollo e inclusión social”²¹ are included.

The POI does not specify the year for which first criteria relates to. Presumably it should be based on the most recent data available at that time (map of poverty of 2013 of INEI). Moreover, it is not clear what those “specific objectives” refer to, nor how the prioritized districts considered in the second criteria were included. Based on official information, Table 13 summarizes the departments covered by JUNTOS from 2015 up to 2017.

Table 13. Additional districts covered between 2015 and 2017

Departments	2015	2016	2017
Ancash	0	7	0
Cajamarca	0	7	0
Cusco	2	4	0
Junín	0	4	3
Loreto	2	0	1
Puno	1	3	0
Piura	0	5	0
La Libertad	0	4	0
Pasco	0	1	0
Amazonas	1	9	0
Huánuco	0	6	0
Huancavelica	2	4	0
Ayacucho	4	6	0
San Martín	0	7	2
Apurímac	1	3	0
Arequipa	19	6	0
Lambayeque	1	4	0
Ucayali	1	7	6
Lima	0	8	3
Madre de Dios	0	7	2
Tacna	0	10	0
Total	34	112	17

Source: Ministerio de Desarrollo e Inclusión Social (MIDIS, n.d.).
Portal de Información del Programa Nacional de Apoyo Directo a los más Pobres ‘JUNTOS’. “Hogares abonados a nivel distrital 2005-2017”.

Replication results

This section reports the replication results for the first (2005-2007) and third expansion (2011-2017). The second expansion (2010) is not included in the replication exercise because districts were selected through a Decree of Urgency - a concrete and

²¹ Basically, it is a list of prioritized districts to be intervened in order to reduce their high chronic child malnutrition rates. It was published in the Directive “Nº 004-2012-MIDIS” through the Ministerial Resolution “Nº 231-2012-MIDIS”.

extraordinary measure- to intervene in one specific area (VRAEM) characterized by terrorism and drug trafficking. As commented in section 4, although the selection rule does not mention a department prioritization, we assume that there was a prioritization for each year²². Therefore, our criteria are mainly based on the official intervention list of JUNTOS in each year (see Table 14).

**Table 14. Prioritized departments
(2005-2017)**

Year	Department
2005 (pilot)	Apurímac, Huánuco, Ayacucho and Huancavelica.
2006 (pilot)	
2006	Apurímac, Huánuco, Ayacucho, Huancavelica, Ancash, Cajamarca, Junín, La Libertad and Puno.
2007	Apurímac, Huánuco, Ayacucho, Huancavelica, Ancash, Cajamarca, Junín, La Libertad, Puno, Amazonas, Cusco, Loreto, Pasco, Piura, San Martín and Ucayali.
2010	Apurímac, Huancavelica, Cusco and Junín.
2011	Apurímac, Huancavelica and Ayacucho.
2012	Ancash, Cajamarca, Cusco, Junín, Loreto, La Libertad, Pasco, Piura and Puno.
2013	Amazonas, Puno, Ayacucho, Cusco, Huancavelica and Loreto.
2014	San Martín
2015	No prioritization because these years includes most of the departments covered by JUNTOS.
2016	
2017	

Authors' elaboration.

I) **First expansion of JUNTOS (2005-2007)**

Based on the above analysis, this sub-section reports the success rates of the replication exercise for the first expansion. See Table 15 and Table 16 (at a department level) for details.

²² Otherwise, we obtain very poor successful rates (in some cases, they are reduced to more than a half).

**Table 15. Replication results for the first expansion
(2005-2007)**

Year	Succes rate
I. 2005	87%
II. 2006	
a) First part	98%
b) Second part	90%
III. 2007	91%
Total	91%

Authors' elaboration.

**Table 16. Replication results for the first expansion at the department level
(2005-2007)**

Department	Districts in both official and replication lists (A)	Districts only in official list (B)	Districts only in replication list (C)	Districts in official list (D=A+B)	Districts in replication list (E=A+C)	Success rate (A/D)
Ancash	64	2	5	66	69	97%
Apurimac	54	6	3	60	57	90%
Ayacucho	62	7	8	69	70	90%
Cajamarca	72	5	7	77	79	94%
Huancavelica	69	7	6	76	75	91%
Huanuco	46	21	7	67	53	69%
Junin	37	2	2	39	39	95%
La Libertad	37	5	5	42	42	88%
Puno	49	1	2	50	51	98%
Amazonas	12	0	3	12	15	100%
Loreto	7	4	0	11	7	64%
Ucayali	0	0	5	0	5	-
Piura	16	0	0	16	16	100%
San Martin	0	0	5	0	5	-
Cusco	44	0	2	44	46	100%
Pasco	8	0	0	8	8	100%
Total	577	60	60	637	637	91%

Authors' elaboration.

Table 16 shows considerable variation in how successfully we have been able to replicate the district roll out for the first expansion. On average, this success rate is 91. For Ucayali and San Martin, this can be simply explained by the minimum 7 district threshold. The replication had the lowest success rate in Huánuco and Loreto.

II) Third expansion of JUNTOS (2011-2017)

2011-2014

As discussed above, the information available to undertake the replication exercise of the third phase of the program has five important limitations. First, we do not know whether the eligibility rule reported in the 2011 Operational Manual of the JUNTOS program was carried over to the period between 2012 and 2014. We assume this is the case. Second, the weights used to calculate weighted index are not reported. We assume that the index uses equal weights as follows:

$$Index_{2011} = \frac{1}{3} * (incidence2009 + malnut5years + indexchildren3)$$

Third, we do not have documentation about how the sequential criteria documented above was applied.²³ We assume it is as follows:

- 1) Select the three departments where JUNTOS intervened in 2011: Ayacucho, Apurimac and Huancavelica (Pasco is excluded because it has only one beneficiary district in this year)
- 2) Choose all districts with poverty level above 50% and that are in “Estrategia Nacional CRECER” list.²⁴
- 3) Prioritize the first 54 districts according to the geographically weighted index.

Fourth, a fourth criteria (iv) is reported, but based on the available information it cannot be replicated²⁵. Fifth, none of the technical reports mentions how they construct the variable of “index of total number of children under three years”. For this part, we counted the total number of children under three years per district from “Censo de Poblacion y Vivienda, 2007”, collapsed at the department level as follows:

$$Indexchildren3 = \frac{children3_{id}}{\sum_{i=1}^{n_d} children3_{id}}$$

Where $children3_{id}$ is the total number of children under three years in district i , located in department d ; and n_d is the number of districts in department d ²⁶. Based on the above

²³Also, see the Executive Directive Resolution “N° 050-2010-PCM/PNADP-DE” and an institutional operating plan in 2010 from PCM.

²⁴If we assume the poverty level threshold of 40%, the success rate in terms of replication are reduced from 88.9% to 87%. This minor change is due to the consideration of the “Estrategia Nacional CRECER” list.

²⁵The criterion is that once the district is selected, then the population centers that are within the influence areas of health establishments and educational institutions are identified.

²⁶We obtain similar results using other methodologies for $indexchildren3$.

assumptions, this sub-section reports the success rates of the replication exercise for the third expansion. See Table 17 and Table 18 (at the department level) for details.

**Table 17. Replication results for the third expansion
(2011-2014)**

Year	Succes rate
I. 2011	88.90%
II. 2012	90.40%
III. 2013	59.30%
IV. 2014	91.10%
Total	84.90%

Authors' elaboration.

**Table 18. Replication results for the third expansion at a department level
(2011-2014)**

Department	Districts in both official and replication lists (A)	Districts only in official list (B)	Districts only in replication list (C)	Districts in official list (D=A+B)	Districts in replication list (E=A+C)	Success rate (A/D)
Ancash	46	5	0	51	46	90.2%
Apurimac	14	4	0	18	14	77.8%
Cajamarca	39	2	0	41	39	95.1%
Cusco	36	4	13	40	49	90.0%
Junin	36	0	0	36	36	100.0%
Amazonas	43	12	18	55	61	78.2%
La Libertad	18	3	0	21	18	85.7%
Loreto	33	4	6	37	39	89.2%
Huanuco	0	6	0	6	0	0.0%
Pasco	14	1	0	15	14	93.3%
Piura	27	1	0	28	27	96.4%
Huancayo	0	0	0	0	0	-
Huancavelica	13	2	2	15	15	86.7%
Puno	32	21	24	53	56	60.4%
Ayacucho	29	6	8	35	37	82.9%
San Martin	41	4	4	45	45	91.1%
Total	421	75	75	496	496	84.9%

Author's elaboration.

Table 18 shows that the replication success for the third expansion, while still quite high at near 85%, is lower than for the first expansion. This is not surprising given the limitations discussed above.

2015-2017

As discussed in section 4, we note important limitations of the selection rule for this period. In that way, we assume the following:

- 1) Based on INEI's poverty map for 2013, rural districts with poverty rate 40% or greater are eligible.
- 2) Districts that are in the prioritized list published by Directive "004-2012-MIDIS" are also eligible.

Based on the above assumptions, Table 19 reports the success rates for this period. We exclude 2017 because it is a very recent year.

**Table 19. Replication results for the third expansion
(2015-2016)**

Year	Sucess rate
2015	59%
2016	31%
Total	45%

Authors' elaboration.

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Appendix 1.

List of Acronyms

JUNTOS	National Program to Support the Poorest
INEI	Institute of Statistics and Informatics
MEF	Ministry of Economy and Finance
MINEDU	Ministry of Education
MIDIS	Ministry of Development and Social Inclusion
MIMDES	Ministry of Women and Social Development (now MIMP: Ministry of Women and Vulnerable Population)
PCM	Presidency of the Council Ministers
PAR	Repopulation Support Program
FONCODES	Cooperation Fund for Social Development
ENAHO	Nacional Households Survey
SISFOH	Household Targeting System
POI	Operational and Budgetary Institutional Plan
VRAEM	Valley of the Rivers Apurimac, Ene y Mantaro
UBN	Unsatisfied Basic Needs
DU	Decree of Urgency
DS	Supreme Decree
RE	Executive Direction Resolution

Appendix 2.

JUNTOS: Summary of main variables (2005-2017)

Expansion	Year	Criteria	Dataset used for calculation	Source	Resolutions, laws & decrees
First	2005	Total poverty gap	Mapa de pobreza, 2000	Foncodes	
		Chronic malnutrition of children from 6 to 9 years old	II Censo escolar de peso y talla, 1999	Minedu	
		Percentage of population centers very affected by political violence	Censo del Programa de Apoyo al Repoblamiento (PAR)	Mimdes	
		Percentage of households with two or more unsatisfied basic needs (UBN)	Censo de Población y Vivienda 1993	INEI	
	2006 (One additional criteria)	Extreme poverty rate	ENAHO 1997; Censo de Población y Vivienda 1993 and Population projection for 2001	INEI	-
	2007	Incidence of monetary poverty	Mapa de pobreza, 2004	INEI	
		Chronic malnutrition of children from 6 to 9 years old	Censo escolar de peso y talla, 2005	Minedu	
		Percentage of population centers very affected by political violence	Censo del Programa de Apoyo al Repoblamiento (PAR)	Mimdes	
		Average of Unsatisfied Basic Needs (UBN)	Censo de Población y Vivienda, 2005	INEI	
		Severity of monetary poverty	Mapa de pobreza, 2004	INEI	
Second	2010	-	-	-	* RE-043-2010-PCM/PNADP-DE
Third	2011 - 2014	Incidence of monetary poverty	Mapa de pobreza, 2009	INEI	1) DS-032-2010-PCM 2) RE-39-2011-PCM/PNADP-DE 3) DS-N009-2012 4) POI-20121-PCM 5) NORMAS LEGALES 464784-1
		Chronic malnutrition of children under five years	Map of chronic malnutrition in children under 5 years, 2005	INEI	
		Total number of children under three years	Censo de Población y Vivienda, 2007	INEI	
	2015-2017	Incidence of monetary poverty	Mapa de pobreza, 2013	INEI	1) POI 2015 2) POI 2016

*Only VRAEM Districts were selected (8), SISFOH.

Authors' elaboration.