

Overview of targeting in Sub-Saharan Africa

- the ongoing debate in the region

Cash Transfers Workshop
21st September 2010



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Overview

- Introduction
- **Context: Targeting models**
- Trends in Sub-Saharan Africa
- Issues in design and implementation
- Key lessons

Introduction

- **Coverage and targeting**
- **Aim to enhance poverty reduction outcomes and improve financial effectiveness – benefits ‘deserving’ and poor households**
- **Trade-offs between cost, administrative burden and accuracy**
- **Traditional debate between “universal” (categorically targeted) and (poverty) “targeted”**

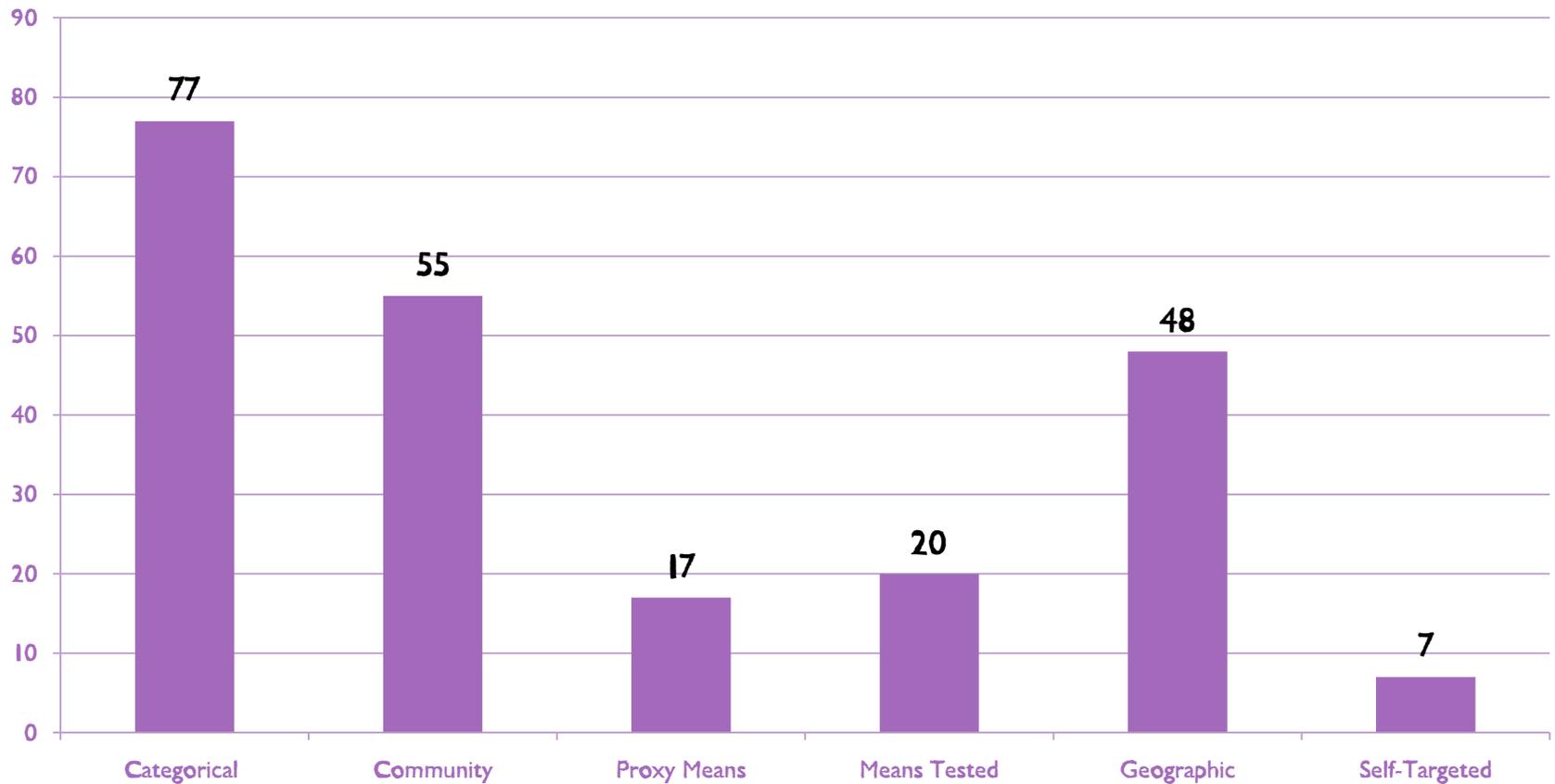
Targeting models

- **Means-tested** – identifies beneficiaries based on income or consumption
- **Proxy-means tested**- identifies beneficiaries using household characteristics that indicate poverty levels
- **Categorical targeting**– based on particular individual characteristics, e.g. age or physical status.
- **Geographical targeting** – selects beneficiaries by location especially where poverty is concentrated or higher in particular areas,
- **Community-based targeting** – relies on members of the community to identify those most in need – e.g. as defined by an agreed set of criteria

Targeting trends in SSA

- Multiple approaches – combine several targeting methods
- Widespread use of community-based targeting
- CBT with additional checks e.g. Kenya CT for OVCs
- Groups commonly targeted include OVCs, the elderly and those living with disabilities and or are unable to participate in the labour market and extremely poor,
- CCTs tend to target children or OVCs; Unconditional cash transfers – greater diversity of groups

Targeting Methods in Sub-Saharan Africa



Percent of programmes – Of 64 Programmes



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Challenges in Sub-Saharan Africa

- Multiple methods – potential for confusion and tension
- Resource constraints – tendency to target ultra poor
- Interaction of local cultures and social patterns
- Targeting errors –inclusion and exclusion errors
- Verification of status and supporting documents
- Focus on certain groups (e.g. OVCs) excludes other groups
- Who is reached indirectly?

Poverty-targeted transfers

- **Difficulty in distinguishing different levels of poverty (/assets), very small differences in personal and family circumstances of the poorest 50-60%**
- **Exclusion and social divisiveness – excluded groups almost as poor**
- **Potential for ‘leapfrogging’**
- **Cost of data collection**
- **Re-targeting – some may need continued support**
- **Differences between communities – are equally poor people in different regions equally able to join the programme?**

Challenges in Community-based targeting

- **What are the roles of the central and district offices?**
 - Institutional and human resource capacity, particularly at district level
 - Criteria may be imposed centrally – credibility?
 - Different understandings of poverty between national and district level
- **Accountability and transparency - confusion and social division.**
- **May perpetuate inequality and leakage of benefits to higher income groups.**
- **Members may not be able to parse subtle differences in wealth**
- **Genuine community participation is time-consuming and resource intensive - some costs unaccounted.**
- **Is community-based targeting scalable?**

Key lessons

- **Appropriate targeting mechanism and effectiveness depends on objectives**
- **Importance of implementation**
- **Steps to combat targeting errors –training of committees and implementers**
- **Community understanding of targeting**
- **Elite capture may not have as large an effect as theorized – importance of careful programme design such as strong supervision and increased civic participation**
- **Grievance procedures as standard procedure**

