Myths, *misnomers*, *misrepresentations*:
Unpicking the targeting versus universal debate

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Misnomer:
1. misapplied or inappropriate name or designation.
2. an error in naming a person or thing.

Myth:
1. a traditional or legendary story with or **without a determinable basis of fact** or a natural explanation
2. any invented story, idea, or concept
3. an unproved or false collective belief that is used to justify a social institution.

Misrepresentation:
- to represent incorrectly, improperly, or falsely.
- to represent in an unsatisfactory manner.

Misnomer: Universal versus targeted

- Divided into camps: universalists or poverty-targeters
- Are universal entitlements and targeting mutually exclusive or can we have both at the same time?
- Simone: in Brazil - social rights and entitlements / social guarantees are embedded in the constitution but programmes are poverty targeted
- In practice – universal = age cohort or social categorical targeted

- We fail to differentiate between deciding who will be eligible and then finding people who are eligible

- One is a policy decision, the other a technical and administrative process

- Is community-based targeting about allowing communities to decide who is eligible? Or using communities to help identify the eligible using criteria imposed on them by government?

- Leads to a misrepresentation: if communities choose different criteria (e.g. choose to spread benefits much more broadly) they get accused of elite capture, dilution, corruption, **leakage**. What if it signifies engagement, buy-in, participation?

- Inclusion / exclusion vs leakage / undercoverage
- Technically: Undercoverage = targeting error of exclusion: (people who are eligible but not included)
- Technically: Leakage = inclusion error (people who are not eligible but are included)
- In practice / common language: leakage = corruption
- In practice: undercoverage leads to manipulation of analysis of targeting: e.g. measuring exclusion errors against the poverty line and not against programme coverage

- 10 million people below the poverty line
- Programme resources to reach 1 million people

How many poor people are excluded?

- The distribution of inclusion and exclusion errors is critical but often ignored and very rarely actually given a value
- If poverty and vulnerability are dynamic not static, if people move in and out of poverty, then the distribution is critical

Over half of the poor each year are newly poor, and ¼ of all Indonesians were in poverty at least once in a three year period

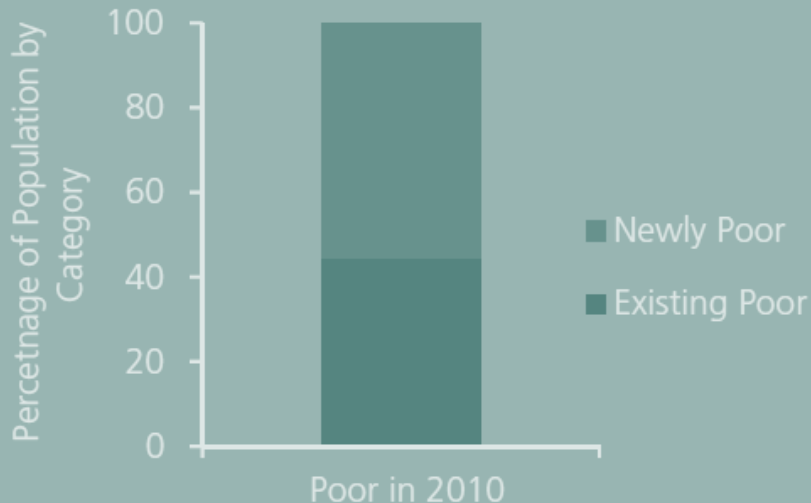**Figure 3: New and Existing Poor Households in 2010**

Percetnage of Population by Category

- Newly Poor
- Existing Poor

Poor in 2010

Figure 4: Number of Times Poor in Last Three Years for All Households

Percentage of Population by Category

- Poor Three Times
- Poor Twice
- Poor Once
- Never Poor

Number of Times Poor 2008-10
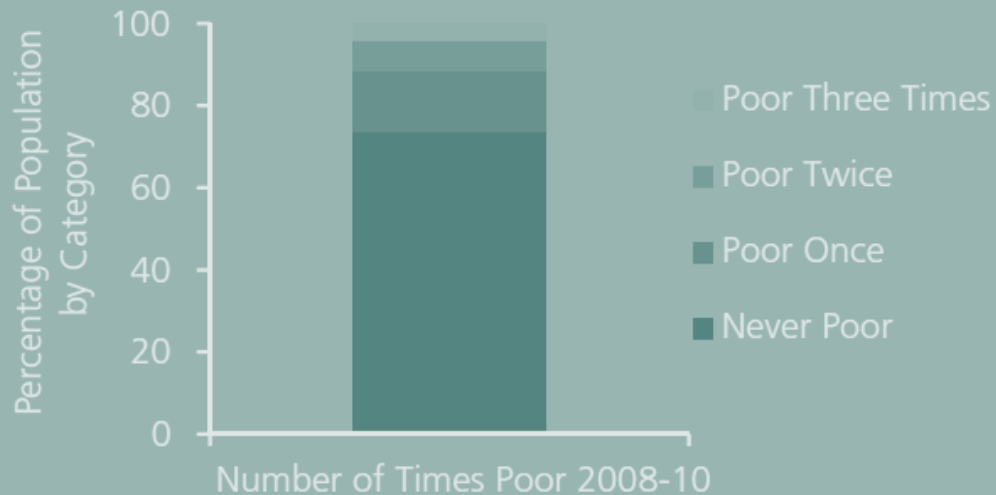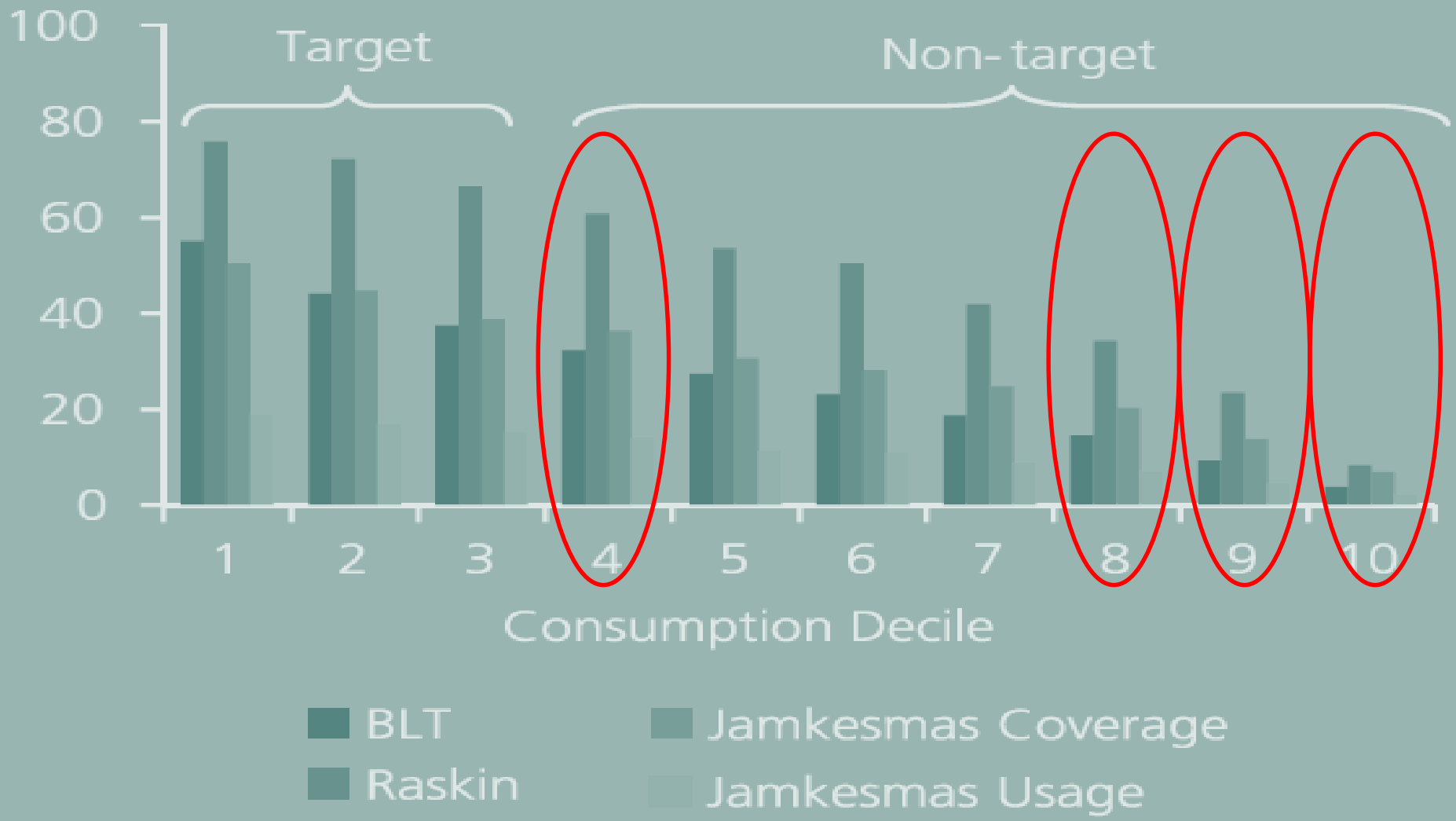
Sources: Susenas and World Bank calculations.

# Figure 5: Percentage Receiving Programs by Consumption Decile in 2010

Sources: Susenas and World Bank calculations
Notes: BLT results are for 2009.

- The distribution of inclusion and exclusion errors is critical but often ignored and very rarely actually given a value

- If poverty and vulnerability are dynamic not static, if people move in and out of poverty, then the distribution is critical

- How worried should we be about including people just above the poverty line? People significantly above the poverty line? – depends on the distribution of income / levels of inequality

The differences between income or consumption deciles in many countries can be negligible:
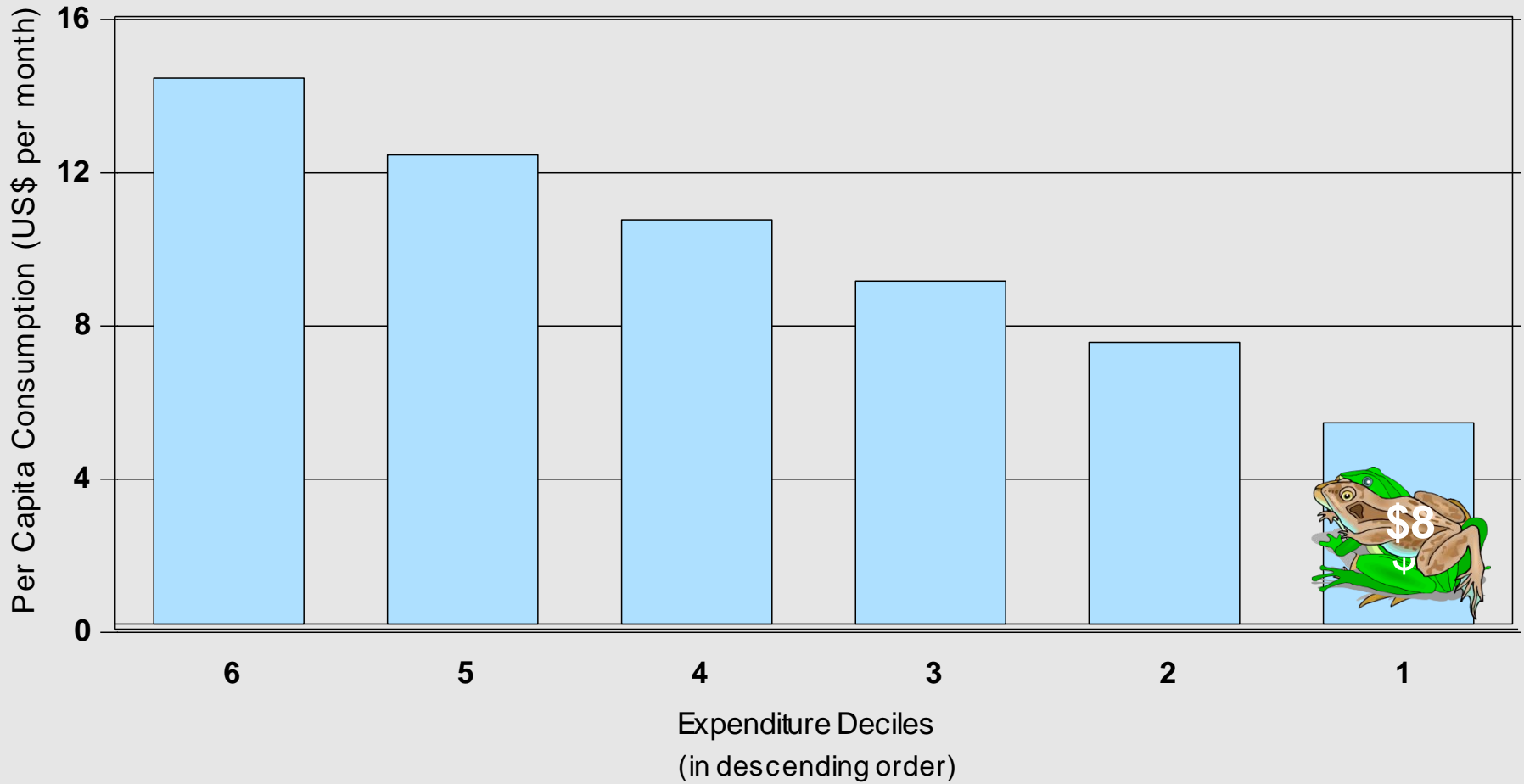
- Basic proxies introduce high levels of inaccuracy into targeting
- Age cohort or social categories are not a good way to target (income) poverty (e.g. Bangladesh, Ghana, Malawi)

	Upper CBN Poverty Line			Lower CBN Poverty Line			Poorest 10%			Poorest 20%		
	No of poor households without characteristic	% of poor households without characteristic	No of non-poor households with characteristic	No of poor households without characteristic	% of poor households without characteristic	No of non-poor households with characteristic	No of poor households without characteristic	% of poor households without characteristic	No of non-poor households with characteristic	No of poor households without characteristic	% of poor households without characteristic	No of non-poor households with characteristic
Old age 60+	8.11	75%	5.20	5.03	76%	6.28	22.0	77%	7.21	4.39	77%	6.53
Female headed hhs	9.86	91%	2.03	6.01	91%	2.35	2.57	90%	2.66	5.20	91%	2.43
Hh member with disability	10.17	94%	0.65	6.23	94%	0.88	2.69	94%	1.09	5.39	94%	0.93
Hh with child Under 5	4.50	42%	6.37	2.45	38%	8.49	0.96	37%	10.75	2.17	38%	9.09

- Examples of self-targeting include – incorporating a works requirement, delivering inferior food, making participation time consuming so that only the poor want to participate

- Limited effectiveness, especially where poverty levels are high

- Negative effects in terms of programme impact

- Morally / ethically unacceptable: should poor people be expected to consume poor quality food? To queue for hours to receive transfers?

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Myth - we can tackle gender inequality by targeting women

- Can have 'affirmative action'-type impacts: women who are eligible but otherwise wouldn't be identified get access to programmes
- Targeting women can increase their burden – traps them in traditional domestic roles, making them responsible for meeting conditions
- Overall: limited situations in which targeting women helps to tackle structural inequality
- Targeting women does not tick the box on gender sensitive programming

- 'Targeting is cost-efficient because it channels more resources to the poor and vulnerable'
- 'Targeting costs so much it is actually cheaper to deliver a universal programme'

- Which is correct?
- We don't know
- The answer will be change for different SP systems, programmes, countries, etc

- Variance in targeting performance is within targeting mechanisms and not between them
- Targeting design is important but targeting performance also depends heavily on the type of programme and good implementation

Grouping by targeting method (according to whether they use geographic, means/proxy means, both, or other targeting methods) explains only 20 percent of the total variation.

No matter how well one chooses among methods or programs, effectiveness of implementation is a key factor in determining targeting performance.

Coady, Grosh and Hoddinott (2004)

Thank you

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