

# Covid-19: Public Policies and Society's Responses



**Quality information for refining public policies and saving lives**

## Solidary Research Network

### Presentation

The Solidary Research Network was formed to help improve the standard, calibrate the focus and improve the quality of federal, state and municipal government policies that seek to respond the COVID-19 crisis with the aim of helping to save lives. Our aim is to improve the debate and the work of public administrators, authorities, congressional representatives, journalists, the academic community, businesspersons and those who are interested in debating the directives and concrete actions that impact the lives of the population.

We are political scientists, sociologists, physicians, psychologists and anthropologists, students and teachers, deeply concerned with the course of the crisis caused by the coronavirus in the world and in our country.

Our energies and analytical efforts are focused on the careful collection of data, the generation of quality information, the creation of indicators, the development of mathematical and statistical models to monitor, indicate bottlenecks and identify what can be improved in public policies and to the population's responses to these efforts.

The rigor in the treatment and the precision of data is essential for our work, guided by the transparency and the ethics of our research. This is what leads us to distance ourselves from magical solutions and unfounded opinions. Our commitment is to the objectivity and proof that scientific methods offer us.

Our network is multidisciplinary, multi-institutional and is in contact with centers of excellence abroad, including Oxford University and the University of Chicago.

We work at the intersection of the humanities with the natural sciences. It is the virtuous fusion of knowledge and techniques that enables us to face a pandemic of gigantic proportions in health, but also in politics, and economics, and the potential to expanding as a social crisis.

The challenge ahead is enormous, but especially exciting. And it would never be a reality if it were not for the generous contribution of private donors, who responded quickly to our calls.

To the institutions that support us, our deepest gratitude.

## Research Responsibilities

**Research Coordination:** Lorena Barberia (Usp).

**Coordinating Committee:** Glauco Arbix, João Paulo Veiga, Graziela Castello, Fabio Senne, José Eduardo Krieger, Rogério Barbosa, and Ian Prates

**Supporting Institutions represented in the Coordinating Committee:** CEBRAP, Observatório da Inovação-IEA-USP, Nic.br, and INCT-Incor

**Distribution:** The results of our research will be shared in weekly bulletins

**Editors:** Glauco Arbix, João Paulo Veiga, and Lorena Barberia

## Project Overview

There are four projects that will be advanced in this research initiative.

### Project 1

**Monitoring of Public Policies.** Monitoring of public policies based on monitoring indicators, created in conjunction with the University of Oxford and assessing the population's response to these measures. Three areas are covered:

1. Social distancing (school, commerce, industry, public gatherings);
2. Public health interventions (testing, prevention and treatment); and,
3. Fiscal policies.

**Coverage:** Federation, 26 states and their capitals, and the federal district.

**Objective:** Capture and analyze public policies based on official documents and the public response to these measures.

**Responsibility:** Lorena Barberia (USP).

### Project 2

**Monitoring of Public Opinion and Community Leaders.** Working with community leaders and neighborhood associations in large cities, essential information about their living conditions in the midst of the crisis will be collected over the phone. The survey of the population allows us to identify the degree of compliance with public guidelines, the visualization of solutions and the possibility of mediation of eventual conflicts.

The study will identify: (i) the perception of risk (health and loss of employment and income); (ii) the adherence to rules and policies to contain the crisis; (iii) the development of cooperation systems; and (iv) the activity and influence of local leadership.

**Objective:** Identify and anticipate social problems that are likely to be multiplied with the epidemic (hunger, looting, lack of health care and others).

**Responsibility:** Graziela Castello (CEBRAP) and Glauco Arbix (USP).

### Project 3

**Labor Market and Income.** The economic effects of the pandemic will not affect all sectors and occupations equally. By impacting jobs, the pandemic will also have a direct impact on the income of households and families, probably increasing poverty, reducing welfare and increasing inequality. This project will identify: (i) in which areas and segments of the production chains are the most vulnerable workers; (ii) occupations and professions that may be particularly affected; (iii) how the types of work ties (formal, informal, self-employed, employers) contribute to intensifying the effects of the crisis; (iv) the socioeconomic and socio-demographic characteristics of individuals in vulnerable positions; (v) the expected impacts on the distribution of household income; ((vi) the regional distribution of these vulnerable jobs and how they coincide with the areas most affected by the spread of COVID-19.

**Objective:** Identify the sectors, occupations and social groups most exposed to the economic effects of COVID-19 in the country.

**Responsibility:** Rogério Barbosa (CEM, USP) and Ian Prates (CEBRAP, USP).

### Project 4

**Social Protection and Emergency Policies to mitigate the Crisis in Labor Markets.** The social protection network, the capillarity of the Unified Health and Social Assistance System (SUS) and the Single Registry help to ensure that emergency policies aimed at the low-income population, such as the Basic Emergency Income Program, can be implemented with relative speed. But in the midst of the urgent situation, several pre-existing programs and policies have also been altered or expanded.

**Objective:** Systematically investigate: (i) emergency social programs developed at the federal level to alleviate the effects of the crisis on the labor market; (ii) the changes made by legal instrument in the federal programs of the pre-existing social protection network; (iii) the flow of coverage and the concession of benefits of social programs, paying attention to the regional distribution and its overlap with the areas most affected by COVID-19.

**Responsibility:** Rogério Barbosa (CEM, USP) and Ian Prates (CEBRAP, USP).

### Who are the Researchers?

#### Research Coordination: Lorena G. Barberia

Associate Professor in the Department of Political Science, University of Sao Paulo (USP). Research Associate of the Núcleo de Estudos Comparados e Internacionais (NECI) at USP and the Centro de Estudos em Política e Economia do Setor Público (CEPESP) at FGV-Sao Paulo. Chair of the Local Committee da IPSA-USP Summer School in Concepts, Methods and Techniques in Political Science, Public Policy and International Relations. She was a research associate at the David Rockefeller Center for Latin American Studies (DRCLAS) at Harvard University and at the Harvard Institute for International Development (HIID).

#### General Project Coordination

Glauco Arbix, Lorena Barberia, Graziela Castello, João Paulo Veiga, Fábio Senne, José Eduardo Krieger, Rogério Barbosa and Ian Prates

## Project 1

**Coordination:** Lorena G. Barberia

### Team

- **Natalia de Paula Moreira:** Ph.D. candidate in the Dept of Political Science (USP)
- **Maria Leticia Claro de F. Oliveira:** Masters Degree candidate in the Dept of Political Science (USP) and researcher at the Núcleo de Estudos Comparados Internacionais (Neci-USP) and the Centro de Estudos em Política e Economia do Setor Público (CEPESP) at FGV-Sao Paulo.
- **Luiz Guilherme Roth Cantarelli:** Masters Degree candidate in the Dept of Political Science (USP) and researcher at the Núcleo de Estudos Comparados Internacionais (Neci-USP).
- **Fabiana da Silva Pereira:** Masters Degree candidate in the Dept of Political Science (USP) and researcher at the Núcleo de Estudos Comparados Internacionais (Neci-USP).
- **Pedro Schmalz:** Undergraduate in Social Sciences (USP) and research assistant at the Núcleo de Estudos Comparados Internacionais (Neci-USP) and the Centro de Estudos em Política e Economia do Setor Público (CEPESP) at FGV-Sao Paulo.
- **Marcela Zamudio:** Undergraduate in Social Sciences (USP) and research assistant at the Núcleo de Estudos Comparados Internacionais (Neci-USP) and the Centro de Estudos em Política e Economia do Setor Público (CEPESP) at FGV-Sao Paulo.
- **Isabel Seelaender:** B.A. in Social Sciences (USP) and a research assistant at the Núcleo de Estudos Comparados Internacionais (Neci-USP)

## Project 2

**Coordination:** Graziella Castelo

Managing Director and researcher at CEBRAP, Social Scientist (PUCSP), coordinator of the Development Center at CEBRAP, Visiting Researcher at the Institute of Development Studies (IDS, UK).

### Team

- **Priscila Vieira:** Ph.D. in Sociology, USP, researcher at Cebrap and professor of Ethnography at Cebrap.Lab.
- **Dorival Mata-Machado:** Economist, statistician and demographer, Researcher at Cebrap.
- **Rodrigo Brandão:** Ph.D. Candidate in Sociology (USP)
- **Jonatas Mendonça dos Santos:** PhD. candidate in Sociology (USP)
- **Laura Simões:** Undergraduate Research Assistant, Dept of Sociology (USP).
- **Withson Sampaio:** Undergraduate Research Assistant, Dept of Sociology (USP).

## Projects 3 & 4

**Coordination**

- **Rogério Jerônimo Barbosa:** PhD. in Sociology (USP), post-doctoral fellow at Cebrap and at the Centro de Estudos da Metrópole (CEM-Fapesp). Former researcher at IPEA and the Institute for Social Research and Policy at Columbia University (U.S.).
- **Ian Prates:** Ph.D. in Sociology (USP) and Research Fellow at Social Accountability International. He currently undertakes research on relations between China and Latin America in Shenzhen (China).

## Team

- **Hellen Guichenev:** PhD. in Political Science, USP, and a researcher at Centro de Estudos da Metrópole e do CEBRAP.
- **Carolina Requena:** PhD. in Political Science (USP), and a researcher at Centro de Estudos da Metrópole.
- **Paulo Flores:** PhD. candidate in Political Science (USP).
- **Heloísa Fimiani:** Masters degree in Political Science (USP) and researcher at CEBRAP.
- **Thiago Meireles:** PhD. candidate in Political Science (USP) and professor of webscraping at CEBRAP.lab.
- **Vitor Matheus Oliveira de Menezes:** PhD. candidate in Political Science (USP) and researcher at CEBRAP.

## Consultants

- **Alvaro Comin:** Full Professor in the Department of Sociology (USP)
- **Diogo Ferrari:** Professor of Computational Social Science at the University of Chicago.
- **Fábio Senne:** Researcher Coordinator at the Centro Regional de Estudos para Desenvolvimento da Sociedade da Informação (Cetic.br) of the Núcleo de Informação e Coordenação do Ponto BR (NIC.br), and PhD. candidate in Political Science (USP).
- **Flavio Cireno Fernandes:** PhD. in Political Science from UFMG, Professor at the Escola Nacional de Administração Pública (ENAP) and the Fundação Joaquim Nabuco.
- **Glauco Arbix:** Full Professor in the Dept of Sociology (USP) and coordinator of the Observatório de Inovação do Instituto de Estudos Avançados (IEA-USP).
- **João Paulo Veiga:** Professor in the Dept of Political Science (USP) and researcher at the Centro de Estudos das Negociações Internacionais (CAENI).
- **José Eduardo Krieger:** Full Professor in the Medical School (USP), coordinator of the INCT-Incor and member of the Academia Brasileira de Ciências.
- **Márcia Lima:** Professor in the Department of Sociology (USP), researcher at CEBRAP and coordinator of the AFRO-Núcleo de Pesquisa e Formação em Raça, Gênero e Justiça Racial.
- **Marta Arretche:** Full Professor in the Department of Political Science, USP and director of the Centro de Estudos da Metrópole (CEM).
- **Renata Bichir:** Professor in Public Policy Administration at EACH-USP.



## Technical Note 1

# Social Distancing Policies for Confronting COVID-19: The Brazilian States

The first Bulletin of the Solidary Research Network on Public Policy and Society provides a map of the responses undertaken by Brazilian state governments in terms of preventing and tackling the COVID-19 pandemic. Based on a study by researchers at the Oxford University's Blavatnik School of Government<sup>1</sup>, different category indicators were gathered to assess and measure the rigidity of these responses. The indicators initially selected are divided into three blocks: social distance, public health and fiscal policy. The results reported in this bulletin refers to the indicators in the first block, condensed in the Social Distancing Stringency Index (SDS) of each Brazilian state.<sup>2</sup>

### The Social Distancing Stringency Index (SDS)

In its current version, the Social Distancing Stringency Index (SDS) has four components: i) suspension of classes at schools and universities; ii) suspension of non-essential commerce and services activities; iii) suspension of non-essential industrial activity; and, iv) the prohibition of large public gatherings. Legal ordinances and decrees were analyzed to score each measure on a daily basis. The data set consists of data for each state classified, day by day, according to the degree of stringency of the measures adopted in order to promote social distancing. The SDS also incorporates the scope of the measures in force - that is, if they are valid for the entire state, the score is higher. In contrast, states receive a lower score, when social distancing measures are restricted to specific municipalities or regions of the state. More specifically: once identified, policies receive a score of 1 (one) if they contain suggestions for suspending activities, or 2 (two) when suspension becomes mandatory. If there is no measure in place for the observed indicator, the policy receives a score of 0 (zero). The characterization of the geographic dimension of these measures, on the other hand, is based on the attribution of a score equal to 1 (one) for the cases in which official decrees are directed at the entire state, and 0 (zero) when there are geographic boundaries within the state to which the said policy is directed.

This sum is then re-scaled as an index that ranges from 0 to 100 with 100 being the maximum possible stringency score. The stringency measures included for this technical note are all those that were published from the beginning of January this year until the end of March for the 26 states and federal district of Brazil. However, the database will be updated weekly in order to reflect in real time the evolution of state social distancing policies.

<sup>1</sup> Petherick, Anna, Thomas Hale, Toby Phillips and Samuel Webster. 2020. "Oxford COVID-19 Government Response Tracker, Version 3.0." <http://www.bsg.ox.ac.uk/covidtracker>.

<sup>2</sup> Covid-19: Public Policies and Societal Responses. Barberia, L.; Cantarelli, L.; Claro, M.; Pereira, F; Rosa, I; Zamudio, M. (2020). Methodology for Assessing the Progression of Policies to face COVID-19 in Brazilian states with social distancing. Technical Note no. 1. University of Sao Paulo (USP): Sao Paulo.

## HOW DOES THE SDS WORK?

The Social Distancing Stringency Index covers four main areas:

- SS SCHOOL CLOSURE**  
The index includes also with events, universities and universities.
- SS.A WORKPLACE CLOSURE: COMMERCE AND SERVICES**  
We looked for closing measures regarding the commerce and services sectors, e.g. shops, hairdressers, gyms, restaurants, etc.
- SS.B WORKPLACE CLOSURE: INDUSTRY**  
The index includes also with events, universities and universities.
- SS PUBLIC SPACE CLOSURE**  
The COVID-19 pandemic originated different measures targeting public spaces and promoting quarantine policies. Here we observe the closure of parks, commercial centers, sports centers, etc.

**SCORING POLICY/MEASURES**

- There were closure policies/measures for the sector: +0
- Government recommended closure policies/measures: +1
- Government imposed closure policies/measures: +2
- Public measures to temporarily suspend for specific locations: +3
- Public measures to void for the entire population: +1

## Epicenter: The Evolution of the SDS Index in Sao Paulo

Sao Paulo had its first case of COVID-19 confirmed on February 25th, 2020 (Ministry of Health, 2020). With 64 confirmed cases on March 13th, the state government decreed a ban on public events with more than 500 people and recommended the closure of schools and universities (Decree No. 64.862).

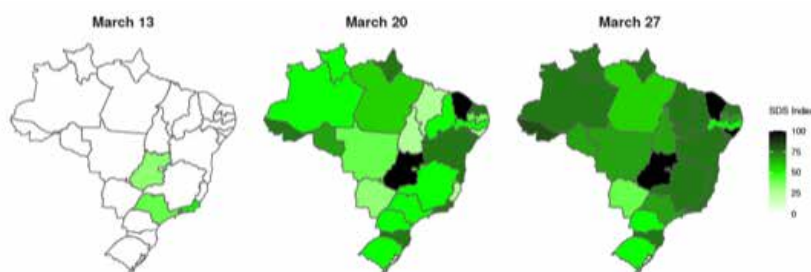
Three days later, before the first death by COVID-19 took place in the state and when the number of confirmed cases in the state was already at 152, the state government decreed the closure of schools and universities and prohibited large-public gatherings (Decree no 64.864). By way of comparison, the closure of schools and universities in Italy occurred when the country had 3,089 confirmed cases on March 4th, 2020. On March 24, with 840 cases and 40 deaths, the State of Sao Paulo passed ordinances declaring the closure of non-essential commerce and services (Decree No. 64.881). To put this in perspective, a similar measure was taken by Italy on March 11th when the country had 12,462 cases. Industries, which were not closed in Sao Paulo, were closed in Italy only on March 22nd when the country had 59,138 confirmed COVID-19 cases.

From the monitoring of the measures adopted in the state of Sao Paulo, a gradual intensification of social isolation is observed, which accompanies the advance of the epidemic in the state. The state of Sao Paulo, however, has not reached the maximum relative level of the SDS index as it has not yet decreed the closure of

industries. Instead for this sector, the State of Sao Paulo has issued order to mandate the adoption of sanitary measures and recommended rotational shifts.

## The Other States in the Brazilian Federation

**Figure 1.** The Social Distancing Stringency Index (SDS), by week in March and in all states of the Brazilian federation

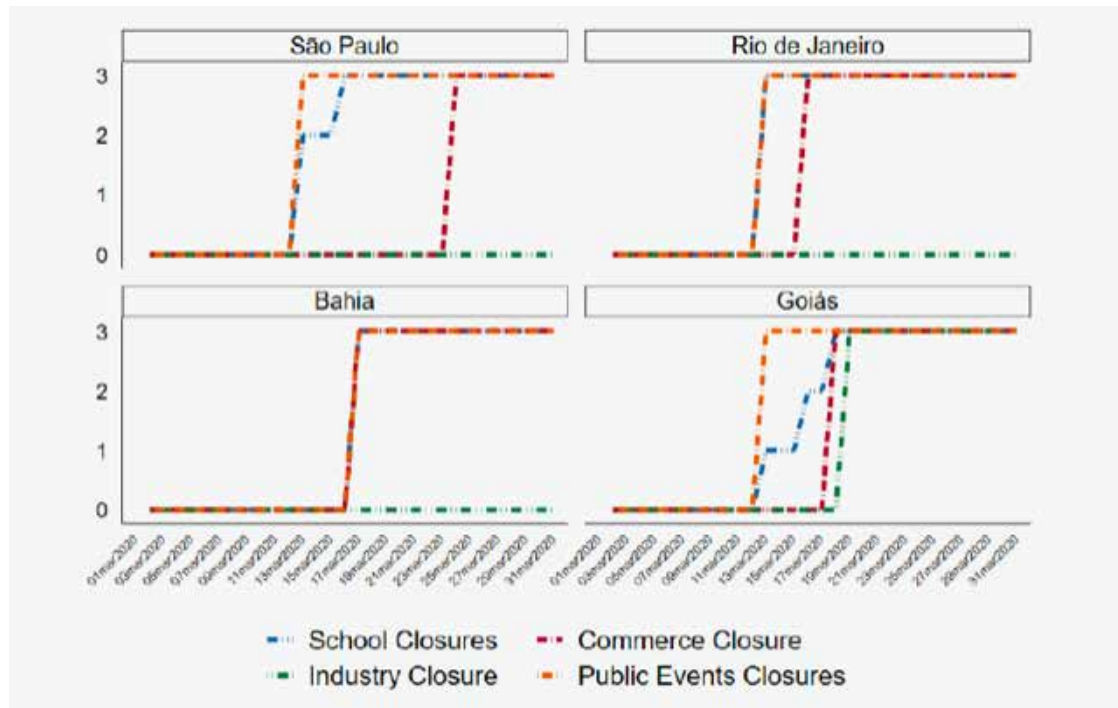


From: CGRT-BRFED

The states reacted to the arrival of COVID-19 in the country with variations in intensity and in speed. Sao Paulo was the first state to adopt measures to promote social distancing on March 13th, 2020. In the same week, most Brazilian states adopted the measures implemented in Sao Paulo. By the following week, on March 20th, 2020, all states had already implemented some measure of activity restriction towards increasing isolation.

Some states, such as Bahia, responded by adopting a package of measures in a single decree. Others went beyond the measures adopted by the average of the states and also decreed the closure of industries, as is the case of Alagoas, Ceará and Goiás. Although practically all the states have adopted, for the industrial sector, sanitary measures and recommendations of alternation in work shifts. It is important to note that the states that reached a higher SDS score than that of Sao Paulo were those that decreed the closure of non-essential industries.

**Figure 2.** School, Commerce, Industry and Pubic Gathering Closures in the States of Brazil



As they have been in force in the states for a few weeks now, it is expected that social distancing measures will begin to show results not only in the effective reduction of mobility, measured for example by means of cellular location technologies, as has been done by the government of the state of Sao Paulo, but also in the rate of new cases and additional deaths due to COVID-19. The next planned stages of this project will be focused on three tasks: keeping the database that monitors the social distancing policies adopted at the state-level up to date; including additional indicators that capture public policies aimed at responding to the pandemic; and investigating and assessing the impact of the measures implemented in terms of mobility, contagion and deaths.

### Acknowledgements

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### Public Policy and Society

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## ABOUT

We are over 40 researchers, actively engaged in the task of improving the quality of public policies within federal, state, and municipal governments as they seek to act amidst the Covid-19 crisis to save lives. We dedicate our energies towards rigorous data collection, devising substantial information, formulating indicators, and elaborating models and analyses to monitor and identify pathways for public policies and review the responses presented by the population.

The Solidary Research Network has researchers from all scientific fields (Humanities as well as Exact and Biological Sciences) in Brazil and overseas. For us, the combination of skills and techniques is vital as we face the current pandemic. The challenge ahead is enormous, but it is particularly invigorating. And it would never have come to fruition if it weren't for the generous contribution of private institutions and donors who swiftly answered our calls. We are profoundly grateful to all those who support us.

## WHO WE ARE

### Coordination Committee

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## Institutional Support

