Targeting Implementation

Community and Proxy Means Test

Community–Based Conditional Cash Transfer (CB–CCT) Program, Tanzania

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Overview of Program

- **The goal of the Program** is to reduce poverty and promote sustainable development for the poor section of the communities.
- **Objectives:** The Program aims to enhance livelihoods and reduce risk of poor and vulnerable households and has three objectives:
  1. To reduce poverty among groups who are extremely poor and vulnerable: children, the chronically ill, those with disabilities, and the older people.
  2. To increase investment in health and education in order to improve health outcomes and educational attainment of the poor so as to increase economic growth and reduce poverty.
  3. To prevent poor households from falling further into poverty in the event of an adverse shock.
- **Methodology:** The Program is not centrally managed, but adopted community–based where the Community Management Committees (CMCs) are the key players in day to day implementation management of programme activities.

Overview of Program ….

- **Methodology:** Sensitization, awareness raising and training of key players at all levels, targeting/identification of eligible households, assessment of capacity of facilities, beneficiaries' enrolment/registration, making transfers, monitoring compliance with conditionalities/co-responsibilities and managing cases (complaints, claims, updates and appeals).

- **Institutional arrangement:** *Community Management Committee* (CMC) is responsible for day to day implementation management of community level activities under overall oversight of the Village Council (VC) and reporting to Village Assembly. *Local Government Authority* (LGA) provides technical support and guidance including training and follow-up of implementation in the villages. *TASAF Management Unit* (TMU) is responsible for development and management of supportive systems including, MIS, M&E and payment systems, and training at the LGA level and disbursing funds to beneficiaries through LGAs and CMCs.

GOT-JSDF funded pilot (2007-2011)

Grant Development Objective: To test how a conditional cash transfer (CCT) program could be implemented through a social fund using a community-driven development (CDD) approach, and what incentive framework may need to be in place to achieve results.

Specific Objectives:

1) Develop operational modalities for the community-driven delivery of a CCT programme through TASAF-II operation.
2) Test the effectiveness of the community-based CCT model against centralized CCT programs.
3) Increase primary school attendance of vulnerable children (MVCs) by using CCT as an incentive.
4) Increase health visits of vulnerable children 0-5 years and vulnerable elderly (60+ years) by using CCT as an incentive.
5) To inform Government policy makers on the best modalities to deliver support to MVCs and vulnerable elderly.

Program area and coverage: Three Local Governments Authorities (districts): Bagamoyo, Chamwino and Kibaha in 80 villages supporting 9,946 beneficiaries.

Geographic and household targeting

- Geographic targeting based on poverty level was used to identify Local Government Authorities (LGAs).

- Household targeting is conducted by Community Management Committee (CMC) under the oversight of Village Council (VC) and is endorsed by Village Assembly (VA).

- VC delegates its functions to CMC which is democratically elected by the beneficiaries and endorsed by VA.

- LGA supervises targeting and verifies the accuracy of collected data.

- Targeting process entails six steps: training of CMC and VC by LGA, identification of households that possibly meet criteria by CMC, first verification by using MIS cross checking (using Form no. 1); second verification using MIS and Form no. 2 (if need be), validating the process and the list of eligible and rejected households by VA and ranking of eligible households using MIS.

Characteristics of targeted households

- Living below food poverty line (Monthly Expenditure per Adult Equivalent: approximately US$ 6, corresponding to the food poverty line is a cut off point (2000/2001 HBS).
- Households having:
  - ➡ Most Vulnerable Children defined as follows:
    - ‣ One parent or both parents deceased
    - ‣ Abandoned children
    - ‣ Having one or two chronically ill parents (e.g. HIV/AIDS)
    - ‣ Chronically ill children despite having two parents alive.
  - ➡ Elderly are defined as follows:
    - ‣ Elderly with no caregivers
    - ‣ Poor health
    - ‣ Very poor
- Indicators in the formula also include:
  - ➡ Household members with People with disabilities
  - ➡ Chronically-ill members of households

Key stages of targeting Process stages

1. Training of key players at LGA and Village levels.
2. Identification of households based on community-based mechanism.
3. First verification of identified households using proxy means test (PMT)
4. Second verification using PMT, (if need be).
5. Validation by Village Assembly (to minimize inclusion and exclusion errors).
6. Ranking by Management Information System (MIS) to produce prioritized list of eligible households.
7. Final validation and endorsement by Village Assembly.

Household targeting process

- CMC identifies poverty indicators, which are reviewed by VC and endorsed by VA.
- CMC use poverty indicators to identify about half of the households in the village.
- CMC under the supervision of LGA facilitators and guidance of VC collects data from identified households in TASAF-I communities use special screening form (Form No.1) for first verification by proxy means test.
- LGA facilitators verify the accuracy of collected data.
- The collected data is entered into the MIS to generate three lists:
  - → List of eligible households
  - → Ambiguous households
  - → Rejected households

Household targeting process …..

- In case ambiguous households exceed 30 percent, second verification is conducted so as to re-examine the households.

- A different team (surveyors) is deployed to collect data from ambiguous households using the second screening form (Form 2) having more variables drawn from HBS indicators.

- The collected data is entered into the MIS to generate two lists:
  1. Eligible households
  2. Rejected households

- List of eligible households are presented to the Village Assembly meeting for community validation.

- Detailed ranking is then made by the MIS to determine the required number of eligible households in each village.

- The final list is endorsed by the Village Assembly.

Effectiveness of the targeting mechanism

- Community-based targeting is cost effective.
- Proxy means testing used for verification to minimise exclusion and inclusion errors.
- Targeting design was consultative involving communities, CSOs, MDAs and DPs, was conducted from 2006-2008.
- Covering one villages takes 2-3 weeks, depending on the size of the villages.
- Cost per villages ranges from US$ 500 -700, largely depending on the location of the village from LGA headquarters.
- Targeting mechanism is effective in reaching the poorest and excluding the non-poor since it combines two methods and there is provision for appeals.
- A study of social safety nets and transfers is underway, is also exploring the possibility to have a common targeting mechanism.

Summary of the outcome of targeting

Local Government Authority	Interviewed households (≈50%)	Eligible households	Households invited to enroll
Bagamoyo	13,397	6,836	1,335
Chamwino	10,122	4,766	692
Kibaha	7,174	4,130	472
Total	30,693	(Phase I) 6,210 (Phase II) 9,522 (Total) 15,732	2,500

Challenges

- Vastness of villages, hence data collection sometimes taking long.

- Vastness of LGAs and poor infrastructure delaying delivery of collected data to respective LGA headquarters.

- Proxy Means Test (PMT) Formula:
  - → Identification of six most suitable variables instead of 25 to determine monthly expenditure per adult equivalent lower US$5 (HBS 2000/2001) – simplified for CMCs.
  - → Assigning of appropriate weight to the variables: (Ln (MEAE) = 10.00827 – 0.723 x ln hhsize – 0.1077 x Roof – 0.1515 x Light – 0.1303 x Iron – 0.01098 x widow (h'hold head) – 0.1162 x no toilet.

Lessons learned

- CMCs have proved capable of handling targeting operations:
    - → Only 7 villages out of 80 were ambigous
- LGAs capable of playing a facilitative role in targeting:
    - → Training of CMCs on targeting
    - → Supporting CMCs undertake first verification,
    - → Supporting surveyors conduct second verification
    - → Supporting CMCs and VCs carry out validation of beneficiaries
- Participation of the poor and vulnerable in decision making
    - → The poor come forward and echo their voice and participate actively decision making, e.g. speaking out and dropping those that are erroneously included among the eligible households list.

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Thank you for your attention