

A Study on Effective Factors in the Unsuccessful Implementation of Poverty Reduction Policies in Iran

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Abstract— The present research aimed to investigate the effective factors in the unsuccessful implementation of poverty reduction policies in Iran. To this end, it utilized a qualitative approach through the Delphi technique and the engagement of a panel of 11 academic experts. The results indicated that nine effective factors contributed to the unsuccessful implementation of poverty reduction policies in Iran as follows: 1) Inefficiency of policy-making systems in identifying the causes and roots of poverty in Iran; 2) Inefficiency of executive and supervisory organs; 3) Lack of transparency in the resources and financial expenditures of responsible organizations; 4) Continuous increase in inflation rates accompanied by a decrease in the national per capita income; 5) Inadequate physical and infrastructural facilities; 6) Provision of non-targeted and intermittent support services; 7) Inefficiency of the education system in developing targeted skills and employment; 8) Decrease in public participation in social supports; 9) Backwardness in creating and benefiting from opportunities in information technology for business development.

Keywords— Poverty, Iran, Policy Implementation, Welfare Provision.

I. INTRODUCTION AND PROBLEM STATEMENT

Welfare refers to a multi-dimensional socio-economic and political state, aiming at preserving human dignity, and community responsibility towards it, and enhancing the general capabilities of society in individual and collective dimensions (Souri, 2020). Poverty, on the other hand, is an indicator of underdevelopment, which causes various problems in different dimensions for societies (Gholipour, 2016). In recent decades, there has been a growing interest in using composite indicators of socio-economic welfare at national and international levels because single indicators, despite their significant importance for economic purposes, have limitations that prevent them from accurate representation of a society's welfare. For example, indicators such as per capita gross domestic product (GDP) or per capita national income, which provide an accurate monetary value of goods and services produced for sale in the market for a country and at a specific time, alone cannot represent a comprehensive picture of a country's welfare or poverty (Collier, 2021). Poverty is a phenomenon closely related to all macro social structures, including political, social, economic, and cultural structures, and cannot be placed solely in the financial realm and in relation to economic structures. Therefore, it is necessary to have a comprehensive policy against poverty, which addresses all aspects of poverty and involves all structural levels in combating it (Campbell, 2019). Poverty, which is a multi-dimensional socio-economic-political concept, is affected by recession or prosperity in national production. Thus, adopting methods and strategies for measuring and monitoring welfare is an important measure in economic policies (Tarazkar, 2004). Many scholars have

evaluated the reasons and effective factors in the success or failure of economic and social poverty reduction policies in societies. Elmore (1999) classified the successful implementation of these policies into four models: 1) System management, 2) Bureaucratic processes, 3) Organizational development, and 4) Conflict and bargaining. Alisch et al. (1986) categorized the factors affecting the failure of poverty reduction and welfare development strategies as neglecting the level of inconsistency and unforeseen and unintended consequences of these policies on target groups. Kalista (2006) divided the factors affecting the implementation of poverty alleviation policies into two categories: 1) internal factors (power settings or combined authority of networks and places of implementation); 2) External factors (including public opinion, interpreting institutions and individuals) have introduced. Also, they have identified factors such as insufficient resources, inappropriate tools, inadequacy of initial plans, and failure to oblige executives to implement policies. Papadopoulos (2012), the inaccuracy of the theory related to the policy and the lack of a valid causal theory, the existence of long chains of causality, the lack of sufficient and available time and resources, the lack of a suitable combination of resources, paralyzing external constraints and the lack of major revisions in laws, has known Stali (2006), also relying on the role of the market and economic mechanisms, the predominance of political dimensions over economic and the predominance of official authorities over market forces, lack of coordination, political concerns regarding policy objectives, unfavorable legislative and legislative process in policy making, lack of clear formulation Objectives, lack of necessary implementation mechanisms, lack of required political support, inability to process information, limited knowledge of implementers have been identified as the reasons for the failure of policies to reduce poverty and improve welfare in societies (Azimi, 2018). In Iran, the evaluation of the performance of the country's executive bodies shows the gap between the goals set in the country's upstream documents (Vision Document 1404) and the gap between the desired situation and the existing situation in various dimensions of fighting poverty and increasing economic and social welfare (human development, including health, education, income, justice, sustainability, population, innovation and technology and finally trade, economy. Based on this, it can be acknowledged that according to the perspective of document 1404, the policies to fight poverty and increase people's welfare have been unsuccessful in practice so far, and poverty reduction is still an important and fundamental challenge. Is. Because poverty alleviation and creating a foundation for increasing economic and social welfare in

Iranian society is on the one hand in the maze of different approaches and criteria that exist around the definition and measurement of poverty and welfare of people in the society, and on the other hand, it is surrounded by special characteristics. The governance structure, resources, motivation to fight poverty and improve people's welfare and even the criteria and values of the governing body, including decision makers, policy makers and policy implementers, are related to the importance of economic and social facilities to increase the welfare of people in the society, which causes The difference between the category of poverty alleviation and its policies with other public policies in Iranian society and the lack of responsiveness of existing models in the field of implementing public policies for poverty alleviation and increasing people's welfare in Iran. Therefore, in the current research, the researcher is trying to answer this main question that poverty is still a fundamental issue in Iranian society; Therefore, the question that arises is, what are the effective factors for the lack of successful implementation of poverty reduction policies in Iran? 2. Theoretical framework and research background.

Dealing with poverty and trying to remove social and economic deprivations and trying to create and develop social security systems and adopting government support policies to implement poverty alleviation programs have always been one of the important issues of concern to societies for economic development and poverty alleviation. (Ghai, 2019). To achieve the successful implementation of executive policies or policies, various models have been presented. Experts have identified various obstacles and challenges in the direction of the formation and realization of environmental factors affecting the implementation of policies to reduce poverty and increase welfare. Kai (2015) factors affecting the implementation of public policy include the motivation of policy implementers, the power of implementation through official and unofficial sources, the necessary technical knowledge and information, and interactions between actors. (7), considered all macro-structures of society including political, social, economic and cultural structures to be related and acknowledged that reducing poverty and improving welfare conditions for people is the implementation of appropriate and comprehensive policies at different levels (Williams, 2013).

Another variable affecting the implementation of the policy in the micro field is macro environmental factors. These physical and mental factors related to the environment have different effects on the implementation of policies and can play a negative or positive role in the desired implementation of the policy. In many cases, these factors are not under the control of managers of different levels; For this reason, environmental factors may play a role in the implementation of the policy as variables out of reach and control and cause problems in the implementation of the policies. This is the fact that most of the policy makers and policy makers ignore or consider the macro environmental factors to be of little importance when formulating the policies, and considering that measures for them are not provided in the prepared plans, the implementation The policies are faced with many challenges and eventually failure. The implementation of policies to improve the

economic and social welfare of society is not an exception to this rule. Based on this, when making policies and determining economic programs, the things that directly or indirectly affect the improvement of people's well-being in the society should be considered, and whether the control of these variables is within the reach of the policy makers. identify and develop suitable scenarios to face them (Hertel, 2014).

TABLE 1- Factors affecting the success and failure of policy implementation

| Influential factors | Opinionated |
|--|---------------------------|
| Executive organizations are actually responsible for achieving success indicators at different policy levels, so matching policy goals with the goals of executive organizations can be effective in the successful implementation of policies. | Candido et al. (2019) |
| The most important factors of policy failure in implementation are: weak planning, slow decision-making process, internal bureaucracy, lack of resources, weak communication between groups, weak quality inspection process, change in design and order, lack of commitment of the project sponsor, issues Administrative, delay and inappropriateness of the design and issues related to the executives | Zidane and co (2018) |
| She identified weak financial control, inappropriate planning, inappropriate budget and timing, and inefficient management as factors affecting the poor implementation of policies. | Nyoni (2018) |
| They introduced the use of the iterative problem-oriented adaptation approach as a suitable solution for the implementation of public policies in the real context. | Matt Andrews et al (2017) |
| The reasons for the delay or the failure of the implementation of policies were introduced by the following 9main factors: administrative issues, employer, contract, consultant, design, materials, equipment, labor and miscellaneous issues. | Paul et al. (2016) |

1-Factors affecting the implementation of policies to reduce poverty and improve economic well-being

Solving the problem of poverty as a complex public issue is more than anything affected by the performance of the public policy system in the field of poverty alleviation; In such a way that the reduction or increase in the level of poverty in the society can be considered as a result of the success or failure of the country's policy-making system in the field of poverty alleviation in the society. Because, on the one hand, the actions and activities of governments regarding reducing poverty and improving economic conditions for members of the society are subject to their policies and policies in order to deal with poverty, and on the other hand, the policies and policies of the government It has great importance on all economic, social, political and cultural aspects of society (Dorosh, 2023). Hassanzadeh and Mirza Ebrahimi (1386) are of the opinion that before any action, it is necessary to reduce poverty and empower the weak sections of the society, to identify and investigate the causes and roots of poverty and to adopt appropriate policies to eliminate it. it is them Mirjalili et al. (2021) have also identified some of the differences and commonalities of their policies in order to reduce poverty in these countries in the study of factors influencing the adoption of poverty reduction policies in developing societies.

TABLE 2. Commonalities and differences of poverty reduction policies in developing countries

| Poverty reduction policies | |
|----------------------------|--|
| common aspects | Inclusive economic growth and giving priority to poor areas - pursuing macroeconomic stability - reducing inequality - reforming the income tax system in favor of the poor - controlling inflation - improving governance and decentralization - fighting financial and administrative corruption, transparency and improving courts - improving planning Urban - Strengthening microcredit - Development of road construction, transportation and energy supply - Improvement of health and treatment and reduction of infant and maternal mortality - Access to safe drinking water - Development of tourism, fisheries and animal husbandry - Development of small and medium businesses - Supply coverage Social for the vulnerable |
| Differences | Development of cheap housing in upper-middle income countries - Development of unemployment insurance in middle-income countries - Promotion of food security in upper-middle-income countries through food banks - Granting student scholarships in upper-middle-income countries - Modernization of the agricultural sector to reduce production costs in low middle income and low income countries - regional development in upper middle income countries - participation of the private and public sector in middle income countries - budget allocation to productive sectors related to the economic activity of the poor in upper middle income countries - export development in countries High-income development – skills development and targeted employment in middle-income countries |

(adapted from Mirjalili et al., 2022)

II. RESEARCH METHODOLOGY

The current research is one of the types of applied research since it leads to the development of knowledge in the field of poverty reduction in developing societies. In terms of the types of data used, this research is a type of qualitative study that was conducted using the Delphi method. The statistical population of this study consists of 11 academic experts in the field of policy making and government managers with at least three years of experience in organizations related to the welfare of the society, who at least declared their readiness to cooperate in at least three rounds of the Delphi method as experts and experts. participate In this study, the collection of information related to the background and literature of the research has been done using the method of library studies (reading books, articles, magazines, and the Internet). In the following, in the qualitative part of the research, according to the Delphi research method, in order to extract the opinions of the group of experts and reach a group consensus, a questionnaire extracted from library studies was prepared and through a series of rounds and a commitment to not disclose information. Data collection has been done personally by the participants. Questionnaire questions based on a five-point Likert scale (completely agree, agree, have no opinion, disagree, and completely disagree), and at the end, an open question was asked so that the members could include their opinions in it. Then the questionnaires were distributed and the opinions of the panel members were collected, the answers collected from each round of Delphi were evaluated and the results were included in the next round of the Delphi questionnaire and informed to the members so that they could express their opinions. This process was repeated 3 rounds until the expert panel members reached a consensus regarding the results. Data analysis using the Delphi method requires the completion of three stages: summarization, presentation and conclusion-confirmation of data. Therefore, in each round of Delphi, the researcher, after collecting the questionnaires and studying and carefully examining the responses of the participants, selects the variables identified in each round that have a frequency greater than (4), and the new questionnaire is set in the next round. It was distributed among the members of the expert panel in order to measure the opinion of the experts. Also, in order to validate the results of this research, the resulting model was sent to 5 experts and after

minor modifications, it was presented as a conceptual model of the research.

III. RESEARCH FINDINGS

1. Analysis of the first round of Delphi

At this stage, in order to identify the factors influencing the implementation of poverty reduction policies in Iranian society, the first stage Delphi questionnaire with 19 components and 63 main questions was distributed in person to the members of the specialized panel and they were asked to take action within a period of 10 days. to answer the questions. In this step, an open question was asked at the end of each questionnaire and the panel members were asked to suggest if they consider another component. At this stage, the average test was used to accept the components and enter them into the next round of Delphi, and the components whose average was more than 4 were entered into the next round of Delphi. Thus, based on the results of the first Delphi round, the number of components reached 21 components and the number of questions reached 72 items. The results of the components extracted from the Delphi questionnaires of the first round are shown in Table 2:

2. Analysis of the second round of the Delphi method

In the second stage of carrying out the Delphi technique, the questionnaire obtained from the first round was evaluated by the members of the expert panel. In this step, the Delphi technique was used to measure the validity of the questionnaire from face validity. Therefore, the panel members were requested to express their opinions regarding the content of the questions and the importance of the components added at the end of the first stage. Cronbach's alpha coefficient was also used to measure the reliability of the questionnaire. Cronbach's alpha coefficient calculated at this stage is 0.81, which indicates the reliability of the questionnaire. In the following, after collecting the questionnaires of the second round of Delphi, the researcher, by examining and monitoring the data obtained in the new category, was identified as new components by the answers of the experts (members of the expert panel), which after removing and combining overlapping factors, unrelated and repetitive and classification of components was done. Thus, based on the results of the second round of Delphi, the number reached 9 factors. At this stage, in order to accept the components and enter them into the next Delphi round, the

average test was used, and the components whose average value was greater than 4 were entered into the next Delphi stage.

TABLE 3- The results of the components extracted from the first round of Delphi questionnaires

| Objects | Components | Row | Objects | Components | Row |
|-----------------|--|-----|---------------------|---|-----|
| Q40-Q41-Q42-Q43 | Lack of knowledge and expertise in the field of policy making and its implementation | F12 | Q1-Q2-Q3-Q4 | Negligence and negligence of policy makers and executive officials towards poverty alleviation | F1 |
| Q44-Q45-Q46 | Lack of administrative and organizational credits | F13 | Q5-Q6-Q7-Q8 | Parallel work of support services of institutions | F2 |
| Q47-Q48-Q49 | Lack of transparency regarding financial sources and expenses | F14 | Q9-Q10-Q11-Q12-Q13 | Relations and cooperation between responsible organizations | F3 |
| Q50-Q51-Q52 | Inefficiency of the educational system in skill development and targeted employment | F15 | Q14-Q15-Q16-Q17-Q18 | The continuous increase in the inflation rate along with the decrease in the per capita income of the country | F4 |
| Q53-Q54-Q55 | Lack of accountability of policy makers to solve the problems General | F16 | Q19-Q20-Q21 | Growing inequality and social gap at the level of society | F5 |
| Q56-Q57-Q58 | Politicization and bureaucracy in providing support services | F17 | Q22-Q23-Q24 | The emergence of new economic and social crises | F6 |
| Q59-Q60-Q61 | Weakness in the process of control and follow-up to solve public issues | F18 | Q25-Q26-Q27 | Inadequate physical infrastructure | F7 |
| Q61-Q62-Q63 | macro economic, social and cultural policies of the government | F19 | Q28-Q29-Q30 | The ordering mechanism is unclear | F8 |
| Q64-Q65-Q66 | Reduction of public participation in social support | F20 | Q31-Q32-Q33 | Intermittent and non-targeted provision of support services | F9 |
| Q67-Q68-Q69 | System inefficiency policy making | F21 | Q34-Q35-Q36 | Controlling the pressure and power of interested and influential groups during policy making | F10 |
| Q70-Q71-Q72 | Lack of proper mechanism for identifying and prioritizing public issues | F22 | Q37-Q38-Q39-Q40- | Attention to the social and cultural context of society | F11 |

Table 4- the results of Kendall's consensus coefficient of expert opinion

| Significance level | statistics χ^2 | Kendall coefficient) W(| Number Components | Agents |
|--------------------|---------------------|-------------------------|-------------------|---|
| 0/356 | 34/531 | 0/833 | 5 | Inefficiency of the policy making system in identifying the causes and roots of poverty in the country |
| 0/349 | 56/751 | 0/812 | 4 | Inefficiency of the executive and supervisory bodies |
| 0/354 | 51/349 | 0/824 | 3 | Lack of transparency in the resources and financial expenses of the custodian organizations |
| 0/328 | 42/875 | 0/746 | 4 | The continuous increase in the inflation rate along with the decrease in the per capita income of the country |
| 0/244 | 32/569 | 0/713 | 3 | Inadequacy of physical infrastructure |
| 0/239 | 41/328 | 0/839 | 3 | Untargeted and intermittent provision of support services |
| 0/258 | 44/899 | 0/786 | 3 | Inefficiency of the educational system in skill development and targeted employment |
| 0/298 | 44/843 | 0/739 | 3 | Reduction of public participation in social support |
| 0/269 | 45/243 | 0/763 | 3 | Lagging behind in creating and exploiting information technology opportunities in the development of the business environment |

3 Analysis of the third round of the Delphi method

At this stage, the factors affecting the implementation of the poverty reduction policy in Iran, among the main factors affecting the implementation of the poverty reduction policies in the country are: 1) Inefficiency of the policy making system in identifying the causes and roots of poverty in the country. ; 2) ineffectiveness of executive and supervisory bodies; 3) lack of transparency in financial resources and expenses of trustee organizations; 4) The continuous increase in the inflation rate along with the decrease in the per capita income of the country; 5) Inadequacy of physical infrastructure; 6) untargeted and intermittent provision of support services; 8) Inefficiency of the educational system in skill development and targeted employment; 7) reducing people's participation in social support; 9) Delay in creating and exploiting information technology opportunities in the development of the business environment.

4 . Measurement of Kendall's coordination coefficient

Kendall's coordination coefficient is a scale that is used to determine the degree of coordination and agreement between N objects or individuals. Accordingly, if Kendall's coefficient of agreement is in the range of zero to one, which indicates the degree of consensus obtained from the group. Strong consensus is obtained at $W > 0.7$, moderate consensus at $W = 0.5$, and weak consensus at $W = 0.3$. Based on this, according to the value of Kendall's coefficient, which is more than 0.7 or very close to it for all considered factors, and it indicates a strong consensus of experts. Also, considering that the significance level for Kendall's correlation coefficient in all factors is more than 0.05, so there is a significant agreement between the experts.

Therefore, according to the consensus results obtained from the opinion of the experts and Kendall's high coordination coefficient at this stage, as well as the absence of a significant difference between the average ratings for the dimensions and components presented in the table, it can be acknowledged that there is a consensus among the expert members. Examining the values of the Kendall coefficient of agreement in the third round

shows that there is an acceptable consensus among the panel members regarding all the factors, although a stronger consensus has been observed for the factors related to the components related to brand personality and the components related to customers.

5-4 .Content validity of the Delphi section tool

In order to check the validity of the questionnaire in the qualitative part of the content validity method, CVR and CVI coefficients were used. To check content validity quantitatively, two relative content validity coefficients (CVR) and content validity index (CVI) are used. Based on this, the aggregation of agreeable points for each item that obtained "relevance" and "clearness" is divided by the total number of experts. Also, the term "required" is used to determine CVI. After that, the panel members were asked to review each item based on the three-part spectrum. Then the answers were calculated according to the following formula:

$$CVR = \frac{n_E - \frac{N}{2}}{\frac{N}{2}}$$

In this relation, in this relation, n_E is the number of experts who answered the "necessary" option, and N is the total number

of experts. In the following, the following formula is used to calculate the CVI value. If the CVI value obtained is greater than 0.81, the content validity of the scale is confirmed.

$$CVI = \frac{\sum CVR}{11}$$

Therefore, according to the obtained results, the content validity of CVR and CVI coefficients is acceptable and the questionnaire of the qualitative part of the research has good content validity. In this way, it can be acknowledged that the questionnaire has good content validity in the Delphi part of the research.

6-4 .Presentation of findings and research model

In the following, according to the data collected from the expert panel members and reaching the conditions that if the Delphi steps are repeated for these members, the current results are repeated repeatedly and that repeating the opinion polling process leads to the loss or reduction There is no current disagreement, the repetition of Delphi steps is stopped and the known dimensions and indicators of the conceptual model extracted from the Delphi process of the research are shown in the format of Figure (1).

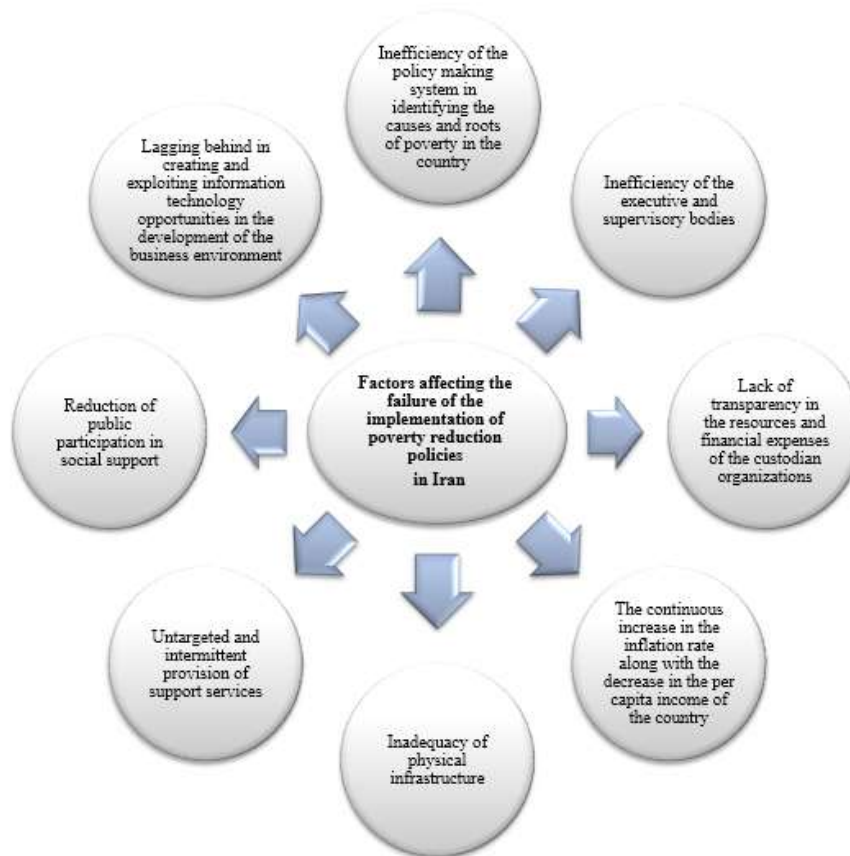


Figure 1- Factors affecting the failure of implementing poverty reduction policies in Iran

IV. CONCLUSIONS AND SUGGESTIONS

The current research was conducted with the aim of determining the factors affecting the failure of poverty

reduction policies in Iran. Based on this, the researcher first formed a specialized panel by relying on the data obtained from library studies and using the Delphi technique, and by using the questionnaire, he collected, monitored and summarized the

opinions of the experts of the specialized panel regarding the factors affecting He has failed to implement poverty reduction policies in Iran and finally, after reaching a theoretical consensus, he has introduced these factors. The results of the research showed that the success of the implementation of poverty reduction policies in Iran is influenced by the following 9 main factors: 1) the inefficiency of the policy making system in identifying the causes and roots of poverty in the country; 2) ineffectiveness of executive and supervisory bodies; 3) lack of transparency in financial resources and expenses of trustee organizations; 4) The continuous increase in the inflation rate along with the decrease in the per capita income of the country; 5) Inadequacy of physical infrastructure; 6) untargeted and intermittent provision of support services; 8) Inefficiency of the educational system in skill development and targeted employment; 7) reducing people's participation in social support; 9) Delay in creating and exploiting information technology opportunities in the development of the business environment. Therefore, it can be acknowledged that solving the problem of poverty in Iran's society, in the first step, requires a detailed and comprehensive examination of the causes and roots of the occurrence and development of poverty, its solutions and consequences, which can be an effective step in the direction of reforming the line process. Be a policy maker in the country.

In addition to this, focusing on employing people with the required knowledge and expertise in the field of policy making, who have the necessary ability to identify and prioritize issues related to poverty, is an effective step towards reducing the waste of time and resources for the implementation of policies. Inefficient in this regard. Another factor affecting the failure of poverty reduction policies in Iran is the ineffectiveness of the executive and supervisory bodies, followed by the lack of transparency in the financial resources and expenses of the organizations in charge of providing social services, including welfare organizations, relief committees, and charities. which is necessary to deal with creating a precise determination of the guardians of the will of support and welfare services to the social strata in accordance with scientific classifications and in accordance with the economic and living conditions of the people, determining the limits of the duties and expectations in the framework of the macro-policies of poverty alleviation in the country, determining the criteria and The expectations from these organizations and the periodic and continuous evaluation of the supervisory organizations are from these organizations and the request to provide detailed reports and documents regarding their performance. Another very effective factor in the ineffectiveness of poverty alleviation policies in Iran is the extreme fluctuations in prices due to the increase in the exchange rate and its effect on the increase in the cost of living, increasing the class gap in the society. Therefore, it is suggested that considering that one of the most important factors affecting the reduction of economic indicators is the reduction of the unemployment rate and the creation of employment, they should provide suitable platforms for the creation of employment, the permanent increase of household income and the reduction of the class gap in the society.

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