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Cash and voucher assistance targeting for education outcomes:

How to select beneficiaries to advance equity and maximize results

Acknowledgements

UNICEF works in over 190 countries and territories to save children's lives, to defend their rights, and to help them fulfil their potential, from early childhood through adolescence. And we never give up.

Glossary and acronyms[1]

Administrative targeting: Beneficiaries are selected from an existing administrative list (e.g. school enrolment list, list of social protection scheme beneficiaries, beneficiary list from another CVA programme, list of registered displaced households, households listed in a national social registry).

Cash and voucher assistance (CVA): Programmes in which cash transfers or vouchers are directly provided to beneficiaries that can be used for goods or services.

Cash Learning Partnership (CaLP): A global network of humanitarian actors engaged in policy, practice and research in cash and voucher assistance.

Community-based targeting (CBT): Eligible beneficiaries are identified by the community.

Conditional cash transfer (CCT): Cash assistance that is based on beneficiaries undertaking a specific action (e.g. enrolling in and/or attending school).

Delivery mechanism: The means of delivering cash or voucher transfers (e.g. mobile money transfer, cash in hand, cheque, ATM card, etc.) to beneficiaries.

Education in Emergencies (EiE): Programmes that work to provide uninterrupted education for children affected by humanitarian crises, especially girls, children with disabilities, internally displaced children, refugees and migrants.

Geographical targeting: Prioritizing assistance to particular locations and/or to schools in these locations.

Institutional targeting: Targeting in which vulnerable children or households are identified and referred by an institution (e.g. school, protection service provider).

Minimum expenditure basket (MEB): A minimum expenditure basket requires the identification and quantification of basic needs, items and services that can be monetized and are accessible in adequate quality through local markets and services. Items and services included in an MEB are those that households in a given context are likely to prioritize on a regular or seasonal basis. An MEB is inherently multisectoral and based on the average cost of the items composing the basket.

Modality: The form of assistance, such as cash transfer, vouchers, in-kind, service delivery or a combination of these.

Multipurpose Cash (MPC): Cash transfers (periodic or one-off) corresponding to the amount of money required to cover, fully or partially, a household's basic and/or recovery needs. The term refers to transfers designed to address multiple basic needs of the household, including the needs of children, which might include education needs.

Proxy means testing (PMT): Statistical analysis to identify household characteristics that correlate with poverty (defined as expenditure/consumption), then screening household characteristics against a formula which weights, or scores, these according to the strength of the relationship, generating a poverty score for each household.

Scorecard: Combining a range of indicators that are each assigned a score. Data on these indicators

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[1]   Definitions from UNICEF (2018) HCT Programmatic Guidance, incorporating definitions from the Cash Learning Partnership (www.cashlearning.org/). Definition for teacher incentives is from Snilstveit (2015).

can then be collected through household surveys to develop a cumulative score, which determines eligibility.

Sector-specific transfer: A transfer that is designed to achieve sector-specific objectives by: 1) restricting what the transfer can be spent on (e.g. using vouchers for scholastic materials or transport); 2) clearly communicating to recipients the programme objective and intended use of the cash (e.g. to cover education expenditures or to offset income from child labour; this is called 'labelling'); 3) or attaching conditions of certain actions required of recipients (e.g. attendance in school).

Self-targeting: This targeting mechanism relies on those within the affected population to actively come forward to join a programme or to apply to join. The implementing agency does not pro-actively identify households or individuals who fit the criteria.

Social protection: Actions carried out by the state or privately to address risk, vulnerability and chronic poverty. Social protection can include safety nets, social assistance/social transfers, labour market policies, social insurance and social services.

Targeting: The processes by which individuals, households or groups are identified and selected for assistance based on needs. It is a way to focus scarce resources on those within the population that would most benefit from support.

Targeting criteria: A list of individual or household level characteristics that is used to define who within the affected population is eligible to receive assistance. These characteristics should identify those who are most in need of assistance, according to the programme objectives.

Targeting error: Targeting can have inclusion and exclusion errors. Inclusion errors occur when people who should not be programme beneficiaries receive benefits. This is also known as leakage (i.e. programme benefits leak to those who are not eligible). Exclusion errors occur when people who should be enrolled in a programme are not. This is also known as under-coverage (i.e. the programme does not reach those that it should under the agreed targeting criteria).

Targeting mechanism or targeting method: The processes through which households and individuals that fit a programme's targeting criteria are identified. There are a range of different targeting mechanisms that can be used.

Teacher incentives: An intervention targeting teachers directly, providing payments to improve working conditions in schools and motivate attendance.

Vouchers: A paper token or e-voucher that can be exchanged for a set quantity or value of goods or services. Vouchers are a restricted transfer.

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About this Guidance

Education stakeholders increasingly recognize the role that cash and voucher assistance (CVA) can play in meeting education objectives in emergencies. To achieve better results for children in an efficient and effective way, and in line with global commitments, UNICEF is scaling up use of cash and voucher assistance across all sectors in the organization, including education. UNICEF has developed this targeting Guidance to support scaling up of CVA[2] in a way that maximizes outcomes for education in emergencies (EiE) responses, especially regarding the retention of girls in education.[3]

This is in recognition of the wider barriers to accessing and remaining in school that girls, particularly adolescent girls, face[4] and of the transformative power that education can have on the lives of girls, young women and, by extension, the wider population.[5]

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[2]   Various CVA modalities can be used to achieve education outcomes for children; these are detailed in UNICEF's Business Case on Using CVA for Education Outcomes in Emergencies.
[3]   This is aligned with the objectives of UNICEF's education strategy 2019 to improve equitable access to learning opportunities regardless of gender and UNICEF's Gender Action Plan to achieve gender parity in education and improve equitable outcomes for girls.
[4]   European Commission (2018), UNICEF (2016).
[5]   UNICEF (2015), UNESCO (2013).

What is targeting? In humanitarian assistance programmes, targeting is the process by which individuals, households and groups are identified and selected for assistance based on needs. It is a way to focus scarce resources on those within a population that would most benefit from support. *Targeting is one of the most critical elements in the design of a CVA programme as it influences the effectiveness of the programme in meeting its objectives.* CVA is targeted to the level of the individual (in this case, the child) or the household – in comparison to other types of EiE interventions in which assistance is targeted at the level of the school.

Who is the Guidance for? The primary users of this Guidance are education actors seeking to engage in, design and implement CVA to achieve outcomes in EiE responses.[6]
The tool's secondary users are cash and social protection specialists leading on multipurpose cash (MPC) or supporting education programme staff in designing CVA for education outcomes.

What does the Guidance do? The Guidance aims to equip education actors with advice and tools to undertake effective targeting of CVA for achieving outcomes in EiE responses. Targeting done well will contribute to creating high quality, consistent and accountable cash-based responses for education outcomes. This guidance provides practical advice and enables practitioners to think through the implications of targeting decisions

and balance the need for timely responses with the need for targeting those most in need. It aims to help minimize errors, while bearing in mind the realities and constraints of programming. Each section offers concise, practical guidance for education practitioners, illustrating salient points through programme examples, when relevant. The Guidance contains simple tools, tips and checklists of vital considerations to support decision-making.
This guidance should be used in conjunction with your organization's policies, guidance, procedures and tools on CVA programming and Accountability to Affected Populations.[7]

What is not included? Because other more general guidance on targeting for CVA programming exists, this Tool focuses on actions, considerations and analyses that are important specifically for education practitioners and with education outcomes in mind. It does not provide guidance on how to conduct needs assessments to obtain data informing selection of targeting criteria, but offers signposts indicating some best practices related to these wider aspects. Another useful reference is the Cash Learning Partnership's *Programme Quality Toolbox*.

SECTIONS OF THIS GUIDANCE

i. STEP 1: Select targeting criteria

ii. STEP 2: Select targeting mechanisms

iii. STEP 3: Implement geographical targeting

iv. STEP 4: Implement targeting mechanisms

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[6]   CVA can contribute to a range of EiE outcomes (UNICEF's Business Case on Using CVA for Education Outcomes in Emergencies).
[7]   Also refer to Accountability to Affected Populations: a handbook for UNICEF and partners, www.nutritioncluster.net/resource/ AAP_handbook_for_UNICEF_and_partners.

Select targeting criteria

Households and children will not be equally affected by shocks and crises. Aid agencies usually aim to maximize the best use of scarce resources by prioritizing the most vulnerable for inclusion in CVA programmes. The first step in targeting, therefore, is to choose targeting criteria that allow the programme to define who to prioritize for assistance and why.

Targeting criteria are a list of individual or household characteristics, or indicators, used to define who within an affected population is eligible to receive the assistance. These characteristics should identify those who are most vulnerable to negative effects of the crisis and who are most in need of assistance, according to the programme objectives. When the objective of CVA is to achieve education outcomes, criteria should identify those facing highest risk of educational exclusion.

Since CVA primarily overcomes economic barriers to accessing education, the characteristics for targeting criteria should be indicative of economic insecurity. In addition to direct economic indicators, such as household income, a range of other household characteristics can be used (see Box 1).

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BOX 1: Selecting targeting criteria for CVA

Characteristics

A household's or individual's vulnerability can be defined in various ways, according to their different characteristics, as listed below.

- *Socioeconomic status*: livelihood-related factors, such as income and assets at their disposal and capacity to use these.
- *Situational status*: displacement status, such as whether they are a refugee, IDP or resident.
- *Demographic categories*: defined population groups and demographic characteristics, such as age and gender.
- *Protection needs*: protection-related characteristics.

Benefits and limitations of the characteristics

While characteristics can be used as targeting criteria, practitioners should be aware that each has benefits and limitations, which will vary depending on context, as described below.

- Their robustness and accuracy (whether they are a good indicator for identifying the most vulnerable and economically insecure).
- Their relevance and acceptability to communities and authorities (whether they are well understood or risk exacerbating existing tensions and social divides).
- Their ease of measurement (whether it is a visible indicator or self-reported, whether new data will need to be collected or not, which targeting mechanisms will be used and the time and resources required)

Tool 1: Selecting targeting criteria provides guidance on the benefits and limitations of different types of criteria for achieving education outcomes and lists typical indicators that can be used.

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Selecting criteria for education outcomes: tips for success

Make use of a range of data sources. While the selection of targeting criteria takes place at the programme level, the data sources used to inform this selection do not have to be generated at the level of the programme. Rather, selection can be based on data generated at sector and inter-sector levels, as described below.

i. *Engage in joint multi-sectoral vulnerability assessments.* Ideally, selection of criteria to be used in a CVA programme should be based on an analysis of robust household level vulnerability data, however assessments can be complex and costly to implement. Rather than implementing assessments directly at the level of individual programmes, education practitioners can engage strategically, at sector level, to participate in multi-sectoral socioeconomic vulnerability assessments. This can enable more efficient and powerful analyses, while leveraging the expertise of clusters and actors with specialized skill sets. When engaging in multi-sectoral vulnerability assessments, ensure that education expenses are factored into Minimum Expenditure Basket calculations and the setting of MPC transfer values.

In Iraq, the education cluster, along with several other clusters, commissioned REACH to lead a detailed household needs and vulnerability assessment in displaced and host communities. To inform selection of targeting criteria, the assessment identified key characteristics of households commonly associated with having low and/or temporary forms of income or being economically inactive.

(REACH and UNICEF Iraq, 2016)

ii. *Make use of available secondary data sources, including education data and other sources.* When there are constraints to data collection (lack of time, resources or access), education actors can make use of existing secondary data that highlight a risk of education exclusion. Education clusters and other coordination bodies are increasingly managing secondary data tools

for Humanitarian Response Plans, needs assessments, etc. Education actors can also use findings from vulnerability analyses completed by cash actors in other sectors. Criteria selected to inform targeting of other CVA programmes, although perhaps not directly related to education, nevertheless may identify households struggling to cover their basic financial needs and, by extension, struggling to cover costs of accessing education. These sources should be verified, and ideally triangulated, to reduce the risk of biased or non-representative findings.

In Nigeria, a previous study by UNESCO and UNICEF on out-of-school children was used to inform the selection of targeting criteria for UNICEF's Girls Education Programme.

(UNICEF Nigeria)

In its Emergency Cash Transfer programme in Iraq, UNICEF undertook regression analysis of existing household data to identify demographic characteristics that were correlated with monetary poverty and risks of dropping out. In contrast, for its cash for education programme in Mosul, UNICEF took the vulnerability criteria used by UNHCR for targeting multi-purpose cash transfers and led a qualitative analysis with the Cash Working Group and the NGO cash consortium to decide which of these indicators were most useful for identifying households for education interventions.

(UNICEF Iraq)

In Somalia, World Vision's integrated Education, WASH and Food Security programme targeted households affected by drought with school-aged children. Food insecurity was used as a proxy indicator for experiencing deprivations across sectors.

(Cristescu (2018); WVI Somalia)

iii. *Use professional judgement.* Where access to household level data, and/or expertise for statistical analysis of relationships between variables is lacking, criteria can be selected based on professional judgement and prior experience of key informants and qualitative analysis of the context. This should be informed by consultation with multiple stakeholders to reach consensus and reduce risk of bias.

For the ECHO-funded cash for education programme for refugees in Uganda, the decision to target new arrivals was not based on a mapping of economic vulnerability in the refugee population, rather it was based on ECHO's prior global experience that this group tends to be among the most economically insecure.

(ECHO Uganda)

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Use a mix of targeting criteria. Relying too much on one type of criteria can result in inclusion and exclusion errors. Cash for education programmes commonly combine a variety of targeting criteria to fill gaps and exclude fewer vulnerable cases from assistance.

For cash for education programmes, harmonization of targeting criteria and coordination of geographical targeting with other cash for education programmes is important and needs to be improved to reduce duplication and fill gaps. This can be supported by developing guidance at cluster level.

In Egypt, Plan International's cash for education programme for Syrian refugees and children in host communities used a range of targeting criteria to inform selection. These were:

- households classified as extremely or highly vulnerable according to UNHCR's assessment of their ability to cover the minimum expenditure basket;
- households headed by single women;
- households with unaccompanied, separated or orphaned children;
- households with out-of-school children of school-going age and/or children engaged in child labour;
- households where members have a disability or a chronic disease; and
- households considered economically-deprived, according to the number of employed members, existence of debts, size of rent and type of housing.

(Plan International)

In the drought response in Somalia, 'household size' and 'number of children' are often included as criteria in MPC targeting, ensuring the programme is reaching households with school aged children. However, since the overarching priority in the response is to address malnutrition, child-specific targeting criteria tend to prioritize younger children (especially those under two years) rather than school-aged children.

Cash Working Group Somalia

When targeting teacher incentives in South Sudan, UNICEF and ECHO harmonized targeting criteria across their programmes to ensure achievement of a consistent pupil - teacher ratio according to national guidelines.

UNICEF South Sudan

Coordinate for best results. Joint targeting design decisions among actors and clusters involved in or leading multi-purpose cash (MPC) programming, including education actors, is essential. The objective of an MPC programme is to meet the basic needs of the most economically insecure households in the population. This broad objective does not necessarily align the programme with households that have children of school going age. Ensuring the inclusion of such households in the programme is a prerequisite to achieving education outcomes in an MPC. It requires that an intentional link is made in the targeting design to maximize consideration of child-specific vulnerability in the selection. Useful criteria to include are:
- households with children of school age (including adolescents);
- age and gender of children;
- number of children;
- household size/dependency ratio; and
- specific vulnerable groups (e.g. children in shared accommodation).

Incorporate protection in targeting. It is important to consult protection colleagues for the contextualization of protection-related vulnerabilities and any proposed protection-related targeting criteria.

Targeting Guidance

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STEP 2

Select targeting mechanisms

The next stage of targeting is to define the targeting mechanisms, or methods, which can be defined as "the process through which households and individuals that fit the programme's targeting criteria are identified."

Education actors can make use of a range of targeting mechanisms. Some, such as community-based targeting and self-targeting, have been commonplace in wider CVA programmes. As humanitarian crises evolve – such as becoming increasingly urbanized and protracted in nature – so must emerge new ways of working on CVA and new ways to target. For example, Proxy Means Testing, commonplace in long-term development programmes, has been used to target humanitarian assistance in several protracted crises.

The trend to link humanitarian CVA to national social protection schemes is increasing the adoption of so called 'administrative targeting,' in which existing beneficiary lists and social registers are used to identify households for assistance. Efforts to improve harmonization of CVA programmes and generate efficiencies mean it is becoming common to make use of existing registries and beneficiary lists of other aid agencies. In the case of cash for education, another readily available administrative list is school enrolment registers. Finally, in programmes in urban areas, referrals

from community-based organizations that provide services for vulnerable groups, so called 'institutional targeting,' are also being leveraged as a way to identify isolated, hard to reach and extremely vulnerable cases.

No mechanism is perfect: each has benefits and limitations and all will generate errors of inclusion and exclusion.[8] Box 2 lists possible targeting mechanisms and considerations for their use for education.

Tool 2: Selection of targeting mechanisms provides more detail on the respective benefits and limitations to bear in mind for EiE programming, as well as examples of their application by education practitioners.

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[8]   *Inclusion errors occur when people who should not be programme beneficiaries receive benefits. This is also known as leakage (i.e. programme benefits leak to those who are not eligible). Exclusion errors occur when people who should be enrolled in a programme are not. This is also known as under-coverage (i.e. the programme does not reach those that it should under the agreed targeting criteria).*

BOX 2: Possible targeting mechanisms and considerations for selection

TARGETING MECHANISM	CONSIDERATIONS FOR USE BY EDUCATION ACTORS
Geographical targeting Prioritizing assistance to particular locations and/or to schools in these locations.	• Where vulnerability varies by location, this focuses resources on areas/schools where the financial barriers to accessing education are greatest (for example, those with lowest attendance rates). • Excludes vulnerable children living elsewhere. This can be addressed through area-based coordination with other education actors providing CVA. • Uses some data already available to education actors (school attendance). • The geographical targeting of MPC can be defined by indicators that are not education-specific, which may reduce alignment of the programme with those areas with the greatest barriers to education access. • The main mechanism for targeting teacher incentives.
Administrative targeting Beneficiaries are selected from an existing administrative list (e.g. school enrolment list, list of social protection scheme beneficiaries, beneficiary list from another CVA programme, list of registered displaced households, households listed in a national social registry).	• Makes use of readily available data, some of which is already accessed by education actors (e.g. enrolment lists). • Need to consider whether the data fields match your education targeting criteria (e.g. school enrolment list alone does not inform about those at risk of dropping out). Can be addressed by following up with household interviews to apply any missing criteria. • Excludes those not on the list which maybe some of the most vulnerable (e.g. school enrolment lists do not include OOSC).
Community-based targeting Eligible beneficiaries are identified by the community.	• Builds on and can help strengthen existing education-related committees. • Parent Teacher Association (PTA) and school management committee members have detailed knowledge of which children are vulnerable. • Community structures can reinforce existing inequalities, excluding marginalized groups (refugees; lower castes; ethnic minorities). Can be addressed through education committees that include diverse groups and children.
Institutional targeting Vulnerable children or households are identified and referred by an institution – e.g. school, protection service provider.	• Benefits from the institution's knowledge of the population group, and their social capital within the community. • School staff (and protection service providers) must have sufficient capacity and must be committed to investing the time required.

TARGETING MECHANISM	CONSIDERATIONS FOR USE BY EDUCATION ACTORS
Proxy means testing (PMT) Statistical analysis to identify household characteristics that correlate with poverty (defined as expenditure/ consumption). Then screening household characteristics against a formula which weights, or scores, these according to the strength of the relationship, generating a poverty score for each household.	• Education actors work with other CVA actors and employ joint targeting approaches, which can spread costs and make investments more worthwhile. • Education actors make use of results of a pre-existing PMT administered by other cash actors which can be a quick and efficient way to generate a list of economically insecure households, for further screening. • Requires specialist expertise in statistical analysis – expertise outside of education actors.
Scorecard Combining a range of indicators that are each assigned a score. Data on these indicators then collected through a household survey to develop a cumulative score, which determines eligibility.	• A more pragmatic, applicable and lower cost solution than the PMT, aligned with the capacities and expertise of education teams. • Risk of exclusion of vulnerable groups most in need of education support. Can be addressed by combining with institutional referrals (protection service providers).
Self-targeting The implementing agency does not pro-actively identify households or individuals who fit the criteria. The mechanism relies on those within the affected population to actively come forward to join a programme, or to apply to join.	• Used on longer term social protection style interventions, also useful in rapid onset emergencies for targeting cash for work programmes linked to school rehabilitation. • On social protection schemes there can be risk of poor uptake/exclusion errors if there is low awareness of the social protection scheme in the target population or barriers to making an application. Can be addressed with investments in communication and outreach support.

Education practitioners should consider the trade-offs and how these will manifest in the given context, in terms of, for example, the cost and the resources required to implement the mechanism, the data and capacity requirements, speed, feasibility, accuracy and transparency. The checklist in Box 3 can be used to guide decision-making.

BOX 3: Checklist for informing selection of targeting mechanisms

FACTORS TO CONSIDER IN YOUR DECISION	
Targeting criteria	What are the targeting criteria you plan to use? Are these easy to collect data on through the mechanism?
Accuracy	What is the probability that the mechanism will exclude those who fit the targeting criteria or include those who do not fit the criteria?
Timeliness	How quickly can households or children be identified through the mechanism? Will it be timely enough to enable children to access education according to the school calendar?
Resources required	How complex is the mechanism to implement? What is required in terms of data, staff numbers, expertise and logistical support to identify beneficiaries using the mechanism? Is it 'worth the effort' considering the programme duration and scale?
Risk of harm	Will the mechanism put certain targeted households or children at risk?
Security and access	Are there security concerns that can restrict mobility of targeted groups or access issues for implementers and how will these affect implementation of the mechanism?
Replicability	How often will it be necessary to replicate targeting exercises and how easy will this be through the mechanism?
Accountability	How easy is it to explain the mechanism to communities and will they perceive targeting to be fair?
Modality	Can the mechanism work well for targeting your chosen assistance: MPC versus sector-specific?
Inclusion of most vulnerable	What is the potential for the mechanism to ensure identification of out-of-school children and other highly vulnerable groups?
Coordination	Using this mechanism, how easy will it be to coordinate targeting of this CVA with targeting of CVA being provided by other cash actors?

Given the scale of need and the limitations of each targeting mechanism, education actors should use more than one targeting mechanism in combination so as to reduce errors, ensure gaps are filled and maximize best use of resources.[9]

In Uganda, NGOs implementing an MPC programme for newly-arrived refugees apply several targeting mechanisms. These are:
- geographical targeting – focuses the programme on specific settlement zones where new arrivals live;
- administrative targeting – within these areas, data from UNHCR's reception centres are used to identify households with specific vulnerabilities for further screening (households with children, disabilities, female headed households, etc.);
- institutional targeting – NGOs managing protection referrals also identify potentially eligible cases; and
- score card – households are visited and surveyed to understand more about their socioeconomic and protection-related vulnerability.

(Danish Refugee Council, Uganda)

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9   Highlighted, for example, in Mohiddin and Smith (2016), Patel et al. (2016) and UNHCR (2017).

Implement geographical targeting

In almost all contexts, geographical targeting is an essential first 'layer' of targeting for education actors. Implementing geographical targeting defines the zone of the intervention to focus on particular schools or particular districts and communities.[10] This will help the programme focus resources on areas (and thus children) with greatest need and coordinate with other interventions implemented as part of the sector-wide response to avoid duplication and gaps. Geographical targeting is generally undertaken at the sector level and, increasingly, inter-sectorally. It precedes implementation of other targeting mechanisms that identify specific households and children.

In the case of teacher incentives, geographical targeting is generally the only layer of targeting that is implemented as evidence shows it is best to blanket target incentives to all staff working in an institution.[11]

Education actors can use a range of indicators to inform selection of the geographical zone of intervention. **Tool 3: Geographic targeting** lists the types of indicators that can be considered and why, along with examples of potential data sources.

Geographic targeting for education outcomes: tips for success

Use indicators that highlight locations where households with children face high economic barriers to accessing school. Of course, the selection of these must be contextualized. For example, often locations with high levels of poverty incidence will be useful to identify those children facing financial barriers to education, however in some contexts where children travel long distances to school, distance from school may be a more important indictor than poverty.

Consider indicators of education service capacity. Education outcomes from CVA are contingent on education services being available and having capacity to accommodate the level of demand generated by the cash. These indicators are already used by education actors for geographical targeting of supply-side education interventions. *However, the way that these are used to inform targeting of CVA interventions is different*. Education supply side

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interventions will logically prioritize those areas where services need strengthening. It is therefore important for sector-specific cash-for-education programmes to be integrated into education programmes when possible, so that geographical targeting is planned in a coherent way.

Inform decision-making by practical considerations. For instance, avoid overlapping with interventions of other actors; work in areas in which agencies have a presence and opportunity to build on previous relationships with schools and communities; and consider the wider strategic priorities of agencies, government and donors.

Geographical vulnerability indicators should be carefully contextualized to ensure they are accurately interpreted for effective decisions on targeting CVA. For example, high out-of-school children numbers/low rate of attendance in a district could be due to higher financial barriers in these locations, but could also be caused by other non-financial barriers such as a lack of availability or capacity of education services or attitudinal barriers to education.[12]

Ideally use several indicators. Using several indicators will help build a more accurate analysis of overall vulnerability. For example, since poor attendance can be caused by a range of factors, not only economic insecurity, triangulating data on enrolment and attendance with data on service capacity and poverty incidence can build confidence as to whether attendance indicates an economic barrier to accessing education or if there are other barriers at play.

After identifying locations, identify schools. With a cash-for-education programme, once districts or settlements of interest have been identified, specific schools can be identified and the zone of intervention can hinge on these. For instance, concentration can be placed on schools with the poorest education indicators or those that have the capacity to absorb out-of-school children.

Geographical targeting of UNICEF's Emergency Cash Transfer programme in Iraq started with schools participating in UNICEF's School Based Management programme.

(Cristescu, 2018)

In Mali, the entire region of Timbuktu faced huge needs for cash for education. Plan International prioritized limited resources to those districts where it already had a presence and avoided districts where other education actors were working.

(Plan International)

In Nigeria, for a girls' education programme, UNICEF selected schools with the highest incidence of out-of-school girls. The catchment areas of these were used to define the zone of intervention for the cash transfer.

(UNICEF Nigeria)

In Somalia, the Intersos cash for education programme for IDPs selected two neighbourhoods to work in, based on the IDP population size and food insecurity indicators. They partnered with schools in these neighbourhoods that could absorb more students. The catchment for the programme in the selected settlements was arranged around these schools.

(Intersos Somalia)

As part of a drought response in Somalia, clusters came together to undertake a multi-cluster needs assessment. Several indicators were used to map multi-sectoral vulnerability and identify priority locations for the response. Indicators included school enrolment and attendance, food insecurity, coping strategies and sickness in the household. Geographical targeting of MPC focused on those districts and localities with highest food insecurity and highest IDP populations.

(Cash Working Group Somalia and Somalia Education Cluster)

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[12]   For guidance on the causes of children dropping out of school and barriers to education, including types of financial barriers to education such as hidden costs, see the complementary UNICEF EiE CVA Response Analysis Tool.

STEP 4

Implement targeting mechanisms

For cash and voucher assistance programmes aimed at achieving outcomes for EiE, education actors can follow either a school-centred approach or a community-centred approach, or a combination of both, to implement targeting.

Each approach can make use of a range of targeting mechanisms. Box 4 outlines the main features of these approaches and considerations for implementation.

BOX 4: School-centred and community-centred approaches to targeting for CVA

	SCHOOL-CENTRED APPROACH	COMMUNITY-CENTRED APPROACH
What the approach looks like	The school is the starting point for identifying and screening potentially eligible cases. Can mean using school administrative data, using the school to communicate with caregivers about targeting, involving school staff in the selection process and/or using the school as a location to congregate households for screening.	The community is the starting point for identifying and screening potentially eligible cases. Uses targeting mechanisms that reach out into communities and household visits to inform caregivers and identify potentially eligible cases.
Which children will this approach be useful for identifying?	• Good at identifying children already enrolled in and at risk of dropping out of school. • Less useful at identifying out-of-school children (unless they have recently dropped out and thus are still on the enrolment register).	• Can be used to identify both out-of-school children and those at risk of dropping out. • Also useful for identifying vulnerable protection cases and less visible groups (child labour, etc).

	SCHOOL-CENTRED APPROACH	COMMUNITY-CENTRED APPROACH
Used for targeting which CVA modalities?[12]	• Useful for targeting sector-specific 'cash-for-education.' • To date, the school has not been the starting point for targeting MPC programmes for basic needs. • Also used for targeting teacher incentives.	• Can be used for targeting MPC and sector-specific cash programmes.
Advantages	• Aligns with how education practitioners are used to working (i.e. through schools). • Can build synergies with the 'safe schools' approach, where implemented. • Puts school at the centre, in line with the school hub concept. • Educators are familiar with family contexts. • Reliance on available data, knowledge and relationships can speed up and reduce cost of targeting.	• Enables targeting linked to social protection systems. • Enables outreach into communities to find the most vulnerable. • Can engage other community-based organizations and stakeholders that are familiar with family contexts. • Can benefit from effective engagement of protection colleagues and partners. • May be a better option when support needs to be tightly targeted.
Other considerations	• Children within a household may attend different schools. • Need to think carefully about how broad-based any targeting should be, as other types of assistance that are provided through the school (feeding, education kits) tend to cover all children. CVA is slightly different, as this assistance is not being 'distributed' at the school, however there could still be a risk of creating tensions. • Involving school staff in targeting could contribute to risks such as targeting bias, corruption, safeguarding risks or taking time away from teaching activities. • Can lead to exclusion error if not accompanied with other mechanisms that capture out-of-school children. • Need to have confidence in the accuracy of any data provided. • Will exclude children in non-formal education (unless these centres are also engaged as a partner).	• Need to train enumerators very well. • Outreach and house to house targeting can be labour intensive and time consuming. This can limit the size of area that is possible to cover. • When targeting MPC, community-centred approaches should be aligned with school catchment areas, where possible, to maximize potential for achieving education outcomes. • A lack of links with specific schools can make it more challenging to develop integrated programmes, unless there is good coordination with district education authorities. • Challenging in urban/high population density areas where populations in need are more difficult to find and where it is not possible to visit all households in a district. This requires engagement of knowledgeable community interlocuters and a focus on specific neighbourhoods.

[13]   See Glossary for details on these different modalities (sector-specific transfer, MPC, teacher incentives).

	SCHOOL-CENTRED APPROACH	COMMUNITY-CENTRED APPROACH
Targeting mechanisms that fit this approach	• Institutional targeting (teachers identify vulnerable children). • Administrative targeting (school provides enrolment list). • Self-targeting (school communicates about the programme to pupils/caregivers, and/or is the hub where applicants congregate to lodge application/ undergo screening). • Community-based targeting (school management or community education committees involved in selection).	• Institutional targeting (protection services identify and refer vulnerable cases). • Administrative targeting (e.g. social protection scheme list, other CVA programme beneficiary list, national social register, register of refugees). • Self-targeting (caregivers actively 'apply' for assistance – such as with a social protection programme). • Community based targeting (e.g. through camp committees, religious leaders, local authorities). • Proxy Means Test/scorecard (house-to-house visits and survey).

In practice, school-centred and community-centred targeting approaches can be combined. Norwegian Refugee Council's cash for education programme in Iraq conducted its first phase of targeting through schools. UNHCR provided a list of students enrolled and the schools provided information on which of these students lived furthest from school and which had poor attendance. Then the caregivers of these children were visited at household level by the Muktar, who reported on their household situation.

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Effective targeting mechanisms for education outcomes: tips for success

This section highlights some key considerations to bear in mind for implementing effective targeting of CVA to achieve EiE outcomes for children.

As explained in the introduction to this guidance, a core objective for UNICEF is to maximize *retention of girls in education.* This is in recognition of the wider barriers to accessing and remaining in school that girls, particularly adolescent girls, face and the transformative power that education can have on the lives of girls, young women and by extension the wider population. The emerging evidence base is showing that CVA can be an effective tool that education actors can use to achieve EiE outcomes for girls and to overcome gender disparities in education access.[14] Several of the sub-sections here provide additional, specific considerations to bear in mind in targeting to maximize EiE outcomes for girls.[15] in practice a contextual gendered approach must always be taken. In some contexts, boys can be equally, or more, vulnerable to specific educational barriers, with child labour becoming a prominent concern.

Ensure harmonized targeting of CVA with interventions that address wider barriers to children accessing education. In many countries, there will be multiple drivers underlying why children affected by emergencies are out of school, beside economic insecurity. These will not be the same for all children and careful analysis and disaggregation is required to identify how drivers and barriers vary for critical demographic groups. Any CVA targeting households and children for EiE outcomes must be designed with these wider demand- and supply-side barriers in mind to be confident that children/households will also benefit from activities designed to overcome the wider barriers. For example, this could be through integrating CVA into wider education and education-protection programmes or integration into wider WASH or nutrition-related activities, when context demands this. In the case of MPC, it can be achieved through coordination with the education and child protection clusters.

Implications for effective targeting of girls. Some barriers to education, such as limits to classroom size, lack of teaching materials, concerns about quality of education, or protection risks due to presence of armed groups, will affect all children. Other barriers can apply more to girls than boys (while in some contexts, of course, the reverse is true). It is therefore important to apply a gender lens to barrier analysis. Typical barriers facing girls, and ways to address these alongside CVA, are shown in Box 5.

Several barriers listed in Box 5 require a medium- to long-term engagement to overcome. Barriers may also be possible to address in rapid onset and other emergencies contexts where the emergency acts as an entry point to longer-term programming to address underlying structural issues (disaster recovery and ' building back better' or programming 'across the nexus') and where donors commit to longer-term transitional approaches.

UNHCR Pakistan's CVA programme for girl refugees in secondary school had to be sensitive to cultural constraints placed on girls. This was addressed by targeting specific supply-side interventions in schools within the CVA zone of intervention:

- separate girls-only classrooms with female teachers;
- separate latrine facilities for girls; and
- ensuring secondary schools located within two kilometres of refugee villages to allows girls to walk to school.
- These supply-side investments, combined with the financial reward for school attendance, encouraged families to allow their daughters to stay in school.

(UNHCR, 2017)

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[14]   Evidence from a growing number of experiences of using CVA for EiE outcomes shows that cash is effective at covering the costs associated with attending school, can effectively support continued attendance, reduces risks of dropout for both girls and boys and contributes to a decrease in child labour for girls and boys. Emerging evidence suggests that when designed as part of an integrated and longer-term education programme, CVA can also help to reduce wider sociocultural barriers to girls' education in crisis contexts. (UNICEF's Business Case for the use of cash for education in emergencies offers more details.)

[15]   It is noted that besides girls, other groups of children that can also face greater barriers to accessing education include children with disabilities, displaced children/refugees and those from ethnic minorities.

BOX 5: Aligning targeting of wider education and protection interventions to achieve EiE outcomes for girls

BARRIERS TO CONSIDER		POSSIBLE TARGETED INTERVENTIONS	EXAMPLES FROM EXPERIENCE
Are socio-cultural factors a barrier to girls' education?	Are there negative attitudes to education of girls in the community? Do cultural practices such as early marriage/female-genital mutilation lead to drop out? Does stigma to early pregnancy lead to girls being pulled out of/excluded from school?	• Behaviour change communication targeting caregivers of CVA recipients. • Engaging influential local opinion leaders in the zone of intervention to champion girls' education. • Advocacy to education service providers. • Provide support services to schools to support pregnant girls and mothers in education.	*In Nigeria*, UNICEF's Girls' Education Programme included a community sensitization campaign alongside CVA, engaging influential community leaders to change attitudes of caregivers towards girls' education.
Is the school environment girl friendly?	What is the ratio of male to female teachers? Are there separate latrines for girls? Are there facilities for ensuring menstrual hygiene?	• Ensure sanitary kits are prioritized by school management committees of targeted schools/provide in kind distribution. • Recruit and mentor female teachers for schools in the target area. • Establish adolescent spaces and girls' clubs in target schools.	*UNICEF Iraq*'s Emergency Cash Transfer targeted schools involved in the School Based Management programme. These schools developed school improvement plans using grants to implement activities to improve facilities.
Are there specific protection risks facing girls?	Are there risks of sexual- and gender-based violence en route to or at school?	• Provide sex education for girls and boys in targeted schools. • Protection programming in schools (including teacher training, code of conducts and safeguarding). • Support home-based learning.	In the *Rohingya crisis in Myanmar*, displaced adolescent girls faced greater barriers to accessing education due to cultural restrictions on their movement. Plan International's needs assessment identified the need for supporting home-based learning for this group. (Joint Education and Child Protection Sub-Sector Needs Assessment, 2017)

Ensure strong communication with communities on targeting. Experience demonstrates the importance of strong engagement with and sensitization of communities to ensure Accountability to Affected Populations and avoid the risk that targeting contributes to social tensions.[16] Evidence from CVA globally shows that communities are more accepting of targeting when they understand the criteria being used for selection and consider these to be fair.

Targeting based on intangible/less visible criteria, especially when collated using complex formulae, generally contributes to a lack of understanding, frustration and challenges.[17] Where economic vulnerability criteria are being used, it is important that investment is made to explain these and validate these with communities. On the other hand, communities tend to be more accepting of targeting based on clear categorical demographic criteria, which are visible and are commonly in line with communities' own notions of vulnerability and need.

Implications for effective targeting of girls. Gender is a clear and visible criterion that communities may accept. However, where poverty is widespread and caregivers struggle to send boys to school, this may also be hard to understand and lead to envy and frustration. If girls are to be targeted exclusively, strong community sensitization is needed about the reasons why this is essential.

Evaluation of Plan International's cash for education programme in Egypt found 77 percent of beneficiaries understood the beneficiary selection process. However, 23 percent did not understand the criteria used, or the process for selection, and felt that targeting was unfair.

(Alam, 2019)

In Uganda, targeting of an MPC programme for refugees included consultation with community structures to validate the vulnerability criteria to be used and ensure they aligned with the communities' own understanding of vulnerability.

(Danish Refugee Council Uganda, 2019)

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[16]   Global Education Cluster (2018); Smith (2019).
[17]   These issues are documented in Smith and Mohiddin (2016), Patel et al. (2016) and Smith (2019) and are main findings of Ground Truth Solution's research into beneficiary perspectives of humanitarian aid. See CALP (forthcoming) for a summary.

Use complaints and feedback mechanism to inform targeting design. Processes that seek feedback from communities are essential for CVA programmes to help improve Accountability to Affected Populations, build evidence on the efficiency and effectiveness of the targeting design, identify and address targeting errors and protection risks and negative effects of the targeting process. This can be achieved through undertaking post-distribution monitoring activities at household level and through setting up complaint and feedback mechanisms.

> In Turkey, to implement the Conditional Cash Transfer for Education for refugee initiative, UNICEF made use of a call centre that had been set up under a multi-purpose cash programme run by the World Food Programme and the Turkish Red Crescent.
>
> (Smith, 2017b)

Complaints and feedback mechanisms should ideally include more than one communication channel to maximize their accessibility. Rather than set up community channels directly, some education programmes have made use of a Complaints and feedback mechanism 'hotline' established for MPC programmes for basic needs. To identify protection risks facing children, there should be a feedback channel that is accessible for children and caregivers. In cash for education programmes, practitioners should build on existing school-based mechanisms to ensure there is an accessible complaint and feedback channel for children inside the school.

Implications for effective targeting of girls. School-based complaint and feedback mechanisms should include a communication channel staffed outside of the school for children, and especially girls, to be able to safely report any incidence of school-related violence, including sexual- and gender-based violence.

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For best results, coordinate across sectors and agencies. Targeting CVA for education outcomes requires coordination between education actors and a range of other humanitarian agencies and clusters. If more than one cash for education programme is being implemented in an area, coordination of geographical targeting between programmes is important to improve accountability to the affected populations, reduce duplication and fill gaps. This can be supported by developing guidance at cluster level.

Analyse and mitigate risks associated with targeting. As with targeting of any assistance, there can be risks in the targeting of CVA for education outcomes. Most of these risks are not specific to cash modalities and they can be effectively mitigated when anticipated and addressed through risk analysis. Targeting should be based on a clear analysis of the likely risk and their impacts. **Tool 4: Guiding Risk Analysis** identifies the main risks of which to be aware, potential mitigating measures and examples from experience. Protection risks for children, especially girls, are highlighted.

> To target for its cash for education programme in Mosul, Iraq, UNICEF used UNHCR's MPC programme beneficiary list. This was a good approach as it avoided duplication of effort, reduced UNICEF's costs and ensured that communities had a consistent understanding of eligibility for assistance across the humanitarian response.
>
> ***
>
> In contrast, for its cash for education programme for refugees in Lebanon, UNICEF made the decision not to use the same system that UNHCR used for targeting MPC assistance due to concerns about the accuracy of the proxy means test method in identifying specific child-sensitive vulnerabilities and the exclusion of non-registered refugees.
>
> (Smith, 2017b)

> In Turkey, the Conditional Cash Transfer for Education initiative for Turkish children provides larger transfers for older children and for girls, acknowledging that in Turkey adolescents, and especially girls, face greater barriers to education.
>
> (UNICEF Turkey, 2019)

> In Uganda, under the ECHO-funded cash for education programme for refugees, NGOs monitor outcomes disaggregated by gender and age. This data will inform future discussions on whether to target older children with larger transfers to overcome the opportunity costs that households incur when sending adolescents to school.
>
> (Save the Children Uganda)

Education actors are increasingly coordinating targeting of cash for education programmes with the targeting of large scale MPC programmes for basic needs to avoid risks of overlaps and gaps. When an MPC programme provides good coverage of the population in need, and if education actors are confident that their targeting has successfully included the most vulnerable households with children, education actors can make use of the MPC programme's beneficiary lists and provide cash for education to those beneficiary households that have school-aged children. They can also use the household data collected by the MPC programme and apply further education-specific targeting criteria. It may be necessary for education actors to still have an additional targeting mechanism that identifies households with children that are excluded from the MPC and to fill gaps.

Implications for effective targeting of girls. In contexts in which indicators for education enrolment, attendance and retention are lower for girls than boys, it is common to focus CVA programme objectives on reducing this gender disparity. However, this does not necessarily mean that a CVA programme should exclusively target girls. Targeting only girls can lead to unintended negative impacts and protection risks for boys. To avoid these risks, it may be better to include both boys and girls in the programme – especially where economic insecurity is widespread, and boys also face economic barriers. Such assistance can also be differentially targeted according to the gender of the child (and the age of child), to provide larger value of assistance to children that face greater barriers to accessing education – though it is always important to be mindful of potential risks, as highlighted in Tool 4.

Key considerations for targeting when linking with social protection systems. Linking CVA with government social protection programmes and systems can serve as a platform for efficiently delivering humanitarian CVA for education outcomes through 'shock responsive social protection,' while also contributing to building nationally-owned solutions and providing a coherent response 'across the nexus'.[18] Experience has informed several key considerations, as described below, to bear in mind in the design and implementation of targeting when linked to social protection systems.

- *What is the level of inclusion of the target group of interest?* Achieving education outcomes from expansion of an existing social protection programme requires that: i) the programme is implemented in those geographical areas affected by the emergency; and ii) the programme uses targeting criteria that capture households with out-of-school children and those at risk of dropping out. Some social protection schemes are specifically designed to achieve education outcomes and explicitly target children of school going age. However, programmes targeting based on poverty or other demographic groups (e.g. elderly) can still ensure a high degree of overlap with poor households with school-aged children.

- *Do targeting mechanisms in national social protection programmes have sufficient capacity to expand to reach new households with children?* A social protection programme's targeting processes can be used to identify additional households and children for assistance. In this case the institutions involved in targeting must have the capacity to undertake timely and accurate identification of a new caseload following a crisis. Where bottlenecks exist, education actors can look at ways to build these capacities. In crisis prone countries, identifying capacities that need to be strengthened can be done as part of emergency preparedness.

- *Is there a need to modify targeting processes to ensure effective and timely inclusion of households affected by the emergency?* Targeting processes of some social transfer programmes can be bureaucratic and time consuming and may create barriers to some vulnerable families being included. In some contexts, these may be relaxed, or modified, following an emergency, which can overcome these constraints. For example, the document requirements to prove eligibility or the requirement for a home visit for verification purposes might be waived to reduce the burden on institutions managing targeting and speed up the targeting process. In other cases, targeting mechanisms may have been modified to incorporate community outreach to increase accessibility for isolated and vulnerable households. When the aim is to use social protection processes to target a new group (for example, refugees), these processes may need to be adapted to the needs and constraints of this new population group.

- *Will it be possible to access administrative data?* Making use of existing social protection programme beneficiary lists or household records in national social registries can speed up targeting of CVA in emergencies, provided the data can be easily accessed by education and other humanitarian cash actors. Education practitioners must consider data protection rules governing national social protection data and whether beneficiary lists and household data from social registries can be shared by the government. Where rules are strict, partnerships with government agencies can be a way to overcome these problems.

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[18]   *Cristescu (2018).*

REMEMBER:

- Targeting is not perfect: all criteria and mechanisms will generate errors of inclusion and exclusion.

- There is no single 'best way' to target CVA for education outcomes, and all options presented in this guidance have their limitations.

- Targeting decisions must be based on practical considerations of the context — on the realities of funding, on capacities and time available, the availability and quality of data and access constraints.

- Targeting criteria, mechanisms and selection decisions should be regularly reassessed to account for new information (from monitoring, complaint and feedback mechanisms and other contextual information) to maximize effectiveness and minimize errors.

- For best results, targeting of CVA should be closely coordinated with targeting of other assistance effectively overcoming barriers to achieving EiE outcomes.

- Do what is 'good enough': select the criteria and mechanisms that allow for the rationing and prioritization of assistance to meet needs as quickly, fairly and transparently as possible. This means striking a balance between accuracy, timeliness and cost, while acknowledging limitations and seeking to mitigate risks, when possible.

- Incorporate mixed methods: combine criteria and mechanisms to reduce errors and further prioritize resources.

- In almost all contexts, geographical targeting will be an essential first 'layer' of targeting, to prioritize resources to particular areas, combined with other mechanisms.

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Tool 1
Selection of targeting criteria

Indicators commonly used in EIE programmes are highlighted in **red**.

	WHY USE WHEN TARGETING FOR EDUCATION OUTCOMES	CONSIDERATIONS FOR USE	TYPES OF INDICATORS	CONSIDERATIONS FOR USE	EXAMPLES IN PRACTICE
TYPE OF CRITERIA **Socio-economic criteria**	Economic insecurity is a feature of vulnerability affecting access to education and attainment of other basic needs.	Requires analytical expertise and good understanding of context to develop appropriate indicators and timeframes of reference. Proxies can be easier to measure than income and expenditure and are often - but not always - good predictors of economic vulnerability. Many of these require collection of detailed household data (time consuming - less useful in rapid onset). Some in **BOLD** can be collected through the school. Many are self-reported indicators, which people can misrepresent, under-report or find difficult to estimate - ideally requiring triangulation.	**Income:** • Weekly/monthly income • Source of employment/ livelihoods • Number of livelihood sources • Regularity / predictability of work **Expenditure:** • Household weekly/monthly expenditure compared to the Minimum Expenditure Basket (MEB). • % of overall expenditure for food • % of expenditure for rent • Household reports inability to meet education needs. **Consumption:** • Food consumption score **Other proxy indicators:** • Out-of-school children • **At risk of dropping out** • Distance to school • Type/condition of housing • Coping Strategies Index (CSI) measures what people do, i.e. how they manage to cope when they do not have money to buy enough food.	• Income is a strong determinant of economic insecurity; when compared to MEB it shows which households cannot meet minimum basic needs. • Actual income - difficult to measure in informal sector as it is variable. Livelihood sources are simpler. • Requires contextualization to ensure all relevant income sources are captured. • Generally viewed as a more accurate indicator than income. • Need to compare expenditure data to the estimated cost of meeting MEB to highlight those at risk of not meeting education needs. This can be time consuming. • Difficulties in setting recall period - MEB usually has a monthly or weekly reporting timeframe whereas education expenditures can be less frequent. • Alternatively, estimating % of expenditure for survival needs can serve as a proxy. • Global relevance, in any context. Comparatively easy and fast to measure. • If food consumption is low, can be good evidence that other needs, like education, are not being met. • At risk of dropping out is more subjective to measure and should be triangulated (school attendance data). • Needs careful analysis to verify this is caused by financial constraints. • Risk of perverse incentives (see Section Risks). • Where transportation needed, distance can increase financial barriers to access.	*Jordan*: UNICEF's child grant used 'out of school children' as an initial proxy for economicw vulnerability. *Iraq:* UNICEF's cash for education programme in Mosul used: – current housing type; – umber of adults working; – frequency of work; and – coping strategies index. *Somalia:* TdK's cash for education programme in Mogadishu used: – food insecurity (meals/day); – livelihood sources; – main expenditures; and – CSI.

	WHY USE WHEN TARGETING FOR EDUCATION OUTCOMES	CONSIDERATIONS FOR USE	TYPES OF INDICATORS	CONSIDERATIONS FOR USE	EXAMPLES IN PRACTICE
TYPE OF CRITERIA Socio-economic criteria		Some can be difficult for communities to understand – need careful communication. Mechanism most commonly used with scorecard or Proxy Means Test. Self and institutional targeting too, if additional screening through interviews is undertaken by the agency.		• Type of housing can be a good indicator of overall poverty – 'condition' requires careful assessment. • Can build a more accurate picture of socioeconomic vulnerability as it captures all livelihood capital assets available to households and their ability to use these to cope with crises. • Can contextualize to include those linked to education access - early marriage; child labour; withdrawing children from school. • Complex, requires good training of enumerators. • Need to ensure appropriate timeframe of reference to capture the most vulnerable (i.e. those households that have already resorted to such coping strategies).	
TYPE OF CRITERIA Categorical criteria	Demographic characteristics of the household can influence an individual or household's ability to access income, manage risk, and thus likelihood of facing economic barriers to education.	Commonly used in CVA programmes seeking education outcomes. Most are generally easy to verify characteristics that are quicker and easier to accurately measure than income and expenditure. Some **(BOLD)** can be collected through the school. Easy for community to understand – generally perceived as fair. Generally good predictors of economic vulnerability (commonly having higher poverty than the average population) though not every household; can lead to inclusion error.	**Demographic groups:** • School-aged children • Gender (of child) • Disability (of child) • Orphan • Ethnic minorities/ marginalized groups **HH composition:** • Dependency ratio (working/non-working members) • Household size • Number of school-aged children • Number of children/ disabled/ elderly **Household head** • Female headed household • Child headed household • Household led by older person	• Achieving education outcomes for children means prioritizing school-aged children. • Needed for education programmes wanting to target CVA towards one gender to reduce gender disparities (though not always necessary or desirable for achieving this outcome. See Key Considerations Section). • When marginalization contributes to economic insecurity, this can be relevant. Need to ensure poor access is based on economic rather than social barriers. • Can be more robust than simply considering the household head. • Large household units can be a key indicator of vulnerability, especially in urban contexts. • Households with more school-aged children will face greater expenses. • Households with these members tend to face greater constraints and idiosyncratic shocks, therefore are more likely to be (though not always) economically vulnerable. • These households tend to face greater constraints and idiosyncratic shocks, therefore are more likely to be (though not always) economically vulnerable.	Iraq: UNHCR and UNICEF both used criteria of female-headed households, as evidence showed these HH have poor Food Consumption Scores, higher social vulnerability and worse coping strategies than male-headed households. Jordan: CARE targeted out-of-school children refugees and those at risk of dropout, using child age and a range of demographic criteria.

Targeting Guidance

	WHY USE WHEN TARGETING FOR EDUCATION OUTCOMES	CONSIDERATIONS FOR USE	TYPES OF INDICATORS	CONSIDERATIONS FOR USE	EXAMPLES IN PRACTICE
TYPE OF CRITERIA **Status-based criteria**	A household's 'displacement status' (IDP, refugee) is a necessary criterion - but needs to be further refined and contextualized to be meaningful. Displaced households may be less vulnerable than populations that do not move, for example if they had money/assets to be able to afford to move. It can also be important to target vulnerable households in host communities that are adversely affected, to avoid social tensions.	The sheer numbers of displaced means this criterion alone is not sufficient. In protracted displacements there can be a great range in vulnerability of displaced households. More meaningful for targeting when combined with indicators of the time or frequency of displacement.	• New arrival • Time since arrival in neighbourhood • Host community	• Newly displaced can often be more vulnerable as they have had less time to make economic and social connections. This can be a proxy for economic vulnerability. • Need to be sure that this holds out in practice or risk excluding more vulnerable long termers. • To be meaningful, needs to be applied alongside additional socioeconomic or categorical criteria. Useful to include in programmes moving toward recovery and resilience in displacement crises, when social cohesion is a critical factor.	*Uganda:* ECHO's cash for education programme for refugees targets those arriving in the last year. *Kenya:* A study found host communities faced similar difficulties to IDPs in accessing health and education, and that targeting only IDPs caused increased tension and excluded the vulnerable.[19]
TYPE OF CRITERIA **Protection**	A primary objective of EiE programmes is to <u>ensure</u> <u>protection</u>. Important to include children exposed to protection risks as a result of being out of school.	Need careful application through protection interviews. Requires skill sets of child protection colleagues. Generally, needs to be applied discretely to avoid risk of doing harm.	• Children working/children out of school • Children who are separated and unaccompanied • Child marriage • Children associated with armed forces and groups • Girls at high risk of GBV and survivors who are unable to access school for economic reasons	• Out-of-school children can be a proxy for child labour. • Indicators identify children exposed to protection risks that can be driven by economic insecurity (e.g. pulling children out of school and into work as a coping strategy increases protection risks for children). • Need to be contextualized through analysis of the drivers of protection risks. • All except the first are more specialized areas of programming. • Most relevant for programmes seeking reintegration through education.	*Somalia:* Intersos targeted girls at high risk of GBV and survivors who were referred by members of the GBV sub-cluster and received further screening.

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[19]   *Smith, Mohiddin and Phelps (2017).*

Tool 2
Selection of targeting mechanisms

These mechanisms have a range of benefits and limitations that affect targeting of CVA programmes (education-specific or otherwise); education actors must be aware of these benefits and limitations. Those benefits and limitations specific for cash-for-education are highlighted in **red**.

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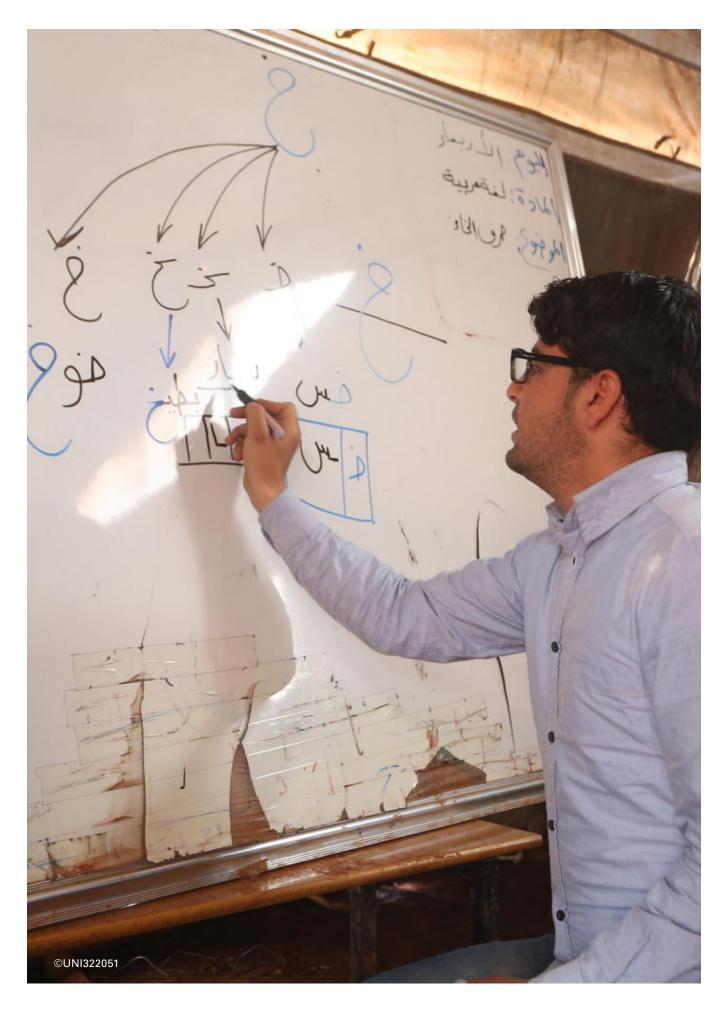|	WHAT IT LOOKS LIKE	USE FOR EIE PROGRAMMES	BENEFITS OF THE MECHANISM FOR EDUCATION ACTORS	LIMITATIONS/OTHER CONSIDERATIONS FOR EDUCATION ACTORS	EXAMPLES
MECHANISM Geographical targeting	Beneficiaries are selected from an existing administrative list (e.g. school enrolment list, list of social protection scheme beneficiaries, beneficiary list from another CVA programme, list of registered displaced households, households listed in a national social registry).	Starting point for all CVA interventions (all modalities, all target groups, all crises).	• When vulnerability varies by location, can focus resources on areas/schools of greatest need. • The main targeting approach for teacher incentives. • Where needs are high, provides a pragmatic, accountable way of rationing assistance that is easy to explain to communities. • Helps to reduce duplication and gaps when part of a well-coordinated approach with other education actors. • Including capacity of schools as an indicator ensures that subsequent household targeting does not overburden. • Uses some data already available to education actors (school attendance).	• Excludes vulnerable children living elsewhere. This can be addressed through area-based coordination with other education agencies. • Geographical targeting of MPC will define the zone of intervention based on other, non-education-specific indicators which may reduce alignment of the programme with areas of greatest education need. • Any primary data collection –mapping of neighbourhoods and services – can be time consuming and requires resources and expertise. • Secondary data must be accurate and up to date to be relevant. • Risk of creating 'pull factors' by targeting particular neighbourhoods and schools.	*In Lebanon*, UNICEF's cash for education programme for refugees focused on two governorates known to be the poorest and with high concentrations of refugees. The programme targeted all children enrolled in the second (refugee) shift at all schools.
MECHANISM Administrative targeting	Beneficiaries are selected from an existing administrative list (e.g. school enrolment list, list of social protection scheme beneficiaries, beneficiary list from another CVA programme, list of registered displaced households, households listed in a national social registry).	Can be used in all types of crisis, including rapid onset, if data is up to date. Can be used in a community-centred approach (social protection beneficiary list; list of registered refugees; list of CVA beneficiaries) – relevant for MPC and sector-specific or school-centred approach (list of enrolled children). The latter is relevant for targeting cash for education programmes, rather than for targeting MPC.	• Makes use of readily available data, some of which is already accessed by education actors. • Low human resources and capacities needed. • Can be used to identify households/individuals using all types of criteria. • School enrolment lists are a way to quickly identify cases (for children already in school).	• Requires data in the list to be accurate and up to date. Can be addressed by following up with households to update records (requires time and resources). • Need to consider whether the data fields that are included match your education targeting criteria (e.g. school enrolment list alone does not inform about those at risk of dropping out). Can be addressed by following up with household interviews to apply any missing criteria. • Excludes those not on the list which may be some of the most vulnerable (e.g. school enrolment lists do not include out-of-school children). • Utilization of such lists requires agreement of the managing agency to share the data, which can take time.	*In Jordan*, UNICEF's child cash grant targeted children in localities surrounding double shift schools. The Ministry of Education provided UNICEF with lists of enrolled children used to contact caregivers for a household interview to find children at risk of drop out. *In Somalia*, Intersos used the household database of UNHCR's refugee repatriation programme to identify families with school-aged children for their education CVA. *In Uganda,* targeting cash for education for refugees used data in UNHCR's list of registered refugees. This did not include data on out-of-school children; the list was used to pre-select households with children 6-15 for further screening.

	WHAT IT LOOKS LIKE	USE FOR EIE PROGRAMMES	BENEFITS OF THE MECHANISM FOR EDUCATION ACTORS	LIMITATIONS/OTHER CONSIDERATIONS FOR EDUCATION ACTORS	EXAMPLES
MECHANISM **Community-based targeting**	Eligible beneficiaries are identified by the community.	Can be used in all types of crisis where local structures exist. Can be through a community-centred approach (community leaders/ authorities) or school-centred approach (school management committee/ Parent Teacher Association).	• Easy to explain to communities and perceived as fair, providing the structures involved are trusted. • Builds on and can help strengthen existing education-related committees. • Educators and parents are among those with most detailed knowledge of which children are most vulnerable. • Makes use of categorical or status-based indicators. • When done through school management committees, some socioeconomic proxy indictors (attendance) could be factored in. • Less resource intensive than household visits. • Useful in contexts in which governance is fragile and administrative data limited. • Where access to formal civil documentation is limited, can help to verify eligibility of households.	• Can be difficult to include many socioeconomic criteria, as these need household's input. • Needs careful oversight to avoid bias and corruption. • Risk of harm – exploitation of children (especially girls) due to power dynamics; creating community tensions over selection. • Community structures can reinforce existing inequalities, excluding marginalized groups (refugees; lower castes; ethnic minorities). Can be addressed through education committees that include diverse groups and children. • Less appropriate in areas with poor social cohesion and few existing community education structures. Can be addressed by investing in developing these structures (in contexts of cyclical/ protracted crisis). • Less appropriate for education programmes identifying protection cases.	*In Somalia*, many CVA programmes have used community-based targeting, including using camp committees and community education committees. When committees replicate clan structures and become dominated by powerful clans, households from minority groups may be excluded. Agency validation of lists and including minority clans in committees can resolve it. (Save the Children, Intersos, TdK, Relief International) *In Nigeria*, a UNICEF girls' education programme used community groups and religious leaders to support CVA targeting by verifying the age of children without birth certificates.
MECHANISM **Institutional targeting**	Vulnerable children or households are identified and referred for assistance by a particular institution, e.g. school, or a child protection service provider/NGO.	Can be used in all types of crisis. Can be used in a community-centred approach (protection services – good for capturing out-of-school children) or a school-based approach (staff refer children they consider vulnerable and at risk of dropping out). Safe schools initiative can be a platform.	• Takes advantages of the teachers' (or protection service providers') knowledge of the population group and their social capital within the community. • Can benefit from the expertise of trained protection staff. • Good way to find very vulnerable cases and those in need of specialized support (child protection cases, child labour, GBV) • Screening can be done for any type of criteria.	• School staff (and protection service providers) must have sufficient capacity. • Services must be known and trusted by the most vulnerable displaced households. Some of the most vulnerable lack information about services that exist. • Need firm commitment from the schools (or protection service providers) to identify and refer those in need and share information.	*In Egypt,* Plan International received referrals from staff of informal learning centres, who profiled eligibility of centre attendees for CVA according to a questionnaire. *In Turkey,* Concern identified out-of-school children for assistance through referrals from Concern's protection programme partners. Cases were then screened further by CVA programme staff through household visits.

	WHAT IT LOOKS LIKE	USE FOR EIE PROGRAMMES	BENEFITS OF THE MECHANISM FOR EDUCATION ACTORS	LIMITATIONS/OTHER CONSIDERATIONS FOR EDUCATION ACTORS	EXAMPLES
MECHANISM **Proxy means testing (PMT)**	Statistical analysis to identify household characteristics that correlate with poverty (expenditure/ consumption). Then screening household characteristics against a formula which weights, or scores, these characteristics according to the strength of the relationship, generating a poverty score for each household.	Relevant for longer term interventions: protracted crises/social protection. Used on community-centred approaches. More relevant for large scale programmes (not worth investment for small scale/ short term programmes).	• Can be considered 'objective' and less prone to manipulation. • Can include a range of targeting Indicators – providing there is a proven statistical link with poverty. Useful for including socioeconomic criteria. • Education actors can work with other CVA actors and employ joint targeting approaches, which can spread costs and make investments more worthwhile. • Education actors can make use of results of a pre-existing PMT administered by other cash actors which can be a quick and efficient way to generate a list of economically insecure households for further screening.	• Requires a representative household data sample and specialist expertise in statistical analysis – expertise outside of education actors. • Time and resource intensive, requiring detailed census-style household survey. This limits regular replicability. Can be addressed by using existing administrative data on households for the screening (though data must be up to date and accurate). • 'More objective' does not necessarily mean more accurate. This depends on robustness of the econometric model, and the coverage and consistency of data collected in the survey. • Not easy for education practitioners to understand, critique, engage with or adapt. • Difficult to explain to communities, contributing to tensions.	*In Jordan,* UNICEF's child cash grant for refugees was conceived as a top up grant to food and basic needs assistance being provided to families by WFP and UNHCR. UNICEF took the list of households identified as eligible for assistance through UNHCR's PMT and provided the child grant to those beneficiaries that had children. Alongside this they targeted child headed households and unaccompanied and separated children who were not included in UNHCR's targeting.
MECHANISM **Scorecard**	Scorecards combine a range of indicators that are each assigned a score. Data on these indicators is then collected through a household survey to develop a cumulative score which determines eligibility.	Can be used in all types of crisis, though would need to be kept simple in acute phase. Mainly used in a community-centred approach.	• Any type of criteria can be included. • Scoring, and selection is determined by human analysis, which is less demanding on resources, time and expertise than PMT. • Allows for human adjustments to the inclusion and exclusion of households that are close to the threshold score. • Easier to explain to communities than PMT. • A more pragmatic, applicable and lower cost solution than PMT, aligned with the capacities and expertise of education teams.	• The scoring assigned to indicators in the scorecard must be true reflections of increasing or decreasing vulnerability. • Exclusion errors are possible (e.g. vulnerable cases that 'buck the trend'). Can be addressed through applying human element to selection (not based on score alone as this is not an 'exact science'). • Household data collection can be time consuming and resource intensive (especially with larger more complex scorecards). • Risk of exclusion of vulnerable groups most in need of education support. Can be addressed by combining with institutional referrals. • Can be more challenging and time consuming to explain to communities.	*In Iraq,* UNICEF topped up UNHCR's MPC programme beneficiaries in Mosul with a child grant. UNICEF added child vulnerability questions to the existing UNHCR questionnaire and assigned scores. This was applied through a house to house survey.

	WHAT IT LOOKS LIKE	USE FOR EIE PROGRAMMES	BENEFITS OF THE MECHANISM FOR EDUCATION ACTORS	LIMITATIONS/OTHER CONSIDERATIONS FOR EDUCATION ACTORS	EXAMPLES
MECHANISM Self-targeting	Agency does not pro-actively identify households or individuals who fit the criteria. The mechanism relies on those within affected target population to actively come forward to join a programme, or to apply to join.	Useful in longer term interventions – protracted crises and relief-to-development (targeting social protection). Also used in rapid onset emergencies in the case of cash-for-work programmes linked to school rehabilitation. School based cash-for-work schemes use a school-centred approach. Self-targeting on a social protection programme could be through a community centred or school-centred approach.	• Advantages where population density, geographical scale and insecurity present difficulties in identifying eligible beneficiaries through other means. • Strict 'self-targeting' avoids the need for screening of any further eligibility, saving time. • In school-related cash for work schemes, low risk of inclusion errors since wages are generally low which reduces applications from less vulnerable households.	• Demand led – can be risk of poor uptake/exclusion errors if awareness of the social protection scheme in the target population is low. Can be addressed with investments in outreach communication. • Where needs are high, the programme needs sufficient budget to accommodate the demand, or further additional screening is still needed. • Risk that households will not come forward due to concerns of stigmatization or lack of trust in services.	*In Turkey,* UNICEF's CCTE was application based. *In South Sudan,* the Girls Education in South Sudan programme made the decision to employ self-targeting, with CVA being open for any girl enrolled in school. (Charlie Goldsmith Associates)

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Tool 3
Geographic targeting

TYPES OF INDICATOR THAT CAN BE USED		RATIONALE FOR USE	SOURCES
Population size	population of school-age children	Shows areas with highest absolute numbers, where cumulative needs will be great.	– census – Humanitarian Needs Overview other estimates
	Districts/ neighbourhoods with high refugee/IDP caseload (including new arrivals)	Can compare with enrolment data to identify hotspots of out-of-school children.	– UNHCR – government department responsible for displacement
	High presence/ proportion of marginalized groups (e.g. caste, religion)	Can identify populations with greatest need where marginalization leads to economic insecurity.	– census
Poverty	Districts with high incidence of poverty	Identify district/administrative unit level.	– national household survey – other government data
	Neighbourhoods with high concentrations of poor households	Identify poverty pockets within settlements/neighbourhoods.	– more granular local authority data – Key Informant Interviews with local authorities – development committees – needs assessment data of aid agencies
Economic insecurity	Districts with poor enrolment and attendance data (for girls/boys)	Education-specific indicators commonly used by education actors. Areas with poorer indicators can indicate that economic insecurity is affecting access. Needs contextual analysis to ensure this is due to challenges of economic access rather than other constraints.	– Education Management Information System
	Schools with poor enrolment and attendance data (for girls/boys)		
	High prevalence of food insecurity	Other indicators commonly being collected in the response that demonstrate economic insecurity/inability to meet basic needs.	– emergency food security assessment
	High incidence of negative coping strategies		
	High incidence of diarrhoeal disease in young children; poor nutrition	Can be indicator of economic insecurity (needs contextualizing). Also useful for targeting integrated education programmes that focus on WASH.	– multisectoral rapid needs assessment

TYPES OF INDICATOR THAT CAN BE USED		RATIONALE FOR USE	SOURCES
Education service	Number of and functionality of services in locality	High level indicator of service capacity in the area of interest. In case of disaster or conflict, schools may be closed.	– ministry of education data – key informant interviews
	Number of free spaces/ overcrowding /child to teacher ratio	Indicates whether education services are under stress and their capacity to absorb new students.	– school data
	Distance to school	Can define the limits of the zone of intervention – to be effective, schools need to be accessible.	– school catchment plans – Key Informant Interviews with local authorities – map of settlements
Other pragmatic indicators	Presence and coverage of other interventions	Can highlight gaps in assistance and underserved areas.	– 4W data
	Areas with agency presence		– strategic documents
	Government/donor priorities	Highlights those geographical areas that are identified as a priority or 'no go' for assistance.	– government action plans – donor plans
	Insecurity		– conflict hazard reports – Key Informant Interviews

Tool 4
Risk analysis on targeting

Those risks that contribute to protection risks for children, especially girls, are highlighted in **red**.

RISK	MITIGATION	EXAMPLE FROM EXPERIENCE
Security context restricts access to communities for targeting	• Continually monitor the operating context. • Rely on administrative targeting and referrals. • Apply a school-centred approach rather than outreach in communities. • Employ third party organization able to operate in the context.	*In Yemen*, insecurity from conflict restricted access to communities for UNICEF's CVA for families with children. UNICEF relied on its existing database of Muhamasheen beneficiary households. Additional eligible households were also identified through a community grievance and appeals mechanism. (Smith, 2017a)
The targeting method used exposes households/ children to protection risks (e.g. danger traveling to targeting site; risk of exploitation by those selecting beneficiaries)	• Protection risk assessment accounting for possible drivers in the context. • Clear SOPs for the process of household visits. • Consult child protection and gender experts on ways to reduce risks for vulnerable groups including girls and child headed households. • Post-distribution monitoring of beneficiaries to check if they were charged, harassed, etc. • Independent complaints mechanism that caregivers/ children can access.	*In Uganda*, targeting of ECHO's cash for education of refugees was informed by a protection risk assessment. *In Somalia*, Intersos engaged gender-based violence programme staff to guide the method for targeting vulnerable protection cases. *In Jordan*, Save the Children's education and child protection programme had clear procedures to follow for staff of partners conducting household interviews to reduce risk of harm, including the need to visit households in pairs and a mix of male and female enumerators.

RISK	MITIGATION	EXAMPLE FROM EXPERIENCE
The targeting criteria create perverse incentives detrimental to child wellbeing (e.g. targeting children out of school means children are removed from education; targeting girls means boys pulled out of school to replace girls' role at home; a family sends one of their daughters to live with another household to 'double dip' in the programme, exposing the child to risk of exploitation and neglect)	• Risk assessment of targeting approach, especially decisions to target out-of-school children, or by gender. • Consult child protection and gender experts. • Include children that are in school as well as out of school; include boys as well as girls (reduce geographical scope if need be). • Strong sensitization of communities of the rationale for this approach. • Careful verification of child and caregiver relationships (through documentation or community).	*In Nigeria*, UNICEF's Girls' Education Programme did not only target children that were out of school to avoid perverse incentives. However, the evaluation noted that targeting only girls had a negative impact on parents' attitudes to boys' education. *In Uganda*, ECHO's cash for education programme for refugees is targeting out-of-school children. This has led other poor community members that are struggling financially to comment that they should remove children from school to benefit from future rounds of support. NGOs are trying to mitigate the risk with strong sensitization. *In Somalia*, part of WFP's school feeding programme included a voucher for a take home ration, targeted at girls. This successfully promoted girls' retention but there was anecdotal evidence that for some households this led to boys being taken out of school. (NCA Somalia) *In Nigeria,* Save the Children received anecdotal evidence that families without school aged children were borrowing children from other relatives to be included in the cash for education programme. This risk is monitored through community complaints mechanisms.
Corruption by those responsible for identifying beneficiaries (e.g. ghost beneficiaries, selecting non-eligible households, taking bribes)	• Segregation of functions in targeting process. • Oversight of targeting and third-party verification. • Independent monitoring and complaints and feedback mechanisms. • Zero tolerance to corruption.	*In Yemen*, UNICEF invested in independent accountability functions and independent third-party monitoring for its CVA for conflict-affected households with children. This mechanism reduced the risk of fraud and targeting errors by programme implementers. (Smith, 2017a)

Targeting Guidance

RISK	MITIGATION	EXAMPLE FROM EXPERIENCE
Targeting is not effective at including the most vulnerable (e.g. criteria are not effective indicators of vulnerability; households manipulate the selection process; most vulnerable face barriers to accessing targeting; poor or inconsistent implementation of targeting mechanisms; bias/ discrimination in the selection process)	• Protection risk assessment taking into account possible drivers in the context. • Base selection of criteria on best evidence available. • Avoid over reliance on self-reported vulnerability indicators that are hard to verify. • Invest in strong communication with affected populations. • Employ community-centred approach and outreach targeting mechanisms (referrals from community-based organizations and service providers; house to house visits). • Do not rely on an application-based approach if the target group will face access challenges. • Oversight of actors involved in selection, especially community committees. • Ensure marginalized groups are represented in selection committees. • Complaints and feedback mechanisms and post-distribution monitoring to flag erroneous targeting, and feedback loops to inform programme design. • Develop an SOP for consistency in applying targeting mechanisms.	*In Somalia*, Relief International and Intersos developed SOPs to ensure consistency in application of CVA targeting processes across partners, including zero tolerance to corruption. *In Turkey*, targeting of UNICEF's Conditional Cash Transfer for Education initiative for refugees is based on applications made by families at the offices of social assistance foundations. This created some access challenges for vulnerable households that had difficulty filling in the form or traveling to the centre offices. This was resolved through investing in additional activities to support these vulnerable households. To apply, families also had to have a refugee registration card from the government department responsible. This department was overworked and faced administrative backlogs. UNHCR provided staffing and IT support to this department to reduce the bottlenecks and the ministry of education coordinated with the department to fast track the registration of families with children, so they could access the UNICEF Cash Transfer for Education initiative. (Juillard et al., forthcoming)

RISK	MITIGATION	EXAMPLE FROM EXPERIENCE
Targeting contributes to community and household tensions (e.g. targeting is not well understood, not considered fair, excludes particular households or groups, contributes to intra-household tensions if restricted by gender or age)	• In displacement contexts, consider the need to include vulnerable households/children in host communities. • Consider blanket targeting inside a geographical area. • Risk analysis of proposed targeting criteria, taking into account community dynamics and social tensions between groups of interest. • Risk analysis of geographical targeting, taking account of the location of different ethnic, religious and marginalized groups. • Strong communication to communities on the chosen criteria and selection processes. • Use simple, categorical criteria. • Consult communities on their understanding of vulnerability.	*In Nigeria*, for its Girls' Education Programme, UNICEF blanket targeted all girls of school age in the selected area to avoid community conflicts. The evaluation noted that the decision to target only girls led to difficulties within households in which caregivers had to make hard choices between girls and boys, and that the decision to focus only on girls left boys feeling frustrated and envious. *In Uganda*, NGOs implementing ECHO's cash for education programme for refugees found that targeting only out-of-school children led to social tensions, with poor households whose children were in school but struggling to meet other basic needs feeling aggrieved.

Targeting Guidance