

PTTA impact evaluation in Saint Raphael
Note on voucher program implementation

Introduction – scope of the note

Smart subsidy programs have been advocated in number of developing countries to increase the

Shortcomings in the overall program implementation

While data reported by farmers themselves should be interpreted with caution, the overall patterns in the data suggest **large problems with the implementation of the voucher program**, and potentially important capture of some of the benefits. While problems appear for all vouchers, implementation failures are particularly large for vouchers for services compared to those for inputs. Table 1 shows that overall for each of the inputs and services, there is a substantial share of households that did **not receive the program benefits**, with in **particular less than half of households receiving the pesticides and technical assistance benefits**.

Table 1: Overall summary: Actual program receipt

	In-kind	Cash	Either
Soil Prep.	27.8%	46.9%	74.7%
Seeds	77.8%	6.7%	84.5%
Fertilizer	80.9%	1.0%	82.0%
Pesticides	49.0%	0.0%	49.0%
Tech. Assist.	33.0%	0.0%	33.0%

N = 194 (registered household members matched to CECI's registry)

We document the different layers of program implementation problems below.

Voucher Receipt

The initial design of the voucher program envisioned farmers to receive physical vouchers for the different inputs, redeemable at local input shops or service providers for the value printed on the vouchers. However, in practice, the suppliers of inputs and services selected by PT TA often collected vouchers immediately after farmers received them, and then delivered inputs or services at a later date. In certain cases, farmers report not receiving the physical vouchers, but rather receiving the goods and services directly; other farmers reported receiving cash rather than services. The following table therefore shows the percentage of registered household members who report receiving vouchers, the corresponding inputs/service, or cash.

To document the implementation concerns, we first document whether

points to a first important concern related to the implementation of the program, and suggest that a substantial share of intended benefits were never received by the beneficiaries.

In addition, in a substantial share of cases providers paid beneficiaries cash rather than inputs or services, or provided benefits directly. In particular 8% report being paid cash instead of vouchers for plowing services. For the other vouchers, between 11% (for pesticides) and 22% (for technical assistance) of individuals did not receive the physical vouchers but received instead directly the relevant goods or services. Under both of these alternative modalities, it may have been more difficult for beneficiaries to know the quantities to which they were entitled to, and hence it likely was more difficult for beneficiaries to verify whether they received the appropriate quantities.

Table 2: Component receipt – Reported as Voucher, Cash, or In-Kind Receipt

Component	ANY	Voucher	Cash	In-kind
Soil preparation	86.1%	76.8%	8.2%	1.0%
Seeds	91.2%	76.8%	2.1%	12.4%
Fertilizer	89.2%	71.1%	1.0%	17.0%

Table 3: How vouchers were used

	Soil Prep.	Seeds	Fertilizer	Pesticides	Tech. Assist.
1) gave to supplier in exchange for corresponding					

In addition, for each individual vegetable seed, some matched household members report receiving a smaller quantity than they were assigned, while others report higher quantities. The following histograms show the large variation in the quantities received for each of the assigned seeds, accounting both for those that did not receive any or those that did not receive the right amount.³

Percentage of assigned seeds reported as received

Percentage of assigned total seed value reported as received

Fertilizer component

Like the seeds vouchers, the fertilizer component of the program corresponded to both a price and a quantity. The maximum fertilizer amount, included 155 kg of urea and 77.5 kg of NPK. Sulfate was additionally assigned to (the 11.4% of) matched members who chose the Onion-Pepper packet. In practice, no one reported receiving any sulfate and only 69% of farmers report

Fertilizer Received as Percentage of Fertilizer Assigned

Notes on the soil preparation component

People often received cash for soil preparation. On average they report receiving 50% (median 47%) of the actual value of the voucher in cash.

Pesticides component

The pesticides vouchers were to correspond to three applications of pesticides, but its implementation is unclear and varied. While 49.0% of households report receiving pesticides in some form, only 21.1% report receiving an application service and only 6.2% report being instructed how to apply the pesticides.

Technical Assistance component

Implementation concerns appear to be even larger for the technical assistance component than for the other vouchers. Of the matches, only 33% report ever receiving technical assistance, and only 22% report that it was technical assistance explicitly different than pesticide application. This 22% received a median of 2 visits. It is likely that the technical assistance vouchers were given directly to service providers, instead of being distributed to farmers themselves. As the program did not foresee any further monitoring of visits, this may have led to large levels of shirking by the providers.

Appendix :Table 1A : Assigned voucher values in HTG

(January 1, 2015: 46 HTG = 1 USD)

	per m2	Mean	Minimum	Maximum	Std. Dev.
Soil preparation	1.65	5,645	1,502	8,250	1,908
Seeds	1	5,928	1,152	13,935	2,966
	0.47				
	0.15				
	1.787				
	0.775				
Fertilizer		4,787	1,238	8,253	1,681
	0.9004				
	0.4604				
	0.2898				