

Evaluation design and methodological challenges in the Kenya CT-OVC impact evaluation

Alternative measures of evaluating targeting
effectiveness within the particular context of community
based programs in sub Saharan Africa

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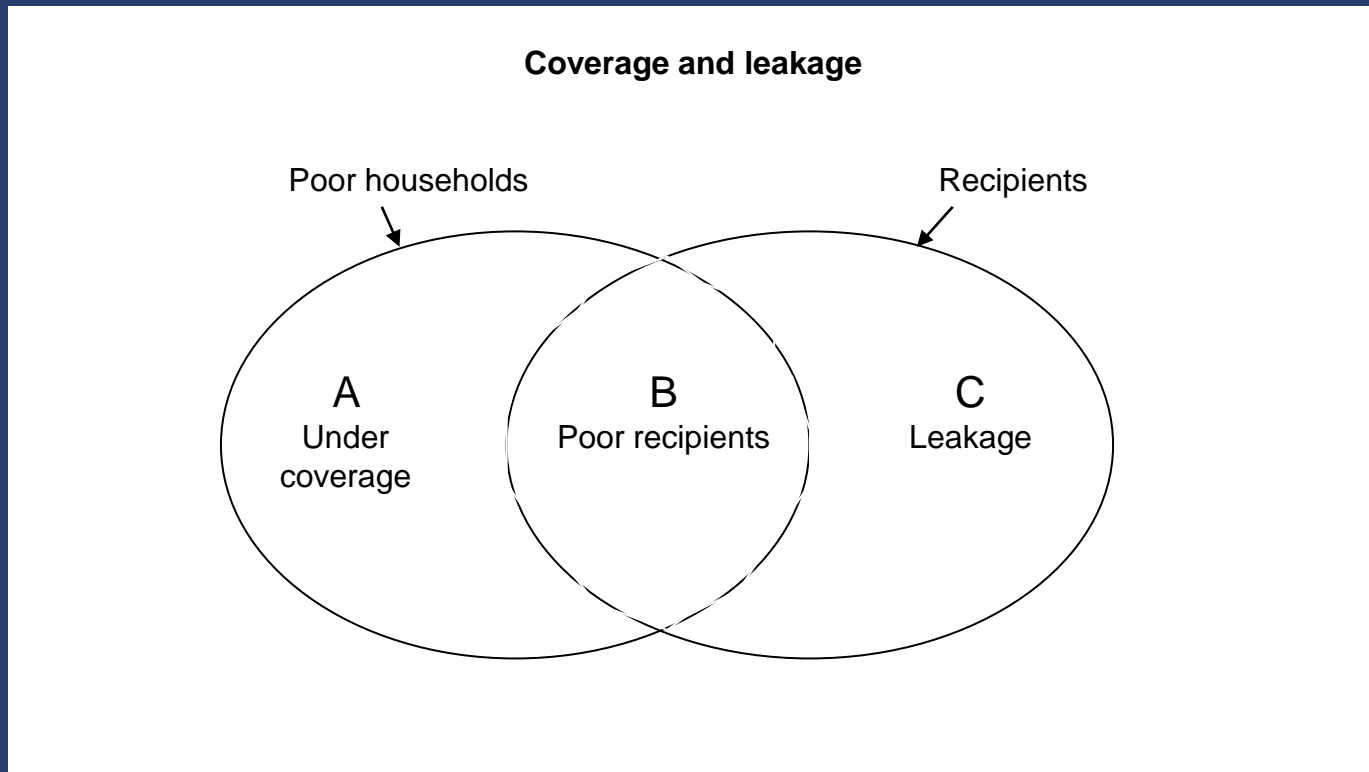
1) Measuring targeting effectiveness

Common questions

- Is the programme reaching the poorest households?
 - What proportion of beneficiaries are poor?
 - What proportion of the poor are benefiting from the programme?
- Are there any beneficiaries that do not fulfil the eligibility criteria?
 - Leakage to ineligibles due to poor implementation, inaccurate enrolment info or fraud?

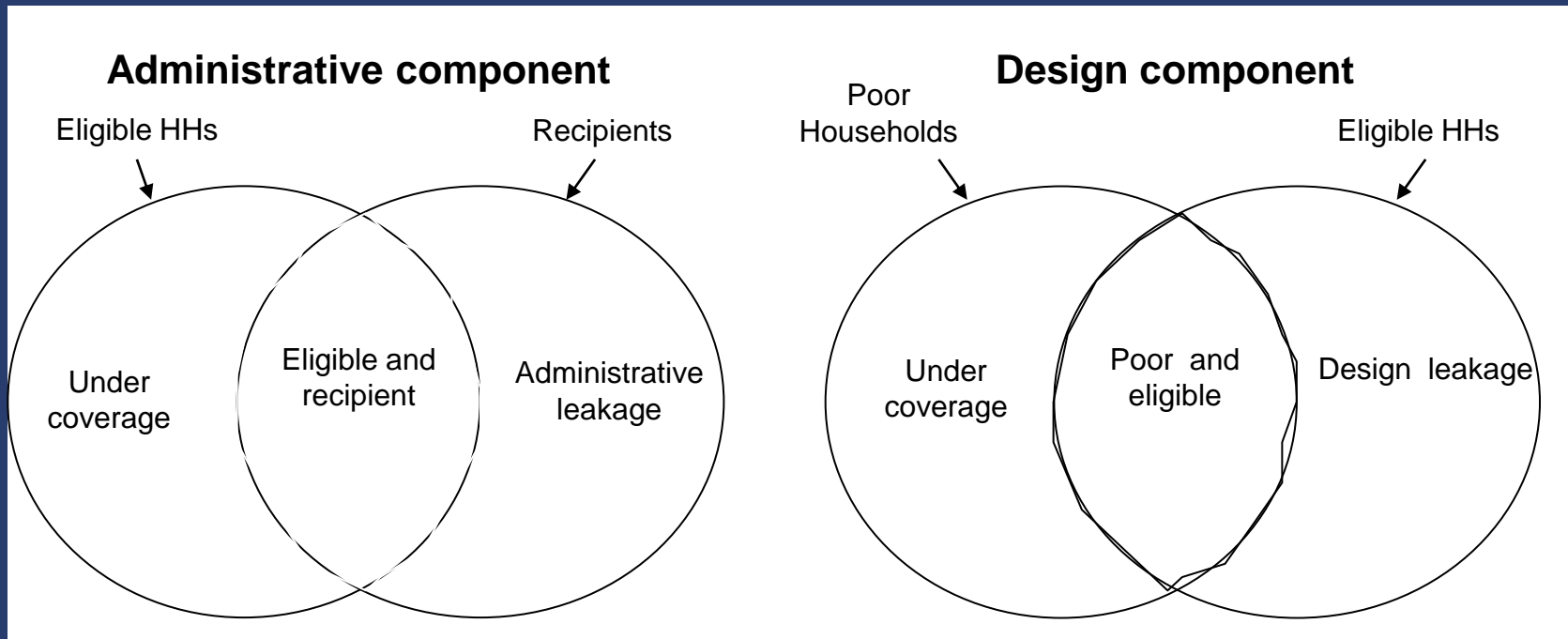
Targeting poor households

- Leakage = % of recipients that are not poor [= $C / (B+C)$]
- Coverage = % of poor households that are recipients [= $B / (A+B)$]



Decomposing the targeting problem into design and administrative components

- **Design:** Do the eligibility criteria succeed in pinpointing poor OVC households?
- **Administrative:** Are recipients targeting process is implemented



➤ But cannot make this decomposition for community based targeting

2) CT-OVC targeting analysis

Scope of analysis

- Focussed on overall targeting (design + implementation)
 - Benchmark target group defined as poorest 51% of OVC households (21% for BL)
 - This is the group who would have been reached under 100% targeting accuracy
- Based on comparison of As vs Cs
 - Beneficiaries vs non-beneficiary OVC HHs
- Two waves of targeting
 - Initially not enough resources to cover all eligible households identified
 - Prioritised by age of household head (plus quota)
 - Non-selected eligible households were put on 'pending' waiting list
 - Subsequently all pending households brought onto the programme
 - After baseline, before follow-up
 - Expansion increased coverage to 51% of all OVC HHs in evaluation areas (from 21%)
 - Final analysis assessed if baseline findings held after increases in coverage within programme areas

Key results

- Very low leakage of transfers to non-OVC HHs (4%)
 - On average OVC HHs are poorer than non-OVC HHs
- A considerable proportion of benchmark target population (poorest 51% of OVC HHs) are not covered (43%)
 - After expansion coverage of poorest 21% increased from 24% to 53%
- Targeting is (moderately) pro-poor, but scope for improvement...
 - Final geographical allocation of beneficiaries in the evaluation locations not proportional to distribution of poorest OVC HHs (coverage variations)
 - Poverty criteria used to screen out better off HHs were not effective (subsequently revised by the programme)
 - Qualitative work found instances of problems in initial identification of HHs and limited means for effective challenge at barazas

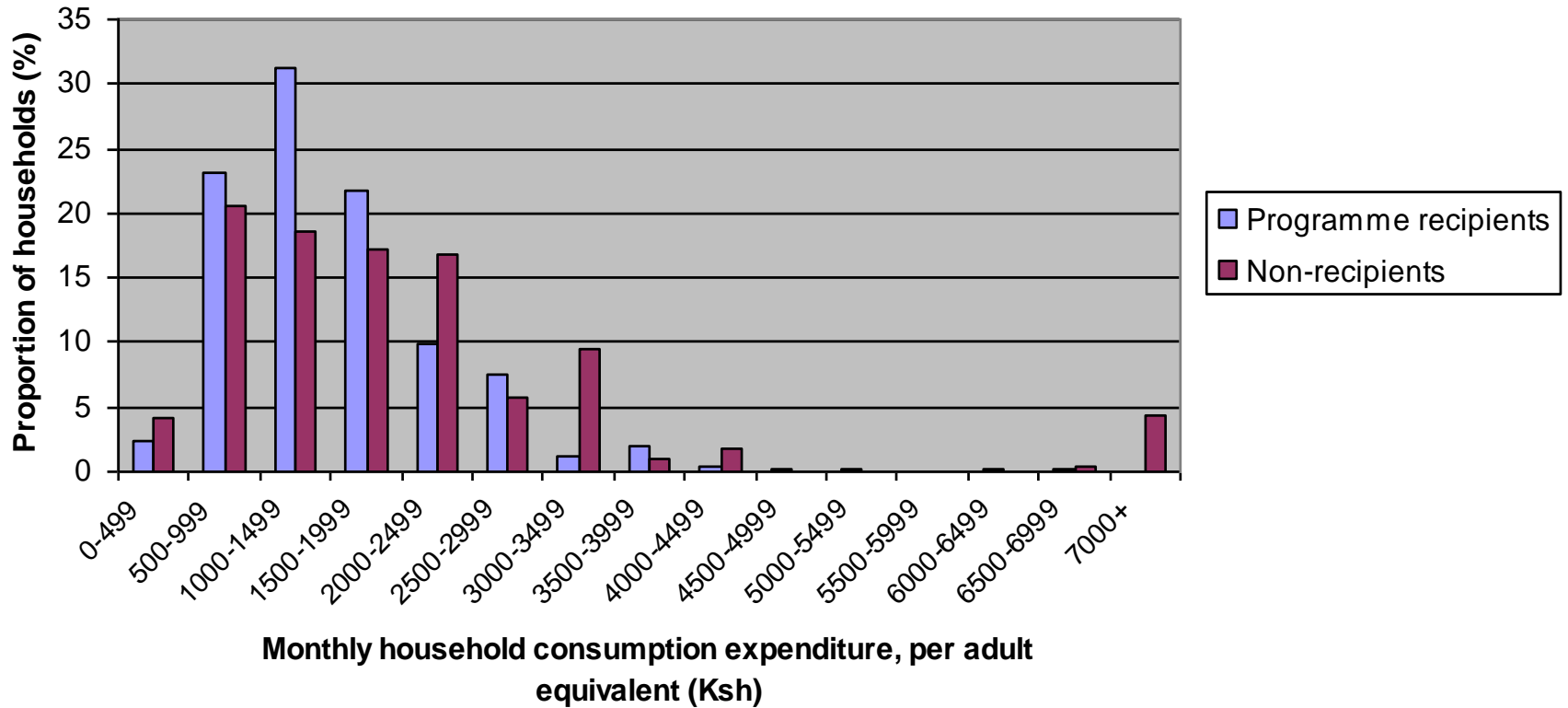
Key results

- No retargeting, so many new OVC households are not benefiting
 - This reflects a generic issue for many targeted programmes
 - Needs to be considered in the design of the programme going forward
- General issue: households with OVCs are not all poor; poor households do not all contain OVCs
 - Based on KIHBS data
 - Widen definition of OVC, in particular the “V”?

	Initially selected households (%)	All selected households (%)
Proportion of OVC households benefiting from the Programme	21	51
Proportion of eligible households in Programme areas that are beneficiaries	22	54
Proportion of poorest 21% of OVC households in Programme areas that are beneficiaries	24	53
Proportion of poorest 51% of OVC households in Programme areas that are beneficiaries	24	57

	Total households	Households in poverty (%)	
		Absolute ³	Hardcore ⁴
All Kenya			
OVC households (% of all households)	1,072,703 (15.4)	48.4	20.9
All households	6,978,069	38.3	14.9
The seven Programme evaluation districts (Garissa, Homa Bay, Kisumu, Kwale Migori, Nairobi and Suba)			
OVC households (% of all households)	206,888 (16.6)	47.8	16.2
All households	1,244,812	30.8	— ²
The seven Programme evaluation districts (excluding Nairobi)			
OVC households (% of all households)	132,919 (26.0)	49.7	22.8
All households	511,311	47.0	— ²

Quintile	Share of recipients (%)	Mean cons-exp per ae
1	24	671
2	23	1,167
3	24	1,547
4	16	2,051
5	13	3,102



Limitations & challenges

- Cs sample size small and sensitive sampling weights
 - Trade-off between impact and targeting analysis priorities
- Targeting analysis based on relative poverty within OVC study group
 - But we did some limited assessment of KIHBS to examine relative poverty rates for OVC HHs
- Cannot decompose targeting performance into administrative and design components
 - Practically all sampled OVC households passed the poverty test
 - Plus very low leakage to non-OVC households
 - => study population constitute the eligibles
- Coverage expansion
 - Had to identify sampled households that were non-beneficiaries at baseline but became beneficiaries

3) Issues to take forward

Issues to take forward

- Complications in combining impact and targeting evaluation surveys
 - Trade-off between impact and targeting analysis priorities
 - But do we always need the non-beneficiaries in programme areas (Cs)?
 - Need them to say anything about exclusion errors
 - Useful for impact? ITT, spillovers, alternative comparison group, etc
 - Who should constitute the Cs?
 - All non-bens?
 - Just eligible non-bens?
 - But as programmes reach scale can we use routine nationally representative HBS type surveys?
 - Include specifically designed modules on cash transfer and other social protection interventions

Issues to take forward

- Definition of 'poor' households
 - Use of national poverty lines?
 - Not many evaluation surveys can or should collect a full consumption aggregate comparable to a national household budget survey
 - Could use national HBS data to reconstruct adjusted poverty lines (i.e. mimic reduced consumption module)?
 - Use predicted consumption expenditure based on national HBS data?
 - Use other poverty measures?
 - Asset index?
 - Multidimensional poverty index?

Issues to take forward

- Sub Saharan African context
 - Refocus on the targeting of the *vulnerable*?
 - But, for targeting analysis this requires a precise definition of vulnerability
 - Low income + low assets + labour constrained?
 - Often some degree of community based targeting
 - Cannot define eligibility
 - (unless communities are instructed to select specific and precisely defined types of households)
 - Cannot decompose targeting performance into administrative and design components
 - Eligibility hard to verify (community-based component to targeting process)
 - Targeting on age (e.g. children, elderly, dependency ratio) is not straightforward!