



Ministry of Agriculture

Disaster Risk Management and Food Security Sector

Food Security Coordination Directorate



Productive Safety Net Program Phase 4 (PSNP 4)

ENHANCED SOCIAL ASSESSMENT AND CONSULTATION

FINAL REPORT

9 June 2014

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Acronyms

BDP	Business Development Plan
CBPWD	Community Based Participatory Watershed Development
CFSTF	Community Food Security Task Force
CHI	Chronically Food Insecure
CSA	Central Statistical Agency
DA	Development Agent
DFID	Department for International Development
DHS	Demographic and Health Survey
DRS	Developing Regional States
DS	Direct Support
EPD	Ethiopian Pastoralist Day
FFT	Full Family Targeting
FGD	Focus Group Discussion
FSP	Food Security Program
FY	Fiscal Year
GDP	Gross Domestic Product
GoE	Government of Ethiopia
GSD	Gender and Social Development
GTP	Growth and Transformation Plan
HABP	Household Asset Building
HEW	Health Extension Worker
HPR	House of Peoples' Representatives
KAC	Kebele Appeals Committee
KFSTF	Kebele Food Security Task Force
KII	Key Informants Interview
KM	Kebele Manager
MERE – PLUS	Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods
MFI	Micro Finance Institutions
MoA	Ministry of Agriculture
MoFA	Ministry of Federal Affairs
MoFED	Ministry of Finance and Economic Development
MoH	Ministry of Health
NER	Net Enrollment Rate
NAR	Net Attendance Rate
OFSP	Other Food Security Program
PASC	Pastoral Affairs Standing Committee
PCDP	Pastoral Community Development Project
PCHC	People's Complaints' Hearing Committee
PDO	Project Development Objective
PIM	Program Implementation Manual
PME	Participatory Monitoring and Evaluation
PSNP	Productive Safety Net Program
PW	Public Work
RPSP	Rural Productive Safety Net
RUSACCO	Rural Saving and Credit Cooperative
SLMP	Sustainable Land Management Project
SNNPR	Southern Nations, Nationalities and Peoples Region
TC	Technical Committee
WFSTF	Woreda Food Security Task Force
WST	Woreda Steering Committee

Executive Summary

As part of preparation for the next generation of the PSNP (PSNP 4) the Government of Ethiopia (GoE) prepared documentation to address World Bank safeguards requirements. This *Enhanced Social Assessment and Consultation* will ensure that the design of PSNP 4 is inclusive and equitably supports the most vulnerable and underserved populations in Ethiopia.

PSNP 4

The Project Development Objective of PSNP 4 is increased access to effective safety net and disaster risk management systems, complementary livelihoods services and nutrition support for food insecure households in rural Ethiopia. This will be achieved through 1) support for building core instruments and tools of social protection and DRM systems, 2) delivery of safety net and enhanced access to livelihoods services for vulnerable rural households, and 3) improved program management and institutional coordination. The project will also contribute to the higher level objectives of (i) improved household food security, nutrition and livelihoods, and (ii) enhanced household and community resilience to shocks. This is consistent with the higher level objectives of the ongoing APL series supporting the PSNP.

Enhanced Social Assessment and Consultation

The objective is to assess the impact of the proposed interventions of the PSNP 4 on the more vulnerable and underserved populations with a view to ensuring that PSNP 4 reflects the needs of all beneficiaries in the most appropriate manner. The focus is on identifying the key stakeholder groups in the Program areas (including their livelihood, socio-cultural characteristics, etc.); recording their opinions and perceptions about the proposed Program; assessing the potential social impacts; determining how relationships between stakeholder groups will affect or be affected by the Program; assess implications for Program design and implementation; and provide practical recommendations for dealing with the challenges and risks identified. The *Enhanced Social Assessment and Consultation* also recorded any cases encountered of voluntary or involuntary resettlement (including loss of assets or access to assets). Any procedures that were used to address such cases of resettlement were identified with a view to reviewing the Program procedures currently in use for voluntary asset loss and for determining whether or not it will be appropriate to trigger World Bank safeguards policy OP 4.12 Involuntary Resettlement.

Methodology

Key informant and focus group discussions took place during from March - April, 2014 in eleven communities across eight regions. GoE staff involved in the implementation of the current PSNP at community level were also interviewed. It is important to keep in mind that communities consulted have already had 8+ years of experience in the current PSNP and are therefore bound to use it as a benchmark when discussing PSNP 4. Therefore, some sections of this Assessment may seem to be oriented unduly on PSNP 3. Again, this is surprising given that most of the communities have been working with the PSNP for 8+ years and therefore are very familiar from personal experience with the way the Program has been in operation. Beneficiaries spent much of their time in the meetings talking about their experience with the PSNP, of which very little will change for PSNP 4. Fieldwork found that the PSNP is actually a household name, well known not only in beneficiary communities but across rural Ethiopia as “safety net”. Whenever possible, the focus was shifted during the consultation meetings towards PSNP 4 but some of the comments on PSNP 3 have proved to be very useful and therefore have been retained in this report.

Gap Analysis

Social issues have been well documented during the course of implementation with a number of studies conducted within the compass of the PSNP. These previous studies and impact assessments were major

data sources used to understand the key constraints in the current PSNP/HABP and also, to the extent possible, to identify the gaps in information and to design appropriate data collection methods for the field visits. A desk review found that the knowledge gap is much greater in lowland areas than in the highlands. This was the most striking finding used to guide this *Enhanced Social Assessment and Consultation*. With this in mind, the principle broad issues involved in designing PSNP 4 were critically reviewed from the secondary sources and included social dynamics, vulnerable peoples, asset loss/access to assets, grievance redress, social conflict and gender.

Communities Visited

All regions, including Dire Dawa City Administration, in which PSNP 4 will be implemented, are represented at least by one woreda and attempts were made to include as many diverse agro-climatic and livelihood conditions as possible. Following the review of the existing literature and gap analysis, the identification and selection of sample woredas included the following:

Table 1: Communities consulted for PSNP 4 Enhanced Social Assessment and Consultation

Region	Woreda	Kebele
Tigray	Alamata	Gerjale Limat Tabia
Amhara	Meket	Kebele 14 Kebele 4
Oromia	Fantale	Galcha Kanifa
SNNP	Konso	Sewgeme
	Hamer	Senbele
	Ngangatom	Nargoy
	Dassanetch	Kangate Hado Gure Narama
Afar	Awash Fantale	Boloyta Dadub
Somali	Babile	Dendema Biko
Dire Dawa		Beke Hallo Adada
Harari		Burqa Harewie

Underserved and Vulnerable Groups

As with previous phases of the PSNP, PSNP 4 will target the poorest of the poor, the chronically food insecure. The Program thus captures this population within its caseload and is designed to meet the needs of this group. In order to focus the Assessment further, the *underserved and most vulnerable* groups have been identified as:

- Women in male headed and female-headed households
- Polygamous households
- Pastoralist households
- Unemployed rural youth
- Households unable to provide PW labour. These beneficiaries receive ‘Direct Support’. They include, for example, the elderly, People living with HIV/AIDS (PLHIVs) and labour-poor households

- New residents to a woreda
- Children

Major Topics Discussed

While communities discussed a wide range of topics, there were a number of issues which were common in all consultations. These include the importance of timely transfers, suitable foods, targeting, health and safety, timing of public works, local knowledge, social conflict, etc. It was found that overall PSNP 4 will need only minor adjustments to meet the needs of the most vulnerable and the communities were in general happy with the design and accepted proposals for PSNP 4. Regarding involuntary asset loss, no examples were found and no complaints were made in the woredas visited.

Impacts

Impacts are generally positive. Community consultations revealed that a large number of the rural population need transfers, environmental rehabilitation activities and social infrastructure. However, to ensure that the needs of the most vulnerable are met, some adjustments are recommended in certain areas, as set out in the following lists, below. Risks and challenges will be incorporated into the design of PSNP 4, in order to maximize positive and minimize negative impacts.

Risks and Challenges

The following risks and challenges that may be encountered for each Component of PSNP 4 during implementation were identified as:

Component 1: Systems Development would support the strengthening of the social protection and disaster risk management (DRM) systems and the transition from independent programs to a system of integrated social protection and DRM service delivery. It will finance key building blocks, tools and instruments of the systems, including for targeting, single registry and information management. For the DRM system, support will focus on improving response mechanisms for transitory needs and integrating risk reduction planning into public works, including development of early warning triggers and harmonized planning and monitoring.

- Large numbers of rural population (including youth and new residents to woredas) in need of a safety net are greater than current caseload
- Inclusion of non-eligible community members in PSNP 4
- Rapidly transforming livelihood and poverty dynamics not taken into account for re/targeting
- Strong influence of traditional authority structures on targeting in some lowland communities
- Sharing of PSNP transfers and the consequent dilution effect in pastoral woredas
- Risk of involving one clan that is more dominant over others during targeting process
- Kebele Appeals Committees (KAC) either operate at different levels of effectiveness or do not exist
- Beneficiaries that should be eligible to participate in Direct Support (DS) are incorrectly targeted as Public Works (PW) participants
- People may graduate before they are ready and end up using loan for purchase of food

Component 2: Productive Safety Nets and Support to Livelihoods Strengthening will finance a range of support to program clients, including safety nets transfers, sustainable community assets and access to human capital services, and support for enhancing households' access to livelihoods services.

Transfers

- Cash transfers may fall below the value of food transfers
- Transfer type may not be appropriate for a particular community
- Cash First Principle may lead to less control over transfer by women, misuse of resource
- Perception that food gap seasons are similar across all communities

- Delays in transfers may lead to increased risk of asset depletion and other negative coping strategies
- Providing 6 months support to DS beneficiaries still leaves beneficiaries vulnerable to food insecurity
- Delays in transfers affects DS beneficiaries the most

Sustainable community assets and access to human capital

- Participation in PWs may overburden women. Women's work load is high leaving them with little time to engage in other regular livelihoods or domestic activities
- Quality of community assets suffer as a result of competing activities during farming season which make it difficult for beneficiaries to fully engage in activities
- Participation in PWs may result in health and safety risks for pregnant and lactating women and other beneficiaries
- Participation of children in PWs
- Incompatibility between the PW implementation and the local labor seasons
- Lack of harmonization between PWs and GoE's Mass Labour Mobilization Program
- Local knowledge may not be incorporated into planning and design of PW activities
- Conflict between different communities as a result of PW implementation
- Beneficiaries may believe that loan is actually a grant and have overall low awareness regarding livelihoods support activities

Livelihoods Support

- Due to local customs, women may not be targeted for livelihoods support activities
- Lack of support for beneficiaries to develop business plans and successfully engage in livelihoods activities
- Beneficiaries may receive credit without understanding or being ready to engage in livelihoods activities
- Lack of alternatives for those that may not be comfortable to take a loan with interest
- Livelihoods support activities may not be implemented in parallel with transfers
- Absence of well-organized and properly functioning grassroots financial institutions and credit establishments
- Ministry of Agriculture (MoA) and Ministry of Health (MoH) do not cooperate to implement behavioural change communication activities

Component 3: Institutional and Management will provide institutional support to GoE to improve overall program management. It will finance the management budgets at federal and regional levels for activities related to ensuring effective management of the program. These budgets are used to finance contract staff and technical assistance, logistics support, training and per diems, among other costs required to support effective implementation. In particular, financing will be provided for planning, implementation, and technical oversight of public works, including the resources necessary for the full functioning of the Public Works Coordination and Public Works Focal Units; and more effective financial, commodity, and procurement management.

- Low capacity at woreda and kebele levels
- Lack of staff and staff turnover as a result of poor motivation and remuneration resulting in the aggravation of the problem related to program implementation
- Weaknesses in M&E
- Perception that PSNP is an "add on" and not prioritized by staff
- Coordination between sector offices a challenge

Recommendations

The risks and challenges identified in the above do not require significant design changes. Many of the recommendations are for more training and a greater focus on women's affairs and ensuring that gender

and social development PIM provisions are implemented to put shape into the results. Additional requirements such as incorporating social accountability and participatory M&E tools, in addition to Health and Safety Guidelines are recommended. Therefore, since many of the challenges will be easily addressed in the new design and it is possible to make minor design changes. The following recommendations for potential mitigating measures associated with implementation of PSNP 4 are listed by component in the following:

Component 1: Systems Development

- Expand caseload to cover additional needs (including youth, new residents to woredas, etc.)
- Introduce more accountability measures to ensure that people feel secure about their rights and entitlements in the programme;
- Monitor changing livelihood dynamics with view to retargeting to include those that may fall into food insecurity;
- Create awareness among traditional authority structures and undertake information campaign to ensure that purpose and principles of PSNP 4 are understood, including targeting procedures, etc.;
- Design targeting structures with careful consideration to the balance between formal and informal traditional authority structures;
- Broaden the representation of community members on targeting committees with greater emphasis on the participation of women;
- Provide capacity building trainings focusing on PSNP to members of the informal leadership, who are said to wield strong authority and influence decisions;
- Capacity development and awareness raising for KAC members, especially the traditional leaders concerning the objectives of PSNP;
- Introduce social accountability mechanisms which create an environment that enables beneficiaries to demand better responsiveness and accountability from implementers and managers. KACs should also receive adequate training on social accountability principles and the PIM in order to function effectively
- Remove cap on number of beneficiaries that can be targeted for DS; and
- Implement evidence based graduation (ensure that beneficiaries have reached benchmark before graduation)

Component 2: Productive Safety Nets and Support to Livelihoods Strengthening

Transfers

- Benchmark transfers against a transfer value equivalent to 15kg of cereal and 4kg of pulses/month
- Ensure communities are consulted on their preference for cash, food or mix of cash and food
- Implement participatory community interventions aimed at bringing about behavioral changes through educational measures and introduce savings education
- The payment of transfers should be harmonized with seasons when food gaps are experienced and labor demand is less (community specific)
- Ensure beneficiaries receive transfers on time by addressing capacity gaps and root causes, display transfer schedule in kebele
- Increase support of for DS caseload from 6 to 12 months
- Delink DS payment from PW payment schedule

Community Assets and Human Capital

- Reduce women's work load by 50%;

- Awareness raising re. importance of developing quality community assets and proper harmonization of PW schedule with agricultural peak times;
- Ensure pregnant and lactating women are switched to temporary Direct Support;
- Develop Health & Safety Guidelines and ensure first-aid services are available to beneficiaries in event of accident;
- Raise awareness on importance of enrollment of children in school and ensure that children are not allowed to participate in PW activities;
- Ensure implementation of flexible PW calendar corresponding to local seasons when labour demand is at the lowest, and does not interfere with the agricultural/pastoral engagements of the concerned communities;
- Ensure that PW and Mass Labour Mobilization do not have negative impact on beneficiaries
- Continue emphasis on strong participatory planning processes
- Implementers to consult with local elders and ritual leaders to identify PW sites that would not be potential sources of conflict between communities; and
- MoA and MoH to participate in relevant technical and coordination committee meetings.

Livelihoods Support

- Awareness raising to ensure communities understand difference between loan and grant;
- Ensure awareness around importance of targeting women for livelihoods support activities;
- Invest in technical capacity to support beneficiaries to engage in livelihoods support activities;
- Ensure capacity and readiness of potential credit beneficiaries is assessed before credit provided
- Consider possibility of making credit available without loan interest;
- Ensure PSNP 4 components are implemented in an inter-complementary and mutually reinforcing way from the outset; and
- Provide technical and financial support to establish Rural Saving and Credit Cooperatives (RUSACOs), VSLAs, etc.

Component 3: Institutional and Management Development

- Consistent and focused capacity building trainings for members of the various PSNP-related grassroots committees;
- Introduce competitive salary scale and other benefit packages to recruit and retain competent technical staff;
- Introduce participatory monitoring and evaluation (PME) system;
- Unscheduled random monitoring missions will help to have a real sense of the facts on the ground rather than relying on information obtained through a regular reporting format; and
- Revise reporting templates to make space for reporting on challenges related to participation in PWs and Gender and Social Development PIM provisions.

These recommendations will be included in the design and implementation of PSNP 4.

1. Introduction

The objective of this *Enhanced Social Assessment and Consultation* is to assess the impact of the proposed interventions of PSNP 4 on the underserved and most vulnerable populations with a view to ensuring that the program design reflects the needs of all beneficiaries in the most appropriate manner. The focus will be on identifying the key stakeholder groups in the program areas (including their livelihood and socio-cultural characteristics); recording their opinions and perceptions about the proposed PSNP 4; assessing the potential social impacts; determining how relationships between stakeholder groups will affect or be affected by the Program; assess implications for program design and implementation; and provide practical recommendations for dealing with the challenges and risks identified.

Given the nature of the challenges in Ethiopia related to both gender and pastoral livelihoods issues, this Enhanced Social Assessment and Consultation was augmented by a (2014) *Gender and Social Development (GSD) Assessment* and (2014) *Final Report on PSNP Re-Design for Lowland Ethiopia*, both undertaken as part of preparation for PSNP 4 and involving a series of community consultations across all PSNP implementing regions. The GSD Assessment aimed to help decision makers make informed decisions on how to scale up achieved successes, fill gaps identifies and determine strategies and interventions requirement for PSNP 4. The Assessment also draws on the (2012) *Strategic Assessment on the Impacts on Vulnerable Programme Beneficiaries* which covered a wide range of socio-economic cultural groupings and has enriched this Assessment.

The *Enhanced Social Assessment and Consultation* also recorded any cases of voluntary or involuntary resettlement (including loss of assets or access to assets) encountered. Any procedures that were used to address such cases of resettlement were identified with a view to reviewing the program procedures currently in use for voluntary asset loss and for determining whether or not it will be appropriate to trigger World Bank Safeguards Policy OP 4.12 Involuntary Resettlement.

2. Background to PSNP 4

2.1 Objectives

The Program Development Objective is: Increased access to effective safety net and disaster risk management systems, complementary livelihoods services and nutrition support for food insecure households in rural Ethiopia. This will be achieved through (1) support for building core instruments and tools of social protection and DRM systems, (2) delivery of safety net and enhanced access to livelihoods services for vulnerable rural households, and (3) improved program management and institutional coordination. The project will also contribute to the higher level objectives of (i) improved household food security, nutrition and livelihoods, and (ii) enhanced household and community resilience to shocks. This is consistent with the higher level objectives of the ongoing APL series supporting the PSNP.

2.2 Program Description

PSNP 4 builds on the significant lessons learned in previous PSNP phases, documented through bi-annual impact evaluations and a large number of studies, assessments and missions. It also incorporates global experiences, in particular from Latin-America, South- and East-Asia and other countries in Africa. The new program will be integrated within a broader system and policy framework for social protection and disaster risk management. This move to a systems approach, supporting investments to build administrative and management systems, marks a natural progression of the program to date, as it has developed from transitioning Ethiopia's emergency system to a more predictable safety nets program,

which will now be aligned under a national system. This will build on lessons from program coordination under the current phase of the program, and significantly move forward the integration and rationalization of programs by supporting the development of a system for effective delivery of social protection and DRM. Because the HABP design was ambitious and complex, institutional arrangements (including coordination and integration with the PSNP) lacked the necessary buy-in from key partners. PSNP 4 will simplify livelihoods interventions in the program with an aim to enhance clients' access to livelihoods services as a sub-component within the PSNP. The HABP will no longer continue. Thus, PSNP 4 will provide an integrated set of safety net services and technical assistance to enhance livelihoods strengthening to clients. The program will continue to be implemented through government systems. It will also build strategic linkages with the urban safety net (under development with the Ministry of Urban Development, Housing and Construction) to ensure the two programs use complementary tools and a consistent approach under the same system. Three components will contribute to the achievement of the overall PSNP development objective: (1) *Systems Development*: Support to the social protection and DRM systems will include targeting, registry, capacity development, management information systems (MIS), early warning triggers and response mechanisms; (2) *Productive safety nets and enhanced access for PSNP households to livelihoods services*: This will be done through 3 sub-components delivering key services to the targeted households: (a) safety nets transfers to chronically food insecure households, and support to a scalable response mechanism for transitory needs; (b) sustainable community assets and human capital investments; and c) enhanced access to complementary livelihoods services for client households through crop and livestock production, off-farm income generating activities, and labor/employment linkages; (3) *Institutional and Management Development*: This component will support sustainable capacity development and institutional strengthening to implement PSNP 4.

Component 1: Systems Development would support the strengthening of the social protection and DRM systems and the transition from independent programs to a system of integrated social protection and DRM service delivery. It will finance key building blocks, tools and instruments of the systems, including for targeting, single registry and information management. For the DRM system, support will focus on improving response mechanisms for transitory needs and integrating risk reduction planning into public works, including development of early warning triggers and harmonized planning and monitoring.

The current community-based PSNP targeting system, which has worked very well particularly in highlands regions, would be retained and supplemented by a proxy-means test (PMT) based poverty index. This would provide the foundation for the development of a unified registry database which would form the basis of targeting and exit of PSNP client households. Over time, the registry would bring together beneficiary data across different programs serving the same clients and harmonize PSNP beneficiary targeting with other social protection programming within the country. This would enable the provision of a suite of services (for instance, PSNP transfers as well as fee waivers for health services) to the same beneficiaries, identification of gaps and duplications (double dipping) in support, and analysis of the impact of different services. The registry would initially focus on PSNP areas, and expand over time to a comprehensive national registry. In accordance with GOE policies, the registry will be developed by and housed in the Ministry of Labor and Social Affairs (MOLSA). A consultancy will be contracted to develop the registry once the program is effective.

Harmonized information management will entail M&E systems with common indicators for related programs (e.g. public works, sustainable land management and pastoral community development), and a harmonized M&E data collection and analysis system. In addition, a program-specific MIS would be established to ensure effective monitoring of performance and facilitate improved program management in determining client eligibility and monitoring payments and program performance. A comprehensive public works database would also be a crucial part of the MIS. Given the decentralized nature of Ethiopia and the program, the MIS will be developed to be functional at both federal and regional levels.

Establishing the MIS system would necessitate targeted capacity building efforts at all levels, involving both skills training and investments in information and communication technology.

Using an adaptable social protection approach, the program would finance the development of clearer early warning triggers (indicators) and thresholds for intervention linked to the MIS. Harmonized information management would enable the use of common triggers for responding to emergencies, thereby enabling more rapid and effective responses to shocks. To support risk reduction planning, the program will support development of woreda risk profiles, risk reduction and contingency plans.

The program would focus on improving the appeals system to address current weaknesses, and complementing it by the development of a detailed grievance redress system and manual. It would also scale up the collaboration with the PBS supported Ethiopia Social Accountability Program (ESAP) to strengthen and standardize the application of social accountability tools consistent with international good practice. This will support the use of social accountability as an element of Ethiopia's good governance policy.

The program would also prioritize capacity development, building on the lessons from the Safety Nets Support Facility¹ in the ongoing program. This would include development and implementation of a comprehensive capacity development strategy and setting up of a National Capacity Development Facility to support institutionalized capacity development and knowledge management at federal, regional, zonal, woreda and kebele levels.

Component 2: Productive Safety Nets and Support to Livelihoods Strengthening will finance a range of support to program clients, including safety nets transfers, sustainable community assets and access to human capital services, and support for enhancing households' access to livelihoods services. This will be done through implementation of the three sub-components described below.

Sub-component 2a - Safety nets transfers to chronically food insecure households, and support to a scalable response mechanism for transitory needs will finance safety nets transfers to targeted households. The program will provide transfers to chronically food insecure households based on completion of public works labor and/or soft conditionalities related to health and nutrition, based on a household's level of economic and social vulnerability. The program will aim to strengthen the impact of transfers through improved timeliness, appropriateness and accessibility; an increased shift to cash and improved cash-food parity (a new food basket with 15 kg of grain and 4 kg of pulses has been agreed); further piloting of innovative transfer mechanisms such as electronic payments and vouchers; the provision of a lump-sum payment equal to 6 months of transfers upon graduation to enhance sustainability; increasing the period of support for permanent direct support beneficiaries from 6 to 12 months; and communication and training on better ante-natal, nutritional and health habits. The management of direct support transfers will gradually move to molsa after confirming the capacity of the ministry is adequate at all levels. The primacy of transfer will continue to be an import principle of the program.

This sub-component will also support effective response mechanisms that provide appropriate and timely resources to transitorily food insecure households in response to shocks. The program will support the improvement of a continuum of response that entails: (1) PSNP 4 covering the chronic caseload (expanded to all rural areas), and (2) a contingency budget at three levels (woreda, regional, federal) to address transitory needs and take preventative action when needed. Outside the program, this will be complemented by a humanitarian response for rapid onset and large scale crisis. This will require access

¹ Safety Net Support Facility (SNSF) is a project funded by the DFATD designed in collaboration with the GoE and Development Partners to address capacity needs in the PSNP and the HABP.

to adequate information as well as clear triggers and thresholds for intervention. The single registry in combination with the early warning information system will provide the necessary household-level information to enable rapid scale-up using the contingency budget. The transitory response would continue to use the delivery mechanisms for support developed under the regular program transfers.

Subcomponent 2b - sustainable community assets and human capital investments will support the development of sustainable community assets and improved enabling environment for livelihoods through watershed development planning and public works. Continuing its successful participatory community planning process, the program will aim to further improve public works, building on lessons from the current program as well as international good practices, through increased attention to the technical quality of public works, particularly for road and water subprojects, improved planning and M&E; improved appropriateness of public works timing and subprojects in pastoral areas; and more appropriate work norms for women. Financing for administrative costs and capital inputs will be allocated to woredas to provide the necessary complementary inputs as well as technical supervision and monitoring for public works activities.

This sub-component will also introduce soft conditionalities to supplement the public works conditionality. These will include awareness raising and behavioral change communication for nutrition, training for financial literacy, and use of ante-natal services for pregnant women who are moved temporarily from public works to direct support as well as for public works participants as they prepare for graduation.

Subcomponent 2c - enhanced access to complementary livelihoods services for client households through crop and livestock production, off-farm income generating activities, and labor/employment linkages - will support households' access to livelihoods services and opportunities, drawing on lessons learned from implementation of the HABP, other livelihoods support in Ethiopia, including through the agriculture growth program, and global lessons from CGAP and others. In particular, PSNP 4 will facilitate access to technical and financial livelihoods support services and household savings promotion. Households will receive tailored support through three potential pathways: on-farm income generation for crop and livestock, off-farm income generating activities, and/or links to labor/employment. This will entail stronger links to extension services for client households, including on-farm extension, mentoring and coaching in business and technical skills training for diversification into off-farm activities/entrepreneurship, and linkages to employment services.

The program will also support improved access to appropriate financial services, such as voluntary savings promotion, livelihoods transfers and linking households to micro-level financial institutions. The program will have a greater focus on household savings as a critical step in livelihoods strengthening and on village savings and lending associations (VSLAs) as an important entry point for households into the financial system, and will continue to support RUSACCOs. It will also introduce livelihoods transfers as grants. These transfers will be predicated on household participation in skills training and savings activities. In addition, the program will continue to support linkages to micro finance institutions for households, but will not directly deliver credit to clients. PSNP 4 will seek to improve graduation mechanisms and introduce risk mitigation measures to ensure that program graduates do not fall back into food insecurity. It is necessary to implement evidence-based graduation for individual households. In addition, measures must be put in place to mitigate the risks of recent graduates, for instance through the continuation of certain types of support (e.g. health fee waivers) beyond graduation, and the ability to re-enter the program if necessary.

Component 3: Institutional and Management Development will provide institutional support to GoE to improve overall program management. It will finance the management budgets at federal and regional

levels for activities related to ensuring effective management of the program. These budgets are used to finance contract staff and technical assistance, logistics support, training and per diems, among other costs required to support effective implementation. In particular, financing will be provided for planning, implementation, and technical oversight of public works, including the resources necessary for the full functioning of the public works coordination and public works focal units; and more effective financial, commodity, and procurement management. At federal and regional levels, dedicated management budgets will be given to each of the key implementing agencies (including MoFED, NRMD, EWRD, MoLSA and FSCD) to ensure adequate overall program management and coordination. This Component will also support the implementation of safeguards requirements, including the ESMF and further support will be provided to support systems assessments, audits and impact evaluation surveys. Finally, Component 3 will support the development and implementation of a performance management system, including performance benchmarking, regular dissemination of performance results, and incentives for improving performance.

2.3 National Policies

Constitution of Ethiopia: The declared principle of the GoE is revolutionary democracy, which is based on the twin pillars of the Constitution: respect for diverse collective identities (nationalities); and for individual rights (citizens). The GoE refers to Ethiopia as a “developmental state”, based on a strong popular consensus. Under the Constitution, the GoE guarantees equitable access by all Ethiopian people to public goods and services and is a pioneer in Africa in constitutionally recognizing distinct group rights according to which sovereignty resides in nations, nationalities and peoples.²

Article 39 recognizes the rights of groups identified as “Nations, Nationalities and Peoples”, defined as “a group of people who have or share a large measure of common culture or similar customs, mutual intelligibility of language, belief in a common or related identities, a common psychological make-up, and who inhabit an identifiable, predominantly contiguous territory.” Representing approx. 75 of the 80 groups that are members of the House of Federation, the Constitution recognizes their right to self-determination, including the right to secession; speak, write and develop their own languages; express, develop and promote their cultures; preserve their history; and, self-government (including the right to establish institutions of government in the territory that they inhabit and equitable representation in state and federal governments).

Consistent with this, PSNP 4 is designed to ensure that goods and services that are appropriate are delivered effectively to all population groups.

Developing Regional States: The Ethiopian Constitution also recognizes the rights of pastoral groups inhabiting the lowland areas of the country. *Article 40 (4)* states “Ethiopian pastoralists have a right to free land for grazing and cultivation as well as a right not to be displaced from their own lands”. The *Article 41(8)* also affirms that “Ethiopian...pastoralists have the right to receive fair prices for their products, that would lead to improvement in their conditions of life and to enable them to obtain an equitable share of the national wealth commensurate with their contribution”. This objective shall guide the State in the formulation of economic, social and development policies.

Owing to their limited access to socioeconomic development and underserved status over the decades, the Ethiopian government has designated four of the country’s regions, namely: Afar, Somali, Benishangul-Gumuz, and Gambella as Developing Regional States. In this respect, *Article 89 (2)* states, “The Government has the obligation to ensure that all Ethiopians get equal opportunity to improve their

² *Constitution of the Federal Democratic of Ethiopia*, 1994. Preamble.

economic situations and to promote equitable distribution of wealth among them”. *Article 89 (4)* states: ‘Nations, Nationalities and Peoples least advantaged in economic and social development shall receive special assistance’. Recognizing that these communities constitute a significant part of the population in Developing Regional States, GoE adopted a number of measures designed to improve the living conditions of pastoral groups. These measures, manifesting the special attention given to pastoralists, and consolidate the efforts being made in the development of the pastoral sub-sector include the following:

- Formation of the Pastoral Affairs Standing Committee (PASC) in the House of Peoples’ Representatives (HPR);
- Inclusion of pastoral development strategies in the *Growth and Transformation Plan (GTP)*;
- Design and implementation of participatory, community driven, and livelihood focused series of three five-year projects in Somali, Afar, Oromia, and SNNP regions as part of a 15-year Pastoral Community Development Project (PCDP)
- Establishment of a Directorate within the Ministry of Federal Affairs responsible for coordinating multi-sectoral support including pastoral development endeavors in pastoral regions;
- Establishment of research institutes focusing on pastoral development; and
- The recognition and observance of Ethiopian Pastoralist Day (EPD).

In connection with institutional framework designed to ensure equity between regions, the government has set up the Ministry of Federal Affairs (MoFA). Responsibilities include promoting equitable development, with emphasis on delivering special support to the developing regions. The main purpose of the special support is to address the inequalities that have existed between the regions over the decades, thereby hastening equitable growth and development. Federal Special Support Board, which consists of relevant sector ministries including the MoFA, was reorganized in March 2011. The MoFA acts as Vice Chair and Secretariat of the Board. A Technical Committee composed of sector ministries constituting the Board were also set up under the MoFA to monitor and report the implementation of special support plans. As its main aim, the Board coordinates the affirmative support provided to the developing regions by the different organs of the federal government, and ensures the effectiveness of the implementation process.

In addition, Equitable Development Directorate General has been set up within the MoFA, with directorates put in place to operate under it for the respective developing regions. Among many other activities, the Directorate General coordinates and directs case teams to collect, organize and analyze data in relation to the gaps in capacity building, social and economic development, good governance, gender and environmental development in the regions in need of special support.

Language Policy: One of the objectives of Cultural Policy of Ethiopia is to enable the languages, heritage history, handicraft, fine arts, oral literature, traditional lore, beliefs and other cultural features of the various nations, nationalities and peoples of Ethiopia to receive equal recognition and respect; and to preserve and conserve these and pass them over to future generations.

Women’s Rights Policy: The Constitution aims at enabling women to play constructive roles in political, social and economic spheres and thereby share equal benefit with the rest of the citizens. Article 35 sub article 7 of the Constitution states that women have the right to acquire administer, control, use, and transfer property, and have equal right with respect to use, transfer and control of land. However, studies show that Ethiopian women lack productive assets particularly land, and are underserved with agricultural extension services, credit, oxen and farm inputs.

As part of a policy measure, the government of Ethiopia has established Ministry of Women Affairs (MoWA) in 2006 for representing women issues in the Council of Ministers. A National Action Plan on

Gender Equality was developed. Gender mainstreaming guidelines are being developed at Federal level. Some regions have developed their own gender mainstreaming guidelines.

Proclamation on Supervision and Licensing of MFIs: ‘Banking the un-bankable’, using specialized financial service providers is a relatively recent phenomenon in Ethiopia. Following the 1970s drought and associated famines in the country, NGOs had initiated subsidized credit schemes as part of their food security and poverty reduction programs. As the micro credit activities gradually. The HABP component of the PSNP represents a major actor in the micro-credit services available to the vulnerable. As of 2011, it is reported that the HABP has facilitated the development of some 200,000 household business plans.

Growth and Transformation Plan (GTP): The GoE’s 5-year growth plan, with projected GTP growth of 11-15% per year, a higher growth target than any of Ethiopia’s earlier national plans, outlines opportunities in agricultural and industrial sectors.

The GTP has “develop the system of transparency and accountability,” as one of its core objectives and calls for improved transparency in service delivery. Good governance initiatives were first introduced during the GoE’s Plan for Accelerated and Sustained Development to End Poverty (PASDEP), which included a range of interventions that contributed to human development, democratization, and enhancing people’s participation and building well integrated institutional capacity and ensuring transparency and accountability. The GTP seeks to build on and expand these initiatives to ensure efficiency, effectiveness, transparency and accountability at all levels.

Social Protection: The Government of Ethiopia is in the process of ratifying a new Social Protection Policy that lays out a vision for social protection in Ethiopia. The policy has identified five key strategic focus areas: i) Social Safety Nets; ii) Livelihood and employment promotion; iii) Social Insurance; iv) Access to Health, Education and other Social services; and v) Addressing violence, abuse and neglect and providing legal protection and support. Overall, the policy commits the Government to move beyond the partial, and fragmented, provision of social protection to establish a social protection system. The policy also provides a framework for the coordination and provision of social protection services in Ethiopia. It defines the roles and responsibilities of the Government at federal, regional and local levels in managing the social protection system to progressively fulfil the constitutional rights of citizens. Of critical importance is the commitment to extend the coverage of national safety net programs beyond the current rural areas through the PSNP, and to include urban and other areas. The policy also recognizes that not all households will graduate from the PSNP in rural areas, thus requiring a long-term safety net for the poorest in the country, particularly those who are labor poor and particularly vulnerable.

Disaster Risk Management (DRM): The National Policy and Strategy on Disaster Risk Management was adopted by the Government of Ethiopia in July 2013. The new Policy amends the earlier National Policy on Disaster Prevention and Management (under implementation since 1993) and marks a paradigm shift in doing business differently – moving away from a system focused on drought and emergency assistance to a comprehensive disaster risk management approach.

National Nutrition Programme (NNP): The revised NNP (2013-2015) aims to drastically reduce stunting, wasting and chronic under-nutrition in Ethiopia by 2015. It is overseen by a National Nutrition Coordinating Body that is chaired by the Federal Ministry of Health (FMOH) and co-chaired by the Ministries of Agriculture (MoA) and Education (MoE).

Climate Resilient Green Economy (CRGE): Launched in 2011, the CRGE aims to achieve the GTP goal of building Ethiopia into a middle-income country by 2025 in a way that is both resilient to the negative impacts of climate change and does not result in a rise in greenhouse gas emissions.

3. Methodology

The preparation of the *Enhanced Social Assessment and Consultation* included stocktaking of existing literature and data, including the (2012) *Strategic Assessment of the Impact of the Implementation of the Productive Safety Net Program (PSNP) on Vulnerable Program Beneficiaries* and for other projects including the Social Assessments for *Water Supply and Sanitation Program II*, *Pastoral Community Development Project Phase III*, *Sustainable Land Management Project Phase II*, and *General Education Quality Improvement Program Phase II*, all completed in 2013.” It was believed that the data from the existing works would inform the PSNP Social Assessment. It is also true that the data from the existing works inform how best to approach the Social Assessment to generate relevant primary data for the design of PSNP 4, which intends to “explore new thinking and ideas in light of federal policy developments since 2010”.

Community consultations, both men and women groups, key informant interviews (KII) and focus group discussions (FGD) were the major data gathering methods during the field visits. Data collection took the form of informed consultation in which free and prior consent was sought from the community. Consultations measured and gauged whether there is broad community support for PSNP 4; ascertained the potential impacts of proposed activities; and identified the needs of certain groups for which specific questions were asked regarding appropriate interventions required to improve the social outcomes of PSNP 4. The Consultants decided what specific instruments were appropriate. For example, more random key informant interviews may have been needed rather than focus group discussions in some circumstances. Consultation took place with the broad community (not just PSNP beneficiaries). To ensure broad participation, Consultants presented PSNP 4 in a way in which communities could understand. Separate women-only focus-group discussions and key informant interviews in order to understand women’s level of acceptance of the programme, since they are traditionally excluded in many areas, The Assessments detailed the advice that communities provided to change aspects of the Programme that they do not like and these are in the report as design features. Emphasis was on communities sharing what it thinks, how it can be improved and how risks can be mitigated. Community consultation guides (with a focus on program components and their potential impacts for different community groups), focus group discussion and key-informant interview checklists were prepared on the minimum set of topics selected to be covered during the field visits. (See Annex 2 for the Community Consultation Guide) Attempts were made to make sure that different community members, namely traditional leaders, women, youth, female-headed households, the poor and other underserved, are represented and their views both on their experiences with the implementation of the current PSNP, their expectations from and anticipated risks with PSNP 4 were thoroughly recorded. All interviews were conducted by one of the team members, and community consultations, which were expected to portray the diverse perspectives of a range of people, were moderated by the team as well. During the field visits to the areas where the community speaks languages other than Amharic and Afaan Oromo, the team used translators.

3.1 Literature Review

Social issues have been well documented during the course of implementation with a number of studies conducted within the compass of the PSNP. These include the (2012) *Strategic Assessment of the Impact of the Implementation of the Productive Safety Net Programme (PSNP) on Vulnerable Programme Beneficiaries*, (2006-2012) *Household Impact Assessments*, (2008) *Contextual Gender Analysis of the PSNP*, (2009) *Study for Mainstreaming HIV and AIDS into PSNP operation in Ethiopia*, a2013) *Safety Net Support Facility-led Gender and Social Development Assessment*, among others. Fieldwork has also taken place as part of annual Public Works Reviews, Roving Appeals Committee Audits, Response Mechanism (RRM), etc. in addition to Annual Reports and Joint Review and Implementation Supervision

(JRIS) Aide Memoires should also be reviewed. NGOs implementing the PSNP are another source of information. The PSNP has also been the subject of independent research focus including the work of WIDE3 on long-term perspectives on development impacts, Overseas Development Institute (ODI), International Food Policy Research Institute (IFPRI) in addition to the ESSSWA, Addis Ababa University, etc. The findings of studies undertaken for the next generation of the PSNP were also useful inputs, including the (2014) *Pastoral Re-Design Report*.

The design of the PSNP includes a number of provisions to address social issues such as gender and HIV/AIDS in the Programme Implementation Manual (PIM). The implementation of these provisions received increased attention during the period leading to the close of the current phase. While Household Impact Assessments and Programme Performance Reports (2006–2012) suggest that there are areas for improvement, there have also been a number of unintended impacts related to social development (i.e. women's participation in Public Works earned them greater respect in their communities and has a positive effect on the gender division of labour and power, within the household, leading to strengthened social cohesion in decision-making at the household level.³). Regarding HABP, the design recognized the need to build the confidence and skills of women. While the roll-out of HABP has been slower than planned, the HABP Technical Committee and Case Team have recognized the need to document social issues during implementation to ensure that adequate provisions and mitigating measures are made regard social issues.

A (2008) *Contextual Gender Analytical Study of the Ethiopia PSNP* provides an analysis of gender roles, responsibilities and gender relations in Ethiopia and their implications for the successful implementation of the PSNP. A (2013) *Gender and Social Development Assessment* led by the Safety Net Support Facility aimed to uncover the impact of PSNP and HABP interventions as they relate to gender and social development PIM provisions and to make recommendations to strengthen the implementation of gender and social development mainstreaming in addition to the implementation of these PIM provisions.

In addition to gender, social issues may cover elderly, children, disabled, chronically ill (i.e. HIV and AIDS), grievance redress, health and safety in addition to inclusion social cohesion. A (2009) *Study for Mainstreaming HIV and AIDS into PSNP operation in Ethiopia* was undertaken to generate a practical, evidence based strategy to minimize risks associated with HIV and AIDS for beneficiaries and their families, those involved in delivering the services and the surrounding communities.

A Direct Support mechanism is in place to address disabled, chronically ill, elderly, etc. whose adults may be labour poor and unable to participate in PWs. This group constitutes approximately 20% of the PSNP caseload and receives a grant. Household Impact Assessments include a number of qualitative findings related to both impact and performance in relation to Direct Support groups. A Grievance Mechanism, the Kebele Appeals Committee (KAC), is also in place for beneficiaries to express their complaints. A Roving Appeals Audit is in place to understand how KACs are functioning and is essential for identifying actions to improve operations. Household Impact Assessments also report on KAC performance from beneficiary perspective and include an analysis of KACs in relation to contingency budget usage.

While the PSNP does not have a specific tool for evaluating impacts on social cohesion, there are a number of studies and assessments that indicate linkages related to program design features such as targeting, planning and implementation in addition to gender, inclusion, engagement, migration, increased engagement and sustainability. The PSNP has been found to 'crowd in' rather than 'crowd out' traditional

³ Evers, B. J. Garsonnin, A. Wondiu, and A. Aberra (2008) *Contextual Gender Analytical Study of the Ethiopia Productive Safety Nets Program. PSNP Gender Study*. Final Draft, 12 May. London: Helm Corporation. (p.194).

informal social transfers and suggests that the PSNP plays an important role in *renewing social cohesion* (at both household and community levels) and *reducing exclusion*.⁴

Recent Social Assessments were undertaken by World Bank projects in Ethiopia including, the October 2013 *Social Assessment of Water Supply and Sanitation Program II (WaSH II)*, the September 2013 *Social Assessment of Pastoral Community Development Project Phase III (PCDP III)* and *Regional Pastoral Livelihood Resilience Project (RPLRP)*, the August 2013 *Social Assessment of the Sustainable Land Management Project Phase II (SLM II)* and the July 2013 *Social Assessment of the Social Assessment of the General Education Quality Improvement Program Phase II (GEQIP II)*. The data from these existing Social Assessments informed the PSNP 4 Social Assessment, as much as possible.

3.2 Gap Analysis

These previous studies and impact assessments were the major data sources, primarily because of the volume of data available in these works, to understand the key constraints in the current PSNP/HABP and also, to the extent possible, to identify the gaps in information and to design appropriate data collection methods for the field visits.

On the whole, the Desk Review found that the knowledge gap is much greater in lowland areas than in the highlands and this was the most striking finding used to guide the subsequent phases of the *Enhanced Social Assessment and Consultation*. With this in mind, the principle broad issues involved in designing PSNP 4 were critically reviewed from the secondary sources as summarized hereunder:

Social Dynamics: It was found that while some of the existing studies looked into the social dynamics of the communities under study, there are significant gaps particularly in the lowland areas in properly documenting the local social and livelihood dynamics in view of the PSNP PDO.

Vulnerable Peoples: The literature review found that there is little information on the requirements of lowland communities. Thus, it is important that the *Enhanced Social Assessment and Consultation* focus on such communities, which are often characterized by rapid change and transformation. These communities are especially dependent on the natural environment for their survival. In particular, it was noted that the South Omo Zone is undergoing significant and rapid transformation, as well as large-scale agricultural development.

Asset Loss/Access to Assets: It is intended that under PSNP 4, PW subprojects involving the physical movement and resettlement of households will continue to be negligible and will be eliminated during the ESMF Screening process. Nonetheless, cases may occur that involve change of land use or restriction of access to communal assets at both community and household level (i.e. road widening, area enclosure, social infrastructure, etc.). Where such cases of loss of assets or access to assets occurs the procedures under World Bank safeguards policy OP 4.12 will have to be implemented. Since very little information regarding possible loss of assets or access to assets was found to be available in the existing studies, this *Enhanced Social Assessment and Consultation* attempted to fill this gap during the field visits by consulting with the beneficiaries.

Grievance Redress: The PSNP has an established local level grievance redress mechanism in place in the form of the Kebele Appeals Committee (KAC). The 2012 Impact Assessment found that KACs are increasingly widespread (80-100% of PSNP kebeles sampled in highland regions, 60% in

⁴ Berhane G. and Hoddinott J. 2011. *The Impact of Ethiopia's Productive Safety Nets and Household Asset Building Programme: 2006-2010*. Washington, D.C. and Addis Ababa: IFPRI and Government of Ethiopia.

the lowlands). However, while there have been recent improvements, there are challenges related to record keeping, frequency of meetings and the participation of women. The Desk Review also revealed that KACs are less effective in the lowlands. To a greater extent than in the highlands, most complaints and appeals were directed to local traditional authority structures, and not the formal structures established by PSNP.⁵ Finally, the Roving Appeals Audits have to date has not covered Afar and Somali. In view of this, relevant data related to grievance redress mechanisms were collected in the PSNP kebeles covered in this social assessment and analyzed to inform the design of PSNP 4.

Social Conflict: The Desk Review found that conflict as a social issue in PSNP woredas has not been adequately covered. This was noted as a gap to be covered by the fieldwork.

Gender: The Desk Review found that gender had been covered but somewhat inconsistently in the various studies reviewed. It is important to note that studies that have been done have focused on highland implementation areas only. This suggests that gender should feature significantly in the present Social Assessment, and especially in the lowland areas. Furthermore, the recent (2013) *SNSF-led Gender and Social Development Assessment* found that there is considerable scope for improved awareness creation to make significant improvements in the implementation of the gender policy of the PSNP. For these reasons, gender, from the point of view of all PSNP/HABP components, was one of the core issues explored during the field visits.

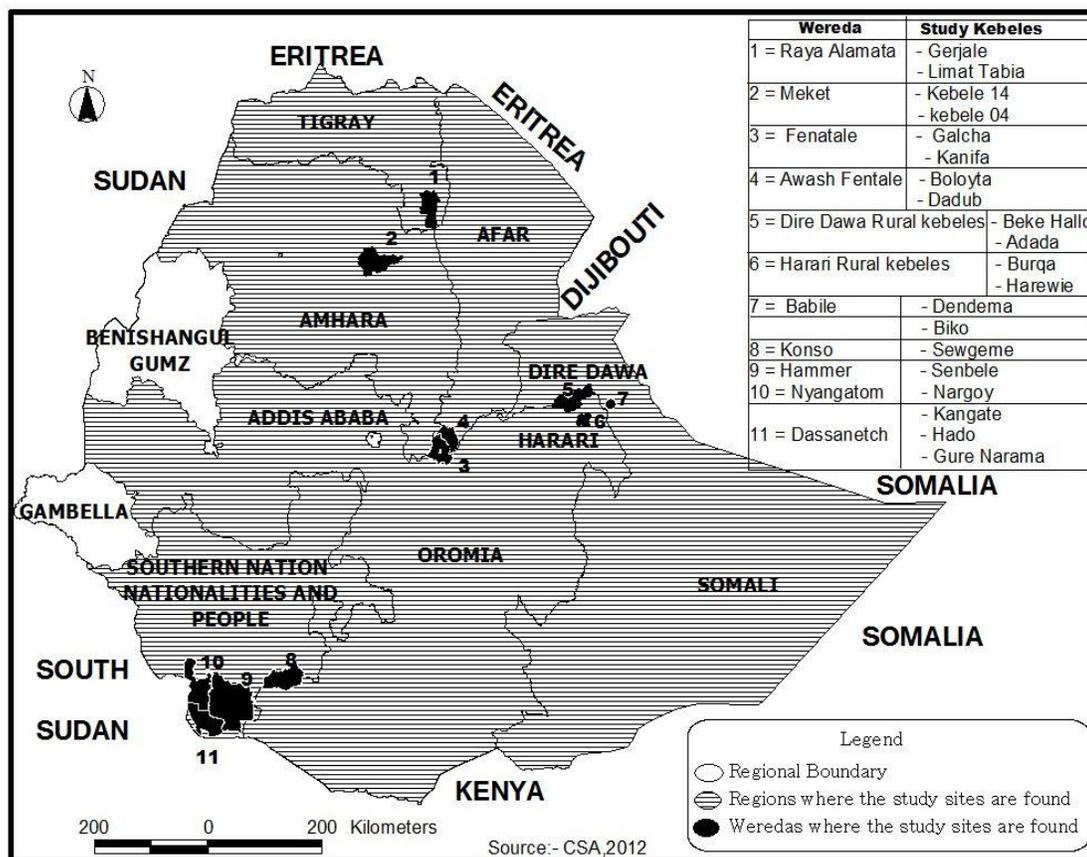
3.3 Fieldwork (including Community Consultation)

Based on the above gap analysis, eleven woredas were selected for fieldwork and consultation. Because of the volume of data available from the existing works, both on PSNP and other related projects, the woredas covered during these recent studies, namely Social Assessment for PCDP III and SLMP II, and the 2012 *Strategic Assessment of the Impact of the Implementation of the Productive Safety Net Program (PSNP) on Vulnerable Program Beneficiaries*, were not included in the sample woredas as the information available in the existing literature and assessment reports could be used to calibrate the field data (See Annex 3 for a list of woredas covered by other relevant PSNP Research Reports and Annex 4 for woredas covered by other Ethiopia Country Social Assessments). All regions, including Dire Dawa City Administration, in which PSNP 4 will be implemented, are represented at least by one woreda and attempts were made to include as many diverse agro-climatic and livelihood conditions as possible. Following the review of the existing literature and gap analysis, the identification and selection of sample woredas constituted the first step in the conduct of the Social Assessment. Accordingly, the Study Team, in consultation with the relevant stakeholders, set the criteria on the basis of which the sample woredas were to be selected. It was agreed to include at least one woreda from the regions where PSNP is being implemented with a focus on the most vulnerable communities. Because of their livelihood conditions, which are susceptible to food insecurity caused by both natural and human interventions, pastoral areas were given special focus in the selection of the woredas for the field visits.

Accordingly, **Dassanetch, Hammar, Nyangatom** and **Konso** were selected from the SNNPR; **Awash Fantale** from Afar; **Fantale** from Oromia; and **Babile** from Somali. Settled agricultural woredas included: **Alamata** from Tigray; **Meket** from Amhara; and PSNP kebeles in **Harari** Regional State and **Dire Dawa** City Administration. The map showing the woredas and kebeles visited is shown below. These are woredas which will be beneficiary woredas under PSNP 4.

⁵This is consistent with the findings of the (2014) *Final Report on PSNP Re-Design for Lowland Ethiopia*, which recommends the redesign of the grievance redress mechanism for pastoral areas.

Figure 1: Map of the sample woredas and kebeles visited during PSNP 4 Enhanced Social Assessment and Consultation



4. Profile of Underserved Communities

The following provides a description underserved communities with a focus on their livelihoods and traditional institutions which were consulted during the *Enhanced Social Assessment and Consultation for PSNP 4*.

Southern Nations Nationalities and Peoples (SNNP)

Covering an area of 111,000km² accounting for 10% of the total area of the country, SNNP region is home for more than 56 ethnic groups. It is located at the southern and southwestern part of the country. The region shares common borders with Sudan in the west, Kenya in the south, Gambella region in the North West and Oromia region in the east and North.

The region which is the most diverse in ethnic and linguistic composition, has a population of approximately 15 million, the average plot size is 0.4 ha/household. There are 126 woredas, of which 8 are Special Woredas. PSNP is active in 79 woredas. The region has diverse ecology and socio-economic profile. Out of the total area of land 56 percent is lowland, which accommodates all of the pastoral and agro-pastoral communities of the region. The proportion of land occupied by pastoral and agro-pastoralists is estimated to be 34 percent of the region scattered over three administrative zones (South Omo, Bench-Maji and Kefa) 4.6 percent of the total population of the region is found in these areas. The

major economic activity of the area is livestock production, followed by *enset* and coffee production, fisheries, irrigation, and eco-tourism. *Teff*, wheat, maize and barely are the main crops grown in most of the areas in the region.

This extremely ethnically diverse region of Ethiopia, is inhabited by more than 80 ethnic groups, of which over 45 are indigenous to the region. These ethnic groups are distinguished by different languages, cultures, and socioeconomic organizations. The largest ethnic groups in the SNNPR are the **Sidama** (17.6 percent), **Wolayta** (11.7 percent), **Gurage** (8.8 percent), **Hadiya** (8.4 percent), **Selite** (7.1 percent), **Gamo** (6.7 percent), **Keffa** (5.3 percent), **Gedeo** (4.4 percent), and **Kembata** (4.3 percent).

SNNP is rich in wildlife resources, with three major national parks. Distinctly different from other parts of Ethiopia, it has a mix of fertile grasslands, terraced hillsides, broad rivers and forests.

The Lower Valley of the Omo River, a World Heritage Site, is remarkable in that so many small ethnic groups such as the **Hamer**, **Dasenach** and **Surma** (which includes the **Suri**, **Mursa** and **Me'en**) have inhabited such a small area of land over many millennia. It is believed that it was the crossroads of a wide assortment of cultures where early humans of many different ethnicities through which they passed as they migrated to and from neighboring lands. The discovery of many fossils in this area has also been of fundamental importance in the study of human evolution.

Dassanetch

The **Dassanetch** are found in Dassanetch woreda of South Omo Zone of SNNPR and its capital Omorate located at 852 kms to the south of Addis Ababa. The Dassanetch people are surrounded by four ethnic groups: the Turkana and the Gabra from the Kenyan side and Nyangatom and Hammar from the Ethiopian side. The total population of the woreda is approx. 56,176 (of which 49% is male and 51% female). The Dassanetch, which account for 97.1% of the population, are the dominant ethnic group while the remaining population includes non-pastoralists like the Amhara, Oromo, Walayita, etc. Pastoralism is the mainstay of the Dassanetch ethnic group. Out of the total community, 70% are riverine pastoralists along the Omo Valley, and the remaining 30% pure pastoralists. But as additional means of livelihood, the Dassanetch practice farming on the alluvial soils around Omo River. Other supplementary sources of income are bee-keeping, fishing, daily labor, charcoal making, and sale of fire-wood. The Dassanetch live in hot lowlands with low rainfall. Because of this, they usually lose much of their livestock asset to drought. Drought has increasingly diminished their ability to build household assets. They also involved in occasional conflicts over the use of water and pasture with their neighbors living in Ethiopia and Kenya.

The Dassanetch belong to the Cushitic speaking groups of people. Traditionally, they are divided into eight territorial sections/groups. These territorial sections are **Shirr**, **Inkoria**, **Narech**, **Elele**, **Randale**, **Orro**, **Koro** and **Rhele**. These territorial units (*Emeto*) structure remains strong and functional throughout Dassanetch territory. The *Emetos*, which are seen as identity markers of the residents, are autonomous in terms of managing matters related to internal affairs such as resource use, transfer of generational power, religious/ritual functions, conflict resolution, offensive/defensive actions, and raiding is need be. Furthermore, the Dassanetch are divided into eight exogamous and non-territorial clans (*turo*), namely, **Turinyerim**, **Fargar**, **Galbur**, **Turat**, **Ili**, **Mur**, **Edze**, and **Tiyeme**. The clans reside in all territorial sections, although each section may not have all eight clans.

The Dassanetch have customary dispute resolution mechanisms to address intra-ethnic conflicts. The cultural institution called *Dimmi* (which others in the town call *denb*) guides their social affairs like marriage. Nevertheless, two of the clans, namely **Koro** and **Randale**, do not perform the *Dimmi*.

According to Dassanech woreda officials, the government structure utilizes these cultural institutions to reach out to various project beneficiaries (including PSNP beneficiaries) among the society. Whenever possible, disputes between individuals or families are resolved at the family, age-set, or neighborhood level with the help of a person who has mediation skills. Cases that cannot be managed at these levels are reported to the *Arra*, the traditional council of judges found in every major Dassanetch village. The Dassanetch rarely report intra-ethnic conflicts to the formal law enforcement agencies such as the police or the court. The Dassanech settle conflict at particular places under big acacia trees (which they locally call *sech*). Conflict is resolved only at these places which are really physical cultural resources for the Dassanetch. The **Shir** elders are famous for settling inter-ethnic conflicts by performing different rituals. Inter-ethnic conflict with such groups as **Hammar** and **Nyangatom** is common over grazing lands. The intra-ethnic relation was found to be cooperative. Land is the key natural resource of the pastoral and agro-pastoral communities. The prevailing land tenure system is communal. Access to communal land is based on ethnic membership, but access to private land is determined by kinship relationship which is based on patrilineal descent system. As a result, girls do not have the right to inherit the property of their family of orientation. Polygamous marriage is also common.

Hammer

The **Hammer** live in Hammer woreda, one of the six pastoral and agro-pastoral woredas found in South Omo Zone. It is bordered by Bena Tsema in the north, Dassanetch in the southwest, Nyangatom in the northwest, Kenya in the south, and Borena and Konso in the east. The total area of the woreda is estimated to be 731,565 hectares: 9,095 hectares cultivated land; 250,709 hectares covered with bushes; 225,434 hectares grazing land; 10,000 hectares forest land; 99,260 hectares irrigable land; and the remaining 137,067 hectares covered by different organizational and residential areas. Data obtained from Hammar woreda pastoral development office (2013/14) indicate that the total population of the woreda was estimated at 71,489 (49.9% male and 50.1% female). The woreda has 35 administrative kebeles: 11 inhabited by pure pastoralists; 21 by agro-pastoralists; and the remaining three by settled farmers. The **Hammar**, the **Arebore** and the **Kara** constitute the major ethnic groups of Hammar Woreda.

The land of the Hammar has experienced recurrent drought in recent past and woreda experts observed that drought is almost a yearly phenomenon these days and has become the main obstacle in the pastoralists' effort to build household assets and produce enough for family consumption. The agro-ecology of the woreda can be categorized in such a way that 8% is dry woina dega, 37.5% is partially dry kolla, 54% is kolla, and the remaining 0.5% is bereha. Mean annual rainfall of the woreda is 764 mm. The average annual temperature of the woreda ranges from 30c⁰ to 35c⁰ while the altitude ranges from 371 to 2084 meters above sea level. Among the main crops produced and consumed in the *woreda* are maize and sorghum. While the Hammar depend on keeping livestock and rain-fed crop production, the Arbore and the Kara depend on livestock and flood retreat agriculture, using the waters of the Weito and Omo Rivers, respectively. The Hammar ethnic group, which is the demographic majority in the *woreda*, is structured along clan lines. The clan leadership structure is organized in such a way that **Bita** is the ultimate decision maker. The other important man in the clan structure is the **Perko**. He is a religious figure (i.e. praying so that the plants flower to help the bees collect the materials they want to make honey). Under **Perko**, there is another traditional leadership called **Jilo**. The lower structure in the leadership is occupied by the **Donza** (elders of the land). It is the **Donza** that are involved in the day to day activities of the Hammar. The **Donza** institution leads the day to day life activities like organizing people for PW activities.

As shall be explained below, the *Donza* institution has influenced the implementation of previous phases of PSNP in Hammar. Gender roles are arranged in such a way that livestock keeping is mainly taken as men's activity. The decision about where to graze on and where and when to move the household livestock for better management is assumed by the male household head. In relation to livestock the role

of women is limited to minor tasks such as milking cows and looking after those livestock around residence areas. Farming is women's responsibility. Men's role is mainly to help women selecting a good farm site and assisting them during clearing the land. Afterwards, the remaining tasks such as hoe digging, sowing seeds, weeding and harvesting are done by women. The rules that govern gender relations and the means of its institutions are predominantly determined through customary law. Patrilineal descent system and patrilocal residence pattern govern gender relations and access to basic resources. The *Arbore* are a small group of about 7,000 people living in south-eastern part of South Omo in southern Ethiopia. They inhabit the hot open plains south of the Sagan – Woito confluence, north of Lake Stephanie (Chew Bahir). Linguistically, the *Arbore* are part of the 'Omo – Tana' cluster (previously known by the name Macro – Somali) of low land East Cushitic (Hayward 1984). The Arbore land lies at a very low altitude, approximately 450 meters above sea level, and the climate is generally arid and harsh. Average temperatures are high throughout the year. The dry season extends from June to September and from December to March with daily mean temperatures of 30 – 35 degrees respectively. The rainfall is bimodally distributed with the big rains in March-April and the small rains in October-November. The other months are virtually dry. The area has an annual rainfall of less than 600 mm.

The Woito and Sagan rivers are the sources of the water on which the livelihood of the people and the cattle depend. These two rivers join at a point some 50 km north of Chew Bahir and the combined waters below the confluence are known as Glana Dulei. The water is then diverted onto the flood plains and used for irrigation. The Arbore have a mixed economy based on flood-retreat cultivation and animal husbandry. Agriculture provides the staple food, sorghum and maize. Their pastoral economy which follows a pattern of transhumance is also central to their subsistence, rituals and values. When the condition of the rivers allow, fishing is also practiced as supplementary source of food. The *Arbore* are grouped largely into four major compact, neatly structured and partially endogamous villages. These villages are *Gandareb*, *Kulaama*, *Murale*, and *Eegude*. Each village is made up of 10 to 12 exogamous clans which are scattered throughout the four villages but at the same time spatially localized and proximate to one another. Here, the majority of the population (women, children and most of the men) live in compact and stable homesteads. A large part of the arable flood plains are also situated not very far away from these fixed communities. Except for the domestic herd which remains in the homesteads most of the cattle and small stock are kept in separate mobile camps and are taken care of by boys and youths. The *Arbore* have an active age grade system which has an important role to play in the social, political, judicial and economic life of the people. Each village settlement (*Dir*) has its own age set.

Nyangatom

Nyangatom live in Nyangatom woreda, one of the eight woredas of South Omo Zone in SNNPR. Based on the 2007 national census, this woreda has a total population of 17,640, of whom 8,893 are men and 8,747 women. Within this woreda, the *Koigu* and *Murllie* ethnic groups coexist with the Nyangatom. The Nyangatom belong to the Nilo-Saharan family of languages. They share boundaries with the Surma, Mursi, Karo, Dassanetch, Hammar, and the Turkana of Kenya, and Topossa of the Sudan. The majority of the Nyangatom practice traditional beliefs, while several others adhere to Christianity. The Nyangatom are an agro-pastoral community who inhabit along the western bank of the Omo River and the Kibish. They have a mixed economy of sorghum and maize farming and animal husbandary. For their flood irrigation, they use the waters of the Omo River and their pastoralism follows a pattern of transhumance. Due to heavy dependence on their cattle and herds for their livelihood, the various pastoral groups inhabiting the vicinities of the Omo River and Kibish area close to the Kenyan border and beyond have frequently clashed with one another over the best grazing lands and water resources.

The Nyangatom are historically hostile neighbors to Turkana of Kenya, and there has been constant conflicts marked by frequent raiding and counter raiding between the two groups. According to the

accounts made by the woreda PSNP implementers and men consultation group members, when there is confrontation and possibility of clashes between members of the two pastoral groups, luxuriant grazing and abundant watering resources remain unutilized and an opportunity is wasted. The Nyangatom, particularly those inhabiting the nine kebeles in the vicinities of the Omo River, have also problems with their Hammar and Dassanetch neighbors. All these conflicts affect the relationships of the Nyangatom with their immediate neighbors, and according to informants, inter-group conflict has put the agro-pastoral livelihood system in difficulties and exposed them to different forms of vulnerabilities. The social organization of the Nyangatom is clan-based, which determines power structure. Traditionally, if the first born child is male, it is valued most than the case is for a female child. This is owing to the local belief that male children will be responsible for protecting territories from invaders when grown up.

Konso

Konso Special Woreda is one of the eight special woredas in SNNPR. It is located 5° 56' North Latitude, and 37° 69' East Longitude. The total population of the woreda is approximately 250,750 of whom 120,693 are males and 130,057 are females. The woreda settlement pattern shows that 239,422 people live in rural areas while 11,328 people live in urban areas. The capital of Konso Woreda is Karat Town. Agriculture is the major economic activity of the Konso. Konso farmers practice crop production, livestock rearing, and beekeeping activities. Based on the climatic zones of the woreda, crops like barley, wheat, sorghum, maize, cotton, coffee, kidney beans, and cow peas are grown. Sorghum is the major staple of the people. The agricultural practices of Konso have some unique features. The landscape demonstrates the shared values, social cohesion and engineering knowledge of its communities. All the hills and valleys of the Konso highlands have been terraced in order to hold running water and prevent soil erosion. The practice of terracing, together with their use of animal and human fertilizers, enabled Konso farmers to produce sufficient food for an ever increasing population.

Konso is known for its industrious people who are endowed with extraordinary skill and knowledge, especially in water and soil conservation practices. They managed to survive in the marginal environment using indigenous knowledge and skills that enabled them to make optimal use of unfavorable terrain and climatic conditions in innovative manner as a survival strategy over centuries. The construction of terraces in addition to their conservation value also helps to get additional farm lands by converting the rugged and hilly landscape into more plain farmlands. Konso's intensive agriculture is also supported by selection of plant genes, which could withstand the weather condition of the area. All of this is evidence of the skills of Konso farmers in developing adaptive techniques that suit their natural environment. Konso's agriculture, which had been subsistence in nature, has been supported by the labor of family members. However, labor intensive activities like construction of elongated terraces across the valleys and mountains, transporting compost fertilizers, and tilling the land are beyond the capacity of family labor. As a result, the Konso prefer working in groups or *parga* (working party)⁶. The Konso social organization is based on clan or lineage where age grade is an important element. Konso society is classified into nine exogamous clans. Each clan bears the name of its founding father. The Konso people live in densely populated and defensive walled villages. They are dominantly Protestant Christians followed by traditional worshipers, and Orthodox Church believers. The tradition of dispute settlement among the Konso dates back to the early 14th century. Women were active in settling disputes as men often went away for farming, hunting, and fighting neighboring enemies. However, this tradition was gradually reversed in which men took over the responsibility of dispute settlement. In relation to this, the traditional judiciary system evolved from the existing dispute settlement practices in which elders, religious leaders, and clan heads play key roles. The *Poqala* institution is an important aspect of Konso traditional authority. In religious context, the term *Poqala* refers to priesthood. The *Poqala* acts as an

⁶ Wondu Argaw Yimam, 2011. *A History of Konso Woreda from 1941-1991*. Addis Ababa.

intermediary between God and the people. Craftwork is also important in Konso life. Stone steles express a complex system of marking the passing of generations of leaders. The walled towns and settlements (*Paletas*) of the Konso cultural landscape are located on high plains or hill summits selected for their strategic and defensive advantage.

Oromia Region

Oromia extends from west to east and to the southern borders of the country. Oromia is the largest regional state with an area of approximately 353,000km². Accordingly, Oromia is bordered by all regional states of the country with the exception of Tigray. It has also international boundaries with Sudan and Kenya. With largest regional population size in the country at about 27.2 million,⁷ it is divided into 20 zones. Of 254 total woredas, the PSNP is active in There are 245 woredas. PSNP is active in 79 woredas. The region contributes to the production of coffee and livestock. The average rural household has 1.14 hectares of land compared to the national average of 1.01 hectares. 24% of the population is engaged in non-farm activities (compared to the national average of 25%).

Karrayyu

The **Karrayyu** live in Fantale Woreda, in the Great Rift Valley in East Shoa Zone of Oromia National Regional State. The administrative center of Fantale woreda is Matahara Town, located at 193 kms to the east of Addis Ababa on the main highway to Harar and Djibouti. The woreda has 20 administrative kebeles, i.e., 18 rural and 2 town kebeles. The total area of the woreda is 1339.64 Km². Most parts of this woreda range from 900 to 1000 meters above sea level. According to the National Population and Housing census of 2007, the total population of Fantale Woreda was 81,740 and projected to be 97,528 in July 2013. The total area of land used for agricultural purpose is 19,677.25 hectares. Other land use types include forest land (457 hectares), bush and grazing land (79,327.37), water body (28,200), and the remaining (6302.9) is used for other purposes. The Karrayyu, divided into two major clans called **Baso** and **Dullacha**, are the indigenous inhabitants of the Matahara Plain Mount Fentale area in the woreda. They are Oromo-speaking transhumant pastoralists. Apart from livestock herding, the Karrayyu in certain village communities have also started practicing both rain-fed and irrigated agriculture.

Due to increasing land scarcity, the Karrayyu have become more susceptible to drought and famine. Moreover, according to both Fantale Woreda FSTF and PSNP beneficiaries, the expansion of Lake Basaqa and drought are the major sources of vulnerability for Galcha and Kanifa kebeles, respectively. While many lakes in Ethiopia are diminishing in size because of recurrent drought and factors such as human intervention, the shallow and saline Lake Basaqa is mysteriously expanding and engulfing many areas including Matahara Town. It easily seeps through the sandy soil of the area and is threatening the livelihood of the residents of the area. Appreciating the seriousness of the impact of Lake Basaqa on the livelihood of the residents of the kebele, the Woreda FSTF exempted the kebele from PSNP graduation this year. Drought, which occurs more frequently in the past few years, is another source of vulnerability for many kebeles in Fentale woreda. Moreover, the natural vegetation of the woreda is disturbed because of overgrazing, poverty-induced commercial charcoal making and thus exposed to wind and flood erosion.

The Karrayyu social structure is organized by indigenous Oromo socio-cultural system called the **Gada** system, which guides the socio-cultural and political life of the Karrayyu. The term of **Gada** officials is eight years. Moreover, the Karrayyu also has ritual leaders called the **Qallu** that guides the religious life of the society. In fact, many of the Karrayyu have been converted to protestant Christianity and Islam

⁷CSA. 2008. *Summary and Statistical Report of the 2007 Population and Housing Census*, Addis Ababa.

now. They resolve conflicts through a system of council of elders called *Jarsumma*. Land and other natural resources are administered by customary law.

Tigray

With an estimated area of 53,000 km² consisting of 6 administrative zones and 35 woredas, Tigray shares common borders with Eritrea in the north, Afar and Amhara in the east and in the south and Sudan in the west. CSA population census of 2007 indicated that the population of Tigray Region is 4.3 million people. The regional average land holding is estimated to be 0.5ha/household. There are 35 woredas in Tigray. The PSNP is active in 31 woredas. The characteristic food crops of the western lowlands are sorghum, maize, *teff*, barley and wheat. Yields are generally lower than in the middle highlands because of lower soil fertility and rainfall. Tigray is home to a number of Ethiopia's unique, original grain species, notably different varieties of wheat and barley adapted to shorter or longer rainy seasons.

Alamata

Alamata woreda is located in Southern Zone of the Tigray National Regional State. The seat of Alamata woreda, Alamata Town, is 600 kms to the north of Addis Ababa and 178 kms to the south of the regional capital, Mekele. According to the data obtained from the Woreda Office of Finance, the total population of the woreda for 2005 E.C. (2012/13) was projected to be 97,361 (48.2% male and 51.8% female). The total number of households in the woreda was 25,389, of which 16,229 were male-headed while the remaining 9,160 were female headed.

The woreda has two agro-ecological/climatic zones: kolla (relatively hot and lowland) climatic condition, which consists of ten rural kebeles, and dega (relatively cooler and highland) with five kebeles. The mean annual temperature of the woreda is 27c^o and its mean annual rainfall is 861.5mm. The altitude of four of the five dega kebeles is above 2300 meters. The total area of the woreda is 75,318.4 hectares. Of this, 36,284.2 hectares is cultivated land; 16,662.5 hectares is bush land; and the 9131.66 is grazing land. Agriculture is the mainstay of the people in the woreda. The main crops produced include *teff*, sorghum, and maize in the lowlands and barley and legumes in the highlands. In addition, vegetables like onion, tomato, pepper, and fruits like mango are also produced through irrigation in the lowlands. In addition to agriculture, people in the lowland kebeles are also engaged in rearing livestock like cattle, camel, goats and sheep. The lowland areas are hot and the rainfall is highly unpredictable and short. In this regard, the locals in the woreda indicated that they have received the belg rain (short rain season) this year after six years of absence. There is shortage of water particularly in the lowlands. The fact that ten kebeles of Alamata woreda are in the lowland means that the flood that comes from the nearby highlands usually destroys farmers' crops.

Amhara

Amhara a population of 17.2 million, 88% of which live in rural areas.⁸ Amhara covers a total area of approximately 154,000 km². The average plot size is 0.3 ha/household. There are 105 woredas, of which 3 are Special Woredas. PSNP is active in 64 woredas. Cereals, pulses, and oilseeds are the major crops grown in the Amhara. Principal crops include *teff*, barley, wheat, maize, sorghum and millet. Pulses include horse beans, field peas, haricot beans, chickpeas and lentils. The region also has large livestock resources. Most of the region is on a highland plateau and characterized by rugged mountains, hills, valleys and gorges. Hence, the region has varied landscapes composed of steep fault escarpments and adjoining lowland plains in the east, nearly flat plateaus and mountains in the centre, and eroded

⁸ Central Statistics Agency. 2007. *Population Census*. Addis Ababa.

landforms in the north. Most of the western part is a flat plain extending to the Sudan lowlands. The high population growth rate of the region has led to severe land shortages and rapid natural resource degradation.

Meket Woreda

Meket is one of the nine *woredas* found in North Wollo zone. It is bordered in the south by Wadla and Dawunt *woredas*, in the west by Lay Gayint and Tach Gayint *woredas* of South Gondar zone, in the east by Guba Lafto *woreda*, in the northeast by Gidan *woreda* and in the north by Lasta and Bugna *woredas*. The *woreda* is populated by the Amhara, who speak Amharic as their mother tongue (99.9%). The religious composition of the *woreda* is: 94.7% Orthodox Christians; 5.3% Muslims. The *woreda* has 45 rural kebeles and 2 town kebeles. The seat of the *woreda* is Filakit Town. The total population of the *woreda* is projected to be 254,451 for 2006 E.C (2013/14), of which 128,380 are males and 126,071 are females. 93.81% (238, 685) of the total population lives in rural areas while 6.19% (15,766) lives in towns. 52% of the total population is within active working age (15-64). The population density of the *woreda* is 127 people per square kilometer. The landscape of the *woreda* is mostly characterized by degraded gorges, mountains and valleys. The total area of the *woreda* is 191,960.73 hectares. 65% of the total area of the *woreda* is consisting of gorges and valleys while, 7% is mountainous, and remaining 28% is plain land. The altitude of the *woreda* ranges between 1500 and 3500 meters above sea level. Ninety two per cent of the people earn their livelihood from agriculture while the remaining proportion depends on trade, handicrafts and other activities for a living. The *woreda* has three ecological/climatic regions: 25% kolla, 55% woina dega and 20% dega. The temperature of the *woreda* varies between 22c° and 7 c°. Rainfall is highly unpredictable and there has been frequent drought in the *woreda*. There are two cropping seasons namely belg (short rain season) in March and April and summer (main rainy season) from June to September. Crops such as wheat, *teff*, barley and cash crops like lentil and garlic are also produced in the *woreda*. The people of the *woreda* also use eucalyptus tree as commercial plant. The size of the plot of land one has is small (0.5 hectares per household) and the fertility of the land is very low. The available land is so degraded that people are forced to cultivate on mountain sides. Even the plain agricultural fields are stony in many places. The rugged nature of the *woreda*, land degradation, unpredictability and inadequacy of rain, landlessness and declining soil fertility expose the people of the *woreda* to vulnerability and there is no kebele that if food self-sufficient.

Afar

Afar has a total population of approximately 1.5 million according to the CSA 2007 Census and covers an area of approximately 97 000km². Located in northeastern part of the country, Afar is one of the four major pastoral regions. The region is divided into five administrative zones, which are further subdivided into 32 *woredas*. The PSNP is active in all of Afar's 32 *woredas*, including one Special *Woreda*. The majority of the land is rocky and the annual precipitation is low which makes crop cultivation unsuitable. People in the region therefore depend mainly on livestock production for their livelihood. 90% are pastoralists and 10% agro-pastoralists. 90% of the population depends on subsistence livestock production.

The Afar are one of the nine recognized ethnic divisions (*kililoch*) of Ethiopia and also account for over a third of the population of neighbouring Djibouti. Afars speak the Afar language as a mother tongue. It is part of the Cushitic branch of the Afro-Asiatic language family, and is spoken by ethnic Afars in the Afar Region of Ethiopia, as well as in southern Eritrea and northern Djibouti. However, since the Afar are traditionally nomadic herders, Afar speakers may be found further afield. Afar people are predominantly Muslim. They have a long history of association with Islam through the various local Muslim polities.

Socially, they are organized into clan families and two main classes: the *asaimara* ('reds') who are the dominant class politically, and the *adoimara* ('whites') who are a working class.

Awash Fentale Woreda

Awash is found in the Gebiresu Zone of Afar National Regional State. It is located 9° 06' N Latitude and 40° 02' E Longitude. The Woreda is divided into five rural kebeles. The average elevation of the Woreda is 750-1050 meters above sea level, and the rate of temperature falls between 21° - 38° Celsius. The total size of the Woreda is about 180,000 hectares of which 11,970 hectares are cultivable while 1,728 hectares are cultivated. Evidently, 14,000 hectares are grazing lands, while much of the area is covered by bushes or short trees. The woreda receives annual average rainfall of 450 mm placing it as one of the areas lacking adequate rainfall in the region. Based on the 2007 national census, the total population of the Woreda is about 29,780 of whom 15,475 are males and 14,305 are females. The main inhabitants of the area are the Afar, and they are one of the largest pastoral groups in the Horn of Africa, inhabiting the rangelands of north-eastern Ethiopia, south-eastern Eritrea and western Djibouti. The Awash River flows through much of the area.

The Afar inhabit most of the middle and almost all of the lower Awash Valley. Afar land is extremely inhospitable. Its ability to support the pastoral populations is largely dependent on the Awash River, which is a key resource to the areas. Until the 1950s, the Awash Valley was mainly used by semi-nomadic Afar for extensive livestock production. After this period, the first major step taken was the adoption by the imperial government of the river valley development policy in the late 1950s. The penetration of foreign capital into the region in the following years had a tremendous effect on the traditional resource use patterns there. The biggest single impact was, and continues to be, that groups who, in the past, would have had free access to unlimited natural resources, are now subject to limited access to the natural resource base. In addition to irrigation development, the establishment of the Awash National Park in 1966 covering an area of 830 square kilometers in the Middle Valley also represented major changes in natural resource use in the Awash Valley. These changes have together seriously affected the lives of the Afar pastoralists through expropriation of grazing land and changes to the Awash flood regime. The Afar practice clan-based power structure. Individuals identify themselves as members of a specified clan and local community. The higher units are clan (*mela*) and the level below it is the local community (*kaidoh*), and the next lower level is the extended family (*dahla*), followed by the household (*burra*). Within the local community, elders arbitrate disputes, and the overall problems are dealt with the committee members of the grazing associations. Although intra-clan relationships are less hostile, animosity and fighting sometimes occurs due to scarcity of water.

Somali

Somali people live in the eastern-most region of Ethiopia. With an estimated area of approximately 279,000 km², the population is approximately 4.5 million according to CSA 2007 census. The region is predominately pastoral. The main livelihood activity is livestock. However livelihoods are subject to numerous shocks and stresses, including recurrent drought, livestock marketing constraints and mobility due to conflict and insecurity. There are 67 woredas in Somali. The PSNP is active in 32 woredas.

Somali society is highly structured, anchored in the system of clans and sub-clans that bind and divide Somalis. The clan system forms the basis for most of the core social institutions and norms of traditional Somali society, including personal identity, rights of access to local resources, customary law (*xeer*), blood payment groups (*diya*), and support systems. Hundreds of clans, sub-clans, sub-sub clans and so on exist and allegiances are complex. One sub-clan generally resides in one kebele, meaning woredas are

home to multiple sub-clans, sometimes of the same overall clan, sometimes of different clans. The major clans include, *Ogaden, Isaaq, Dir, Hawiya, Ajuran, Issa, Sheikhal, Gadabursi*.

Babile

Babile woreda is found in the Somali National Regional State. It is one of the eight *woredas* of *Fafan* zone. The woreda is located 7° 0' North Latitude and 43° 00' East Longitude. It shares boundary with other woredas of the Somali region and Fadis Woreda of Oromia regional state. The total size of the Woreda is about 1,325 km². It is divided into 17 kebeles and 42 sub-kebeles. The annual rate of temperature is 26.5° Celsius with uneven rainfall distribution. Babile is known for its hot springs, mineral water and Elephant Sanctuary. Often, the inhabitants come into conflicts with the neighboring Oromo communities over the control of the Sanctuary. Dendema is the capital of the woreda. The total population of the woreda is about 92,702 of whom 50,059 are males and 42,643 are females with average household size of 7.5 persons. This woreda is inhabited by the ***Karanle Hawiye*** clan of the Somali people but some of the inhabitants are bilingual, speaking both Somali and Oromiffa languages. The people are dominantly agro-pastoral with 70% of the total population living on this mode of life. Of the remaining population, 15% are agricultural, 10% are pastoral, and 5% petty traders. Maize and sorghum are staple crops, and the livestock production includes: cattle, goats, sheep, and camels. Although women constitute sizable proportion of the population, their roles in the public spheres are limited because they are relegated to reproductive labour. This, in turn, makes their contribution to the socioeconomic development of the woreda rather invisible.

The people of Babile share most of the socio-cultural features of other Ethiopian Somalis. The Somalis are most closely related to the Afar and distantly related to other Eastern Cushitic peoples. Somalis are not a unitary group, but a grouping of broad clan federations divided by language and by clan conflicts. Although all Somalis profess strong allegiance to Islam, they hold stronger primary loyalties to the self, family and clan. The Somali language is a member of the Eastern Cushitic family of languages. Linguists analyze several languages among the Somali peoples, which are not mutually intelligible. These pastoral people have a culture primarily centered around camels with a few cattle and goats in the more productive areas. Women and young children care for sheep and goats while the young men and boys are responsible for herding the highly esteemed camels. Families live in portable huts; each wife has her separate hut made of bent saplings and woven mats. Home building and home making are the women's responsibility. A man is allowed four wives under Islamic law and polygamy is widely practiced. Divorce is the prerogative of men only and is easy and common among the Somali. In case of divorce, the children are divided by gender, boys to the father and girls to the mother.

Harari

Harari Peoples Regional State is a small region focused the city of Harar in eastern Ethiopia. The population is approximately 122,000. The city of Harari has been a major commercial centre for centuries, linked by the trade routes that join Ethiopia with the rest of the Horn of Africa and the Arabian Peninsula. In 2006, Harari city was included in the World Heritage List by UNESCO, in recognition of its cultural heritage. Harari consists of one woreda. The PSNP is active Harari's rural kebeles. The Harari region is one of the nine regional states in the Federal Democratic Republic of Ethiopia. It is located 11° 24' North Latitude and 42° 16' East Longitude. The Harari Region is bordered by East Harerge Zone of Oromia Regional State. The total size of the region is 343.20 km² of which 321.7 km² is rural and 21.5 km² is urban. Its average elevation is 1,300 meters above sea level and the average rate of temperature is 18° Celsius. According to the 2007 national census, the total population of Harari Region is 183,415 of whom 99,368 are urban dwellers while 84,047 live in rural areas. With this, the annual population growth rate is assumed to be 2.6%.

Harar is the capital of the Harari Regional State. The Region is the home of several people with diverse ethnic, linguistic, and religious backgrounds. The major ethnic groups in Harari include: the Harari, Oromo, Amhara, Somali, Guraghe, Tigray, and Argoba. Islam and Ethiopian Orthodox Christianity are the dominant religions followed by Protestant and Catholic beliefs, and traditional worships. Harari is a model in promoting a high degree of tolerance, respect, and peaceful co-existence among people of different origins. In September 2004, the city of Harar was awarded the UNESCO Cities for Peace Prize in recognition of its outstanding contribution to the promotion of the values of peace, tolerance, and solidarity in everyday life. The city also holds UNESCO title: the World Heritage Status. The town of Harar has remained symbolic in tourist attraction from around the world. In Harari Regional State, there are three rural kebele administrations, namely: Sofi, Erere, and Dire Teyra. Of the seven sub-kebeles in Sofi rural kebele, four (Sofi, Burqa, Harewe, and Killo) are included in PSNP on account of their being lowlands characterized by moisture deficient and vulnerable to recurring drought. The other three sub-kebeles, together with six sub-kebeles of Dire Teyra rural kebele are not included as beneficiary communities. Characterized as midlands and highland areas by relatively favorable conditions for agriculture, these are khat and coffee growing communities, being the suppliers particularly of the lucrative plant of *khat* to Harar Town and other major urban centers in the country, as well as to the export market. In Erere rural kebele, all four sub-kebeles (**Erer Woldiya**, **Erer Dodota**, **Hawaye**, and **Ulenullu**) are PSNP communities. As a whole, the rural kebeles in the Regional State supply to the Regional capital/Harar agricultural commodities mainly khat and coffee, as well as labour in the form of migrants, while they get the items they need for household consumption from the town.

Dire Dawa

Dire Dawa lies in the eastern part of Ethiopia and is an industrial centre, home to several markets. Based on 2007 Census, Dire Dawa has a total population of approximately 342,000. Livelihood activities include livestock (cattle, sheep, goats, camels, etc.) in addition to honey production. There are 2 woredas. The PSNP is active in both. Dire Dawa is a Chartered City. The Charter is the legal instrument that sets the administrative boundary, the rights of residents, and the objectives, organization, power and functions of the City Administration. It is located 9⁰27' N to 9⁰49'N Latitude and 41⁰38' E to 42⁰19'E Longitude. The total size of Dire Dawa administration is 1,288.02 km², with population density of 320 persons/km². The average annual temperature is 25⁰C and the annual rainfall is 652mm. Based on the 2007 national census, the Administration has a total population of about 412,333 of whom 210,290 are males and 202,043 are females. The average family size of households is 5.7 persons. Dire Dawa administration has nine urban and twenty-five rural kebeles.

The major livelihoods of urban areas include trade and industry, while that of rural areas is subsistence agriculture. Islam and Orthodox Christianity are the two major religions in Dire Dawa Administration. Followers of Protestant and Catholic Churches and traditional beliefs constitute insignificant proportion. The settlement of Dire Dawa, which began with the construction of the railway, is characterized by diverse ethnic composition. The major ethnic groups thus include: the Oromo, Amhara, Somali, Guraghe, Tigray, and Harari. The overwhelming majority of the population use Oromiffa as mother tongue, while Amharic is the second largest spoken language. Dire Dawa Administration has a relatively developed infrastructure in terms of education, health facilities, transport and communication, water and electricity, banking and insurance services, which create conducive environment for the growth and expansion of the industrial sector. In Dire Dawa City Administration, there are 38 sub-kebeles under four rural kebeles (**Biyo Awale**, **Wahil**, **Jeldessa**, and **Haselisso**), inhabited mainly by Oromo and Somali groups. All of these are included in PSNP as a result of being extremely moisture deficient and vulnerable to drought and famine. Since agriculture is not reliable due to the scarcity of rain, community members in these kebeles largely engage in on-farm and off-farm activities. In particular, local women are known to have predominantly practiced off-farm activities, especially the petty trading of grain, and fruits and vegetables

thereby earning sizable income for the household. Dire Dawa City has been the main market destination for their commodities.

5. Most Vulnerable and Underserved Groups

As with previous phases of the PSNP, PSNP 4 will target the poorest of the poor, the chronically food insecure. The Program thus captures this population within its caseload and is designed to meet the needs of this group. In order to focus the Assessment further, the *most vulnerable* and *underserved* have been identified as:

- Women in male headed and female-headed households
- Polygamous households
- Pastoralist households
- Unemployed rural youth
- Households unable to provide PW labour. These beneficiaries receive ‘Direct Support’. They include, for example, the elderly, People living with HIV/AIDS (PLHIVs) and labour-poor households
- New residents in the woreda
- Children

5.1 Women in male-headed and female-headed households

Understanding gender based social exclusion, restriction, discrimination or differential treatment is important to consider during PSNP 4 design and implementation. In many communities, women become vulnerable because of lack of education, gender bias, tradition and culture, and their reproductive and productive roles. Thus, it is important to understand the place of women in PSNP communities to inform how gender issues can be mainstreamed into the PSNP activities.

The status of Ethiopian women can be seen in terms of: societal attitudes towards women; their socio-economic status; their educational status; women’s awareness of their rights; their productive and reproductive roles, etc. More specifically, societal attitudes towards women (e.g., they are meant to care for the domestic affairs, namely childcare, preparation of food, etc.); their socioeconomic status (e.g., limited property ownership rights); no/little education (with all its ramifications such as low awareness of their rights both at micro and macro level); and their roles and statuses in the family (e.g., in polygamous unions, female-headed households) deserve closer examination in view of the objectives of PSNP 4.

There is no doubt that previous phases of the PSNP have immensely improved the livelihood of female-headed households, enhanced the empowerment of women both at the household and community levels, and their “participation in public works (PWs) earned them greater respect in their communities”⁹. A female informant in **Hammar** woreda noted, “I was elected to the Kebele Food Security Task Force in a meeting which I did not attend and I served with full commitment and dedication much more than some of the male members of the committee”. Assessments undertaken during previous phases also show that there are some areas that need more attention, despite the efforts made to address them. For example, women experience difficulties in balancing participation in PWs and their other household responsibilities. As compared to male-headed households, female-headed households: (i) were less likely to lodge a complaint if they perceived that selection processes were unfair (e.g., Boloyta and Dudub

⁹ MoA, Government of Ethiopia, 2012. *Strategic Assessment of the Impact of the Implementation of the Productive safety net Program (PSNP) on Venerable Program Beneficiaries*. Addis Ababa. p.31.

kebeles of Awash Fantale woreda, **Afar**)¹⁰; (ii) had less contact with DAs (e.g., Hado and Nure Narama kebeles in **Dassanetch** woreda); and (iii) were less likely to use the credit facilities established under the previous HABP.

Field data also show that male out-migration can exacerbate the vulnerability of women as observed in **Konso**, depriving the household of male labour for agricultural work and leaving the whole burden of the household's participation in PWs on women.

In terms of the impact of patriarchal structure on women, field data show that in most of the communities visited, women actively participate in the KAC and there was no problem for women in lodging complaints if they have any. Nonetheless, in some **Afar** kebeles, women complained that the KAC does not listen to them and their words are not taken seriously.

The attitude that the husband is the head of the family and the sole provider of the family's needs makes women vulnerable as they often handover the transfers to their husbands, who often use some of the cash transfer to buy drinks (e.g., **Hammar**) or *khat* (e.g., **Karrayu, Afar**). Field data are consistent that the chance of transfers being abused by male household heads increases with cash transfers and the principle of PSNP 4 to move toward more cash transfers and less of 'in kind' transfer involves higher risk of the transfers missing the intended goal of addressing the problem of chronic food insecurity.

Interviews with beneficiaries confirm that beneficiary households and especially women have a relatively poor understanding of the objectives of the PSNP and as a consequence are in a weak position to challenge targeting decisions.¹¹

5.2 Polygamous households

The form of polygamy (multiple marriages) which is practiced in Ethiopia is polygyny (a marriage of a man to two or more women at a time). Among the Ethiopian societies where polygyny is practiced (e.g., **Afar, Dassanetch, Hammar, Somali, Oromo**)¹², a woman joins her husband in his patrilineal village on his ancestral land, the characteristic of a patriarchal society. The women do not own land and other major assets, and are vulnerable to economic insecurity and often experience chronic food insecurity as the man often lacks resources to provide for the basic needs of his wives and their children. In many PSNP communities, the co-wives and their children are dependent on one male household head and therefore are treated (irrespective of the number of dependent children each of them has) as one family during the targeting for PSNP¹³ (as observed in **Hammar, Awash Fantale, Babile** and rural kebeles in **Harari Regional State** and **Dire Dawa City Administration**).

5.3 Pastoralist Households

Pastoral and agro-pastoral groups have historically been among the most underserved communities in Ethiopia. An estimated eight to ten million people, 10% of the country's total population practice pastoralism as their predominant mode of livelihood across the lowlands of Ethiopia. The rangelands where pastoral practices are extensively carried out represent two-third of the total national land area. Pastoralists are mainly living in **Somali, Afar**, the **Borana Zone** of **Oromia Region**, and the **South Omo**

¹⁰ See also MoA, Government of Ethiopia, 2012. *Strategic Assessment of the Impact of the Implementation of the Productive safety net Program (PSNP) on Venerable Program Beneficiaries*. Addis Ababa. p.32.

¹¹ Behnke, R. et al. *Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014.

¹² The list of the Ethiopian communities which practice polygyny could be longer than what is cited here as an example.

¹³ This finding is in line with the (2012) *Strategic Assessment of the Impact of the Implementation of the Productive safety net Program (PSNP) on Venerable Program Beneficiaries*, which notes, "...the second wife and her children are regarded as dependents on the first wife". (p. 36).

Zone of the SNNPR. Pastoral and agro-pastoral populations belong to some twenty-nine ethno-linguistic groups that are classified as **Cushitic, Omotic** and **Nilotic**. The main pastoral nomadic ethnic groups in Ethiopia are geographically located as follows: the **Afar, Issa, and Karrayu** in the northeast and east, the **Somali** in the southeast, the **Borana** in the south, and the **Hamar, Benna, Arbore, Tsemai, Mursi, Bodi, Dassanech, Nyangatom, Karro, and Nuer** in the southwest.

Beset as it is by a range of adverse conditions, migratory pastoralism continues to sustain an increasing population. Since the recent past, the herding populations in the lowlands have largely been impoverished and food insecure. The arid climate of the region characterized by frequent cases of drought has been a principal contributory factor to the prevailing conditions. Resource degradation and water scarcity aggravated by steady increases in human and livestock population and the conversion of sizable areas of pastoral territory into dry land agricultural zones have resulted in the reduction of rangelands in terms of both quality and size. Poverty among the nomadic populations extends far beyond food insufficiency. They also have little access to socioeconomic benefits like health and education services and opportunities to income generating activities outside of the livestock domain.

The situation of pastoral communities was further compounded by lack of due policy attention by previous government administrations. The needs and interests of pastoral groups were, in previous times, not given the attention they deserved in the design and implementation of development policy interventions, as compared to smallholder agricultural communities in the highlands. As a result, a substantial portion the development investment was devoted to the promotion of the non-pastoral sector of the economy. Thus, in addition to the ecological stress that pastoralists suffered, they also experienced economic and political marginalization.

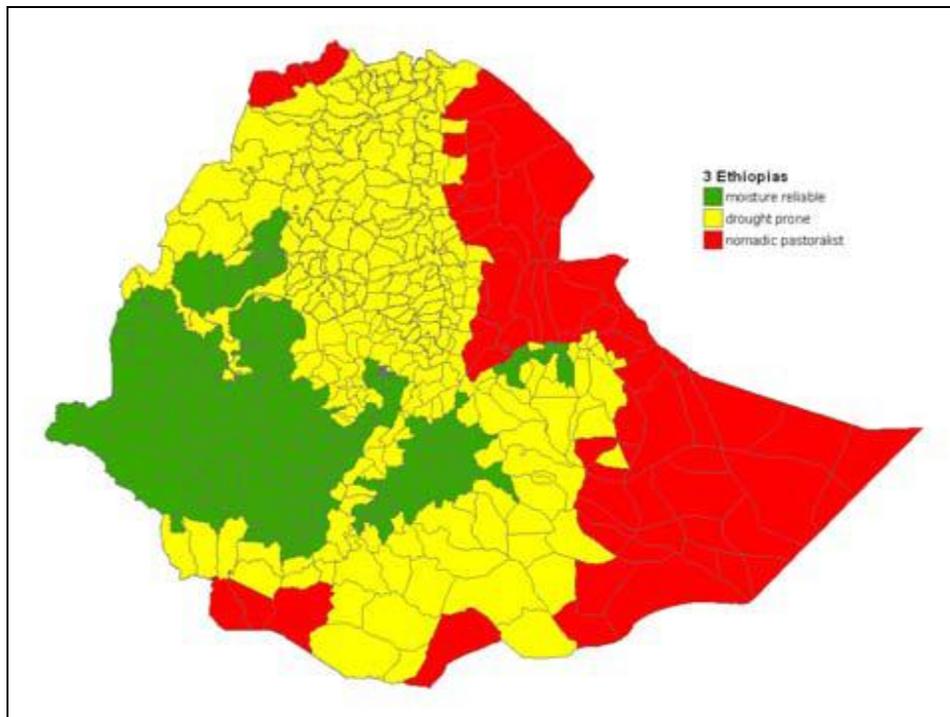
Table 2: Pastoral Livelihoods¹⁴

Livestock-based livelihood	<i>Livestock-based livelihoods</i> are the most common, where households rely on rearing camels, cattle, sheep and goats. The survival, quantity and condition of these livestock determine a household's wealth and ability to continue their traditional livelihood patterns. Mobility (usually within recognized and well defined long-standing migration routes) and the ability to access natural resources, such as pasture and water, are fundamental to the continuation of this livelihood. Those households engaged in livestock-base livelihoods are often referred to as 'pure' pastoralists.
Agro-pastoral livelihood	<i>Agro-pastoral livelihoods</i> combine extensive livestock rearing and rain-fed cereal production (typically sorghum, wheat, and barley) for household consumption. The area under agricultural cultivation is mainly restricted by the availability of labour within the household. Mobility remains important for these households.
Sedentary farmers	<i>Sedentary farmers</i> practice mixed farming, cultivating food crops (sorghum, wheat or other cereals) along with modest flocks of sheep and goats. Wealth is determined by land holdings and oxen ownership.
Ex-Pastoralist	<i>Ex-pastoralists</i> are households who have lost their livestock and now depend largely on the 'sale' of family labour. Ex-pastoralists are settled on the periphery of major urban centres and in internally displaced person camps. The majority remain on the margins performing low-skilled labour intensive activities value activities such as casual labour and the collection and sale of bush products.

¹⁴ Hoddinott, J. et al. 2011. *The Implementation of the Productive Safety Nets Programme in Afar, Somali and selected lowland woredas in Oromiya* Washington, D.C. and Addis Ababa: IDS, IFPRI Dadimos. October 15.

Ethiopia's pastoralists are distributed as shown on the following map.

Figure 2: Ethiopia's Pastoralist Zones



Pastoralists remain vulnerable to food insecurity because they have been seriously affected by recurrent drought and other climate-change related factors. The sources of vulnerability in pastoral areas of Ethiopia include:

- Deterioration of grazing/range land due to natural (encroachment of grazing land by invasive plants) and human-made factors (population pressure and competition of grazing land for crop land),
- Drought: production and productivity of grazing/rangeland diminishes from time to time,
- Deforestation of rangeland due to charcoal making and increase in farmland,
- Epidemic diseases: human and livestock diseases,
- Market failure (lack of market facilities and failure of market function due to different factors)
- Poor socio-economic infrastructures: health, education, and market facilities, and rural road connection,
- Conflict over resource competition; and deterioration of customary institutions (such as networks and linkages, trust and solidarity, cooperation and generosity).
- At present, human population increases pressure on natural resources while conflict and insecurity often make these resources inaccessible.¹⁵

¹⁵ Hoddinott, J. et al. 2011. *The Implementation of the Productive Safety Nets Programme in Afar, Somali and selected lowland woredas in Oromiya* Washington, D.C. and Addis Ababa: IDS, IFPRI Dadimos. October 15. (Chapter 3: Livelihoods and Wellbeing, p.13-49).

5.4 Ex-pastoralists or pastoral “drop-outs”

Ex-pastoralists are herding groups who were predominantly involved in pastoral pursuits, and can hence be described as well off by local standards of wealth and social differentiation. However, they have over the years lost their livestock wealth to recurrent droughts, veterinary diseases, and inter-group conflicts to the point of being ejected from the pastoral livelihood system. Impoverished and desperate, the ex-pastoralists move from distant pastoral areas looking for survival alternatives in the surroundings of small woreda towns such as **Dendema (Babile)**, **Awash Sebatagan (Awash Fentale)**, **Metehara** and **Addis Ketema (Karrayu Fentale)**, and **Kangate (Nyangatom)**. As a result of their former status as better off livestock keepers, they were not included in PSNP during the targeting and retargeting process. Not finding what they have hoped for in most cases, they seek being included in the Program as the poorest of the poor. Although Program implementers appreciate their difficulties, they say there is little they can do about it because of the fixed beneficiary quotas.

5.5 Unemployed Rural Youth

Unemployed rural youth include boys and girls who have dropped out of school for various reasons at secondary or preparatory levels. Others are youths who have returned to live in their natal villages because of not finding work after completing technical and vocational training or university/college education. The unemployed are rural youths who live with their parents assisting mainly in farming activities that no longer fully engage them because of the ever declining land/man ratio. The problems are most evident particularly in the study PSNP communities (**Konso, Meket, Alamata**, and kebeles in **Harari** and **Dire Dawa**), where land scarcity and land fragmentation are at their highest. Focus Group Discussions in **Harari** revealed that farmland fragmentation is a critical problem in the area. In years past when household size was not a concern, father and sons worked and lived together on household plots which supported the family rather well. However, as the size of households grew and the sons old enough to marry left the family, fathers had to share with them parts of the plots. In this process, household plots continued to be divided among a growing number of young household heads, with the result that the piece of land shared out became too small to feed them. This has led to deepening poverty and food insecurity in the kebele. Such households depending on increasingly diminished pieces of farmland and therefore need support through PSNP transfers. More than half of the population in Afar and Somali regions is less than 15 years old.¹⁶

5.6 Community members eligible for Direct Support (DS)

For households whose adults are unable to participate in PWs or who are labour-poor and cannot undertake PWs, the PSNP gives grants. This group constitutes approximately 20% of the PSNP caseload. Beneficiaries include orphans, pregnant and lactating mothers, elderly households, and other labour-poor, high-risk households with sick individuals, such as people living with HIV and AIDS, and the majority of female-headed households with young children.

5.7 New residents to the Woreda

There are reports that newly displaced populations have found it difficult to access the PSNP resources. In past years, inhabitants of a woreda sometimes received access to food aid only after being resident for three years.

¹⁶ Central Statistics Agency. 2007. *Population Census*. Addis Ababa.

5.8 Children

Due to labour constraints in some PSNP households, children may be at risk of having to occasionally engage in PWs or their work at home may increase through transfer of household responsibilities to children by parents who are engaged in PWs.

6. Potential Considerations for Vulnerable Groups for PSNP 4 Design

6.1 Beneficiary Selection (Targeting)

As with previous phases of the PSNP, the beneficiary selection process is known as ‘targeting’ in PSNP 4. “Fair and transparent client selection” is the first of eight PSNP principles cited in the PIM. Consultations with communities revealed high levels of understanding that any errors during targeting (i.e. the inclusion of those not eligible or meeting criteria or exclusion of those who should be targeted) will immensely affect the effectiveness of the program and attainment of the objective.

Statements from key informants interviewed during the (2014) *PSNP Re-design* for Lowland Ethiopia Study, included:

- In insecure areas, local groups protect food deliverables and storage facilities and have a role in food distribution;
- Local elites feel justified in appropriating PSNP rations because they are responsible for supporting poor households in the six months of the year when PSNP does not operate; and
- TAs and DAs are unwilling to challenge the entrenched authority of local elites and therefore distribute the PSNP payment or food deliveries according to relative strength of competing clans and then permit clan authorities to take charge of individual allocations within their clan.¹⁷

The issue of targeting has also been covered by (2006-2012) *Household Impact Assessments* which show that errors of inclusion and exclusion were common during earlier phases of the PSNP. However, the communities shared that there have been improvements over the years, and particularly during the more recent years of PSNP implementation.

Inclusion and Exclusion

Community consultations expressed that it is important that PSNP 4 address challenges related to exclusion errors in particular. Communities expressed concern that there are more people in need of inclusion in the PSNP than are included. The Study Team heard that this has in the past resulted mainly from the “quota” assigned to kebeles due to resource limitations.

Looking forward at to PSNP 4, consultations in **Meket** woreda in Tigray revealed the potential for inclusion errors that, as with anywhere where there are unequal socio-economic dynamics, could result from favoritism or corruption (i.e. kebele leadership or other economically influential community members could misuse resources to their benefit). Targeting may be susceptible to abuse in situations where resources are scarce and wealth ranking is not based on community level baseline information or household wealth or food security status.¹⁸ PSNP communities are the poorest in Ethiopia with the poorest of the poor, which are in any country, vulnerable in terms of environmental shocks but also because of their low education levels, etc. susceptible to other vulnerabilities, such as exploitation by those that may be better off. PSNP beneficiaries may “morally obliged” to provide services to the more economically powerful in exchange for support, goods, services, etc.¹⁹ Consultations found that the

¹⁷ Behnke, R. *et al. Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014. p.27

¹⁸ The PSNP Targeting Guideline explains that PSNP targeting is a method of selecting safety net program beneficiaries by the community based on their own knowledge about the food security situation of their locality area and of each other on individual basis. The major points that need to be taken into account include, among others, asset ownership, access to asset, remittance, family size and food aid recipient for three consecutive years.

¹⁹ Although this information was based on field data gathered from two kebeles, the Study Team observed that these problems are by no means limited to these kebeles alone.

introduction of PSNP Client Cards during PSNP 3 emboldened beneficiaries to break patron-client relationships and see the PSNP as their entitlement and right, feel more secure about their inclusion in the Program, etc. Community consultations concluded the importance of moving towards introduction of more accountability measures to ensure that people feel secure about their rights and entitlements in the Program.

Role of Changing Poverty and Livelihood Dynamics

Consultations revealed that one of the key issues often not taken into account in the current process of targeting relates to the livelihood dynamics brought about by ongoing socioeconomic transformations in the different production systems, and associated changes in settlement patterns and social organization. For example, community consultations in **Konso** revealed that when the PSNP was first introduced in 2005, thirty-one of forty-one rural kebeles were included in the PSNP. Those ten woredas that were not included at the time because they did not fulfill the community targeting requirements (based on crop production, irrigation land available, etc.). By the time of the next phase in 2010, the same woredas were included. Both community members and Program implementers shared that there are currently households in non-PSNP kebeles that are now more vulnerable than some of the current PSNP beneficiaries. Further, in Konso woreda, two communities that were included in the PSNP in the previous phases have greatly increased their crop yields as a result of irrigation development over the years.

Households living in towns and on fringe of urban areas

Community consultations also revealed that there is an increasing consciousness that urban residents, living in towns in the woredas, are not eligible for the PSNP. Consultations reflected an emerging concern that there are a number of citizens living in those areas that could be considered eligible for participation in the PSNP as DS (i.e. destitute elderly men and women, female-headed household, etc.). Consultations in **Konso** revealed that although living in the surroundings of towns, there are groups of people that are highly vulnerable and experience food shortages throughout the year.

Pastoral

Consultations revealed that both the **Nyangatom** and the **Afar** are facing rapidly changing poverty and livelihood dynamics. Traditionally, livestock holdings are the basis for wealth measurement for these groups. The **Nyangatom** are divided into two community groups. The first groups who live in the **Kibish** area along the common border with Kenya are pure pastoralists and are considered to be well off because of their livestock wealth. The second group, agro-pastoralists, inhabit the banks of the **Omo River** and complement their livestock raising with flood retreat irrigation. Because of their smaller livestock holdings, those agro-pastoral Nyangatom are regarded as poorer due to their smaller livestock holdings and were therefore targeted for inclusion in the PSNP. However, those Nyangatom living in the Kibish area have been hit by both natural and man-made shocks which have depleted their livestock holdings. An increasing number of pastoral households are therefore struggling to maintain their pastoral livelihood in Kibish area and have become increasingly vulnerable. The worst-off from this group are forced to settle temporarily with kinsmen in the agro-pastoral villages or around the edges of woreda town.

Similarly, consultations with **Somali** living in **Babile** woreda revealed similar find **Somali** was done on the consideration that those who are livestock poor and engage in rain-fed cultivation for household consumption are more vulnerable to shocks than others who are fully engaged in pastoral pursuits. As in Nyangatom, the situation of those previously considered livestock rich at can change, as has been experienced, due to severe droughts or veterinary disease. In this way, some pastoralist households have fallen into food insecurity and are in need of inclusion in the PSNP.

PSNP 4 should consider these changing livelihood dynamics and ensure that planning takes these into account. Increasing the coverage of the PSNP caseload would also help. There should be an updating, in

line with the times and developments. In view this, the local poverty and livelihood dynamics underscores the importance of tracking the changes in vulnerability status, and implement PSNP targeting and retargeting accordingly. Therefore, targeting of communities for PSNP 4 should take poverty dynamics of communities and the changes in the income status of households over time into account.

Informal Authority Structure

Poor targeting manifested in inclusion errors has been identified by (2006 – 2012) *Programme Performance Reviews and Impact Assessments* as one of the key concerns experienced in pastoral areas.²⁰ Beneficiary targeting is done in a participatory fashion by the Community Food Security Task Force (FSTF) with the involvement of clan leaders, elders and religious/ritual leaders. Women also participate in the process through representation on the Kebele FSTFs. Community participation is intended to make sure that the inclusion of beneficiaries is managed in a fair and transparent manner, and that only the most vulnerable segments of the population access the Program.

Focus Group and Key Informant Interviews held revealed that the informal authority structures, particularly clan leadership, have influenced targeting decisions in the past. Program implementers working with the **Nyangatom** and the **Afar** in Awash Fentale explained how clan structure/hierarchy can influence targeting outcomes in favor of those not eligible for inclusion because of their wealth status. Clan leaders (of senior clans) on targeting committees have a tendency to favor fellow clansmen by targeting them as beneficiaries despite the fact that they are less food insecure than other community members not included in the program. Woreda and kebele FSTF are not in a position to challenge targeting decisions, as they are often led by the clan structure and influenced by clan hierarchy (based on the seniority of one group over another, those belonging to junior clans hardly dare complain and appeal their unfair exclusion from the Program). In particular, women, in these instances, fare badly.

Consultations with the **Hammar**, revealed that the influence of the **Donza** (local power structure), is significant, helping to identify potential beneficiaries, PWs activities in collaboration with the PSNP implementers, and mobilizing people for program implementation. Their influence related to both exclusion and inclusion was also noted, although consultations revealed that efforts had been made to rectify those over the years.

Appeals Structures

Problems with targeting are further compounded by the absence appeal mechanisms like in **Nyangatom**, and not being functional where they may exist as in **Konso**, **Dire Dawa**, and **Hammar**. The situation has prevented retargeting from taking place and the attempt to reach the poorest of the poor. As a consequence, beneficiaries included at the start of the program have so far not graduated, and no new destitute and eligible locals accepted in their place. To address these irregularities, targeting structures therefore need to be designed and made operational with careful consideration given to the balance between formal and traditional authority structures in Program communities.

Traditional/Informal Support Systems

Kinship and network-based support systems particularly in pastoral areas play an important role in times of difficulties and uncertainty. A long list of mutual support institutions have been identified by studies conducted in pastoral and agro-pastoral societies in Ethiopia.²¹

Table 3: Traditional Pastoral Support Structures²²

²⁰ Hoddinott, J. et al. 2011. *The Implementation of the Productive Safety Nets Programme in Afar, Somali and selected lowland woredas in Oromiya* Washington, D.C. and Addis Ababa: IDS, IFPRI Dadimos. October 15.

²¹ *Ibid.*

²² *Ibid.* p.63

Woreda	Male	Female
Buremudaitu	Food support	<i>Idido/Yetim aba</i>
	Livestock support	Food Support
	<i>Zakat</i> - obligation of Muslims to share assets with the poor	Support in Cash
Dubti	Livestock	
	Lending money	
	<i>Zakat</i>	
Ewa	<i>Alaa</i> - giving gifts to friends	<i>Edbonta</i> - clan based system of restocking herds of households who suddenly lost livestock
	<i>Zakat</i>	<i>Zakat</i>
	<i>Edbonta</i>	<i>Aboodi</i> (Lending)
Semurobi	Animal Support	<i>Yetim</i>
	Money support	<i>Zakat</i>
	<i>Yetim</i>	Assistance in livestock
Teru	<i>Edbonta</i>	<i>Edbonta</i>
	<i>Harati</i> - gift to new couples provided by relatives	<i>Harati</i>
	<i>Amaki</i> - in-kind credit provided during times of acute shortage	<i>Zakat</i>
Moyale	<i>Buusa Gonoffa</i>	Temporary transfer
	Credit	<i>Buusa Gonofa</i>
	Sharing	Lending and borrowing
Sewena	<i>Yatama</i> -money or livestock given to female headed or widowed households	Food sharing
	Sharing	Loan/Lending
	<i>Zakat</i>	Gift
Dolo Odo	<i>Cayma</i> – gift of livestock to man at time of marriage	<i>Goob</i> - labor sharing during planting or harvesting
	<i>Zakat</i>	<i>Hori dhess</i> – women providing assistance in the construction of traditional houses
	<i>Xoolo-goyn</i> - livestock given to poor families from relatives)	<i>Roob doon</i> – remittances
Gursum	<i>Zakat</i>	<i>Kaallo</i> - gift of livestock at time of marriage
	<i>Kaallo</i>	<i>Zakat</i>
	Fidri (religious payment at the end of Ramadan to the poor)	<i>Karsinta</i> -gift to the poor in the name of Allah
Hudet	<i>Irr</i> -relatives of a poor person contribute livestock to help him	Providing donkey for transportation services (to take charcoal or firewood to the market)
	<i>Zakat</i>	<i>Hori dhess</i>
	<i>Dabarso</i> - a custom where someone asks for lactating camel	Getting blood money compensation

Different criteria apply to the sharing of consumables such as money, food, and tobacco or the borrowing of equipment or pack animals or sharing of labour. Transactions are frequent but of low value and no one is excluded.²³ In distinction to the transfer of valuable livestock assets, the daily sharing of consumables and labour helps to sustain the poor but is insufficient to lift them out of poverty.²⁴ Lowland residents state that PSNP assists in keeping poor households fed, but is, in itself, insufficient to permanently alleviate their poverty. With limited prospects for graduation, the payment of PSNP transfers in the form of consumable good results in widespread sharing and ‘dilution’ of PSNP benefits.²⁵

These traditional mutual support systems and structures are used as fallbacks or contingencies to cope with adversities resulting from prolonged droughts and depletion of livestock resources and are embedded in the cultural norms and value systems of the pastoral communities, which are invoked as guarantees of protection and entitlement during periods of livelihood crisis from various causes.

As illustrated in various literature²⁶, “dilution” results when the PSNP is implemented in a social context characterized by deeply entrenched resource sharing traditions and institutions. Of the ways in which dilution occurs when PSNP beneficiaries share their transfers with their kinsmen who are not included in the Program and hence for whom the resources were not intended. The **Karrayyu** have a culture of sharing called *walii qicuu*. One key informant noted, “We support our weak people keeping them under our armpit”. The key informant explained that, “Our poor people do not go out and beg for a living.”²⁷

Informal support networks mean that the weak are in a way supported by extension by both Public Works Direct Support beneficiaries. This means, those who have the ability to work should work on behalf of the weak so that the latter get the PSNP transfers. Community consultations revealed, “We work for our weak and feed them”. Similarly, the **Hammar** have the culture of sharing called *Muuda* and this is believed to have had an impact on how the **Donzas** target beneficiaries since they were concerned more with making the PSNP benefits accessible to as many beneficiaries as was possible than strictly targeting the most deserving households. The culture of sharing and informal mutual support is very strong among pastoral households consulted.

Community consultations with the **Afar** and **Somali** indicate that it is not common for households to complain about exclusion from PSNP, even when there may be reasons to do so. This is because the excluded know that relatives, in-laws and neighbors selected to be program beneficiaries will always share their transfers with them.

The need for resource sharing and the consequent dilution effect are exacerbated by displacement and loss of animal wealth suffered as a result of inter-group conflicts and cattle raiding. This is particularly typical of **Nyangatom** pastoralists who are in frequent clashes with the Turkana in Kenya. Driven from their cattle camps by these conditions, the displaced Nyangatom may move to safer areas along the banks of the Omo River looking for the support of fellow clansmen there. Relatives who are PSNP beneficiaries are hence obliged to come to the rescue of these needy pastoralists by sharing their transfers with them. In this sense, the PSNP guidelines have been “adapted” in a way to ensure that the receipt of PSNP transfers does not imperil the future claims of recipients to mutual assistance within their communities. Communities feel that this is a realistic way of operating since the PSNP operates for only half the year and the poor require assistance at other times of the year when the programme is not operational.

²³ Sabates-Wheeler, *et al* (2011); Devereux (2006).

²⁴ Behnke, R. *et al. Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014.

²⁵ *Ibid.* p.22

²⁶ WFP, 2007.

²⁷ Behnke, R. *et al. Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014.

Though sharing is something that should be encouraged, it compromises the effectiveness of PSNP as the transfer, especially when it is in-kind, is divided among several families with little impact on the problem of chronic food insecurity. During the community consultation in **Hado** kebele of **Dassanetch** woreda, an elderly man complained that he had to distribute all his ETB 400 that his family gets from PSNP transfer to all his three wives and their children, a total of ten people. He also shares the same transfer with the families of his five married children (five sons and two daughters). This is an example of the limited impact of the transfers in addressing the problem of chronic food insecurity where many people were not able to be included in the PSNP due to caseload limitations and brings attention to the importance of ensuring that there is a “right-sized” caseload moving into PSNP 4.

The design of PSNP 4 should recognize the importance of such traditional resource sharing institutions and coping mechanisms in these contexts. Communities depend on mutual support and resource sharing in times of adversity as they have done for centuries as a matter of long cherished social norms and values. It is also not hard to appreciate that the institutions are there to stay beyond contemporary generations. So, while these practices are not in line with the current PIM, they do broadly confirm to lowland ethnical norms with respect to mutual assistance and sharing.²⁸

It is therefore important that as part of preparation for PSNP 4, awareness be created among traditional structures. “PSNP should organize a campaign to re-educate beneficiary communities on their rights and responsibilities, including but not limited to issues of targeting. The GoE could partner with experienced NGOs, civil society organizations, etc. to implement this campaign”.²⁹

Issues Related to Full Family Targeting (FFT)

Community consultations raised a number of issues which relate specifically previous phases of PSNP such as a discussion on the need for full-family targeting. These points are not reported on in detail here as they are covered in full in *(2006 – 2012) Performance Reviews and Impact Assessments*.³⁰ This issue is also dealt with differently in PSNP 4; a cap of 5 persons per household will be eligible for inclusion, which is different from previous phases of the PSNP.

Awareness

The *(2014) PSNP Re-design for Lowland Areas Report* found that many community members, especially women, are unaware of the objectives and methods of operation of PSNP, and of their rights and responsibilities within the programme.³¹ The study recommended that the PSNP organize a campaign to re-educate beneficiary communities to their rights and responsibilities, including but not limited to issues of targeting. A combination of administrative and community targeting is appropriate for the rural lowlands. The *(2014) PSNP Re-design for Lowland Areas Report* referenced NGO experiences of holding general community meetings to explain the targeting process, the involvement of religious authorities in reminding community member of their ethnical responsibilities to each other, and the public announcement/posting of targeting decision.

6.2 Transfers

It was explained to communities that PSNP 4 would strengthen the impact of transfers through improved timeliness, appropriateness and accessibility; an increased shift to cash and improved cash-food parity (a new food basket with 15 kg of grain and 4 kg of pulses); the provision of a lump-sum payment equal to 6

²⁸ Behnke, R. *et al. Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014.

²⁹ *Ibid.*

³⁰ (2006-2012) Impact Assessments.

³¹ Behnke, R. *et al. Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014.

months of transfers upon graduation to enhance sustainability; and communication and training on better ante-natal, nutritional and health habits. The Cash-First Principle, meaning that, when possible, cash should be the primary form of transfer will remain in PSNP 4. The rationale is that when cash is available, it assists with market stimulation, since people spend cash on local markets and hence depend less on food aid.³²

Payment Modality

Modalities of PSNP transfers were much debated during community consultations and discussions with decision makers and program implementers. Communities reflected on the three types of payments received during the previous phases of the PSNP: cash, food and a mix of cash and food.

Consultations found that most communities would prefer transfers in the form of grain based on their past experience being that the amount of cash they received only allowed them to purchase 2/3 of the grain required to sustain a person for a month. Therefore, communities and implementers both emphasized the importance of ensuring that the shift towards cash only in the Program does not make more vulnerable.

Another potential risk discussed, based on previous experience, is vulnerability to increased prices as a result of short grain supply and large amounts of cash transfers, making beneficiaries vulnerable to grain traders. One official from **Meket** recalled the time when the price of a quintal of wheat jumped from 650 to 900 Birr during the cash transfer within a week and added “we [referring to the civil servants like him] all have become food insecure now”.³³

Community consultations in **Konso** reflected on the fact that transfers were originally made in both cash and food in their woredas during previous years of the programme. Cash payments were made for three months when grain was in good supply at the market, and grain transfers during the other three months when food crops are in short supply. Communities appeared to favour this approach and expressed a preference for this to continue in the future. They also expressed a preference for grain for the entire 6 months given the consistent scarcity of food crops in the market and weak purchasing power of the cash. Communities expressed that they need to be paid an amount in cash that will allow them to purchase the required amount of grain.

Communities in **Harar** reflected on the increasing trend towards cash in the current phase and expressed their desire to be closely consulted about the modality of transfer that they prefer during the next phase. In Harar, male focus group participants explained that food is preferred as they will consume part of the grain and sell the rest. With the cash from the sale, they buy other consumption items of their choice such as bread, sugar, flour, spaghetti, and macaroni – which they found more appropriate considering their particular food culture (this rural kebele is in close proximity to urban area). In the case of cash transfer, they say that they get less than they earn from the grain sale, and the weak purchasing power of the money received does not enable them to buy additional stuffs.

In pastoral **Nyangatom**, communities expressed a preference for transfer of grain. The main reason, as described by both men and women consultation participants, is that grain has become the most important item of food consumption in the area. Although the Nyangatom are a pastoral community, they no longer depend on livestock products because their animals are concentrated in distant cattle camps where it is difficult to access animal yields. In addition, livestock products are in short supply because of the decline in livestock holdings. Besides, Nyangatom is not a crop producing region for which reason grain is

³² Ministry of Agriculture (2012) “*Strategic Assessment of the Impact of the Implementation of the Productive Safety Net Program (PSNP) on Vulnerable Program Beneficiaries*”.

³³ KII with PSNP implementer in Meket woreda, Amhara.

scarce on the local market. Coupled with the weak purchasing power of money as a result of rising inflation, cash transfers hardly bring them the amount and quality of grain they need for household consumption.

Consultations with pastoral **Dassanetch** indicated that wheat is not part of their staple and expressed a preference for haricot beans. The **Hammar** expressed a preference for sorghum while the **Karrayyu** expressed a preference for a mix of sorghum and *teff*. The Hammer expressed that if transfers are received in the form of wheat, they will be challenged to grind it. They expressed a preference for sorghum, which is easier to grind. It was further revealed that beneficiaries may try to sell the wheat and also that wheat is susceptible to theft while in route, exposed to different forms of abuse while in store at the destinations.

Overall, it was heard that there is a strong preference for grain as transfer as communities feel that the cash transfer is of lesser value. The emphasis of PSNP 4 on improved cash-food parity (a new food basket with 15 kg of grain and 4 kg of pulses) is in line with the concerns raised by communities. Communities expressed the importance and interest in being consulted regarding their preference during PSNP 4.

Inappropriate use of transfer

Communities consulted acknowledged that there is some risk that cash may be spent on the wrong purpose, especially on the part of the male beneficiaries. Communities felt that it is more likely that men spend the transfer on purposes other than household food security. Consultations revealed that there is less risk when transfer is received in the form of grain, since women collect the grain and are in charge of its use for household consumption.

Program implementers interviewed shared their concern that some male households heads may tend to spend cash transfers on habits such as drinking and *khat* chewing. It is reported that profiteers exploit the situation by delivering alcoholic beverages for sale around collection sites on payment days in **Nyangatom**. Program implementers recommend that educational work, which involves ritual leaders, be undertaken to help deal with the problem. They refer to the case in **Borana** where similar problems were dealt with through the intervention of local traditional and ritual leaders called **Abba Gada** and **Qallu**. One female focus group participant shared,

My husband is lazy. I am working hard. I bought goats with the money. But my husband tries to control as if the goats are his. The transfer is small. As soon as I get home with the money, he asks for his share. He complains that he keeps cattle and I go to the Public Works and thus he should also get part of the money. Unless he gets his share, he nags me. He buys tobacco or t-shirt with the money. When the transfer is in kind, there is no problem but when it is in cash he needs his share.³⁴

However, the response was that the approach could have implications for the longstanding traditional power and decision making relationships between men and women. Trying to change the custom in this respect may also negatively affect family and community life resulting in tension and discord and becoming counterproductive. Consequently, the more practical approach to the problem in existing circumstances is to step up participatory community interventions aimed at bringing about behavioral changes through educational measures. This is a strong recommendation for PSNP 4 in addition to education on savings.

Timeliness and Predictability

Timeliness and predictability was noted as a risk based on previous experience with unpredictable payments and not receiving transfer on time. Hoddinott (2013) noted that the communities may cope by

³⁴ Female KII participant in Dassanetch woreda, SNNPR.

seeking loan or credit, sale of household assets and consumption of seed reserves which they kept for the next growing season.³⁵ This contradicts the principle of PSNP (which is to reduce asset depletion) and is likely to affect the graduation capability of the beneficiaries. The study also shows that the beneficiaries are not given the opportunity to express their preference on what type of transfer they want to receive or have a say in the decision-making process. They see what kind of transfer (cash, food or combination) they are going to receive on the day of payment. According to this study, beneficiaries (especially highland beneficiaries) want in-kind transfer during planting seasons and cash during harvesting season.

Despite variations in its magnitude, communities shared their experiences related to timeliness and predictability during consultations. Regardless of the completion of PW tasks in due time, delays in payments could be experienced for up to two months. Program implementers attribute problems to inadequate financial staff (**Konso, Awash Fentale and Harari**), poor storage facilities (**Awash Fentale**), lack of transport logistics (**Nyangatom, Awash Fentale**), in addition to problems related to procurement and low staff capacity.

Both male and female focus group discussants shared that risk of delayed transfer during PSNP 4 is strong which can have serious consequences on their households. In **Dire Dawa**, communities expressed concern that household members, especially children, risk going hungry as a result of delayed transfers. Communities also shared that the environment (despite an awareness of damaging impact on forest resources) may be at risk as people may turn to negative coping mechanisms such as the practice of charcoal making and firewood collection for sale to earn money for survival.

Other negative coping mechanisms may include taking loans in the form of grain or cash (often with high interest rates) to meet emergency needs. When they repay loans later, they will not have enough grain or cash left to keep surviving until the next payments. **Konso** communities shared that beneficiaries may resort to borrowing money from local lenders at high interest rates and may need to use their PSNP Client Cards as collateral for to receive the loan. Loans may need to be taken to meet urgent needs (i.e. purchase of food, fertilizer, or seed). The consultation participants expressed concern that delays allow profiteers to exploit the situation and charge beneficiaries exorbitant interest on loans, making beneficiaries even more vulnerable. Consultations in both **Meket** and **Alamata** show that the if current trend of cash only transfer during PSNP 4 continues, the problem of food insecurity will get worse since this will leave the beneficiaries at the whim of profiteering grain traders.

Communities of **Dassanetch, Hammar** and **Karrayyu** predicted that they may also come under pressure to sell goats that they have raised with PSNP resources at very low prices. Communities predicted these as risks for the future based on their past experiences and expressed a need to avoid these behaviors.

In **Nyangatom**, women beneficiaries described of the consequences on their lives resulting from delays in transfers. They said that they run short of cash to pay medical treatment for the ill, get pregnant women to health facility for delivery and care for them afterwards. A widow and a mother of five children from **Garjale** kebele in **Alamata** woreda in **Tigray** shared:

If the transfer comes late, we borrow money and feed our family. When the transfer comes, it comes in pieces; we have never received two months transfer in one payment even when the delay is for four months. We pay the debt from the transfer, borrow again and the cycle continues.³⁶

³⁵ Hoddinott, et al. (2013) *Implementation of the Productive Safety Nets Program and the Household Asset Building Program in the Ethiopian Highlands, 2012: Program Performance Report*

³⁶Female KII participant in Alamata woreda, Tigray.

Delayed and unpredictable transfers make the beneficiaries more vulnerable and their reaction to vulnerability is negative coping mechanism, it is therefore important to ensure that transfers are received on time during PSNP 4.

Transfer Schedule

In **Hammer** woreda, there are two additional ethnic groups in addition to the **Hammar**, the **Arbore** and the **Kara**. Each group has different farming seasons. Consultations found that the existing PSNP transfer schedule and cash:food split fits perfectly with the needs of the **Hammer**, who depend on rain-fed agriculture. However, the **Arbore** and **Kara** depend on the flood retreat irrigation from the Weito and Omo Rivers. Their food gap falls between June to October but they receive their transfer when it is their harvest time. Woreda FSTF members interviewed were unanimous that there are risks as a result of this inappropriate transfer schedule in **Arbore** and **Kara**. They cited that cash transfers may be inappropriately used as a result of the inappropriate timing of the transfers.

In **Alamata** woreda, communities stressed that the design of PSNP 4 include the critical ‘hunger months’ of July and August into the ‘in kind’ transfer months since these are “the months in which grain and water never meet”.³⁷ It means, after exhausting all the grain with the last sowing season, almost nothing is left to make dough to bake *injera* or bread. This will also strengthen the argument to move or readjust the current PW months of March to June to May to August.

Similarly, in **Dire Dawa** the incompatibility between the transfer calendar and local food gap season was raised as a serious concern. Beneficiaries indicated that would prefer to access transfers during July, August, and September when food crops are scarce and the time of harvest is still far away. Consultations revealed that being a slack season, beneficiaries would prefer to engage in PWs during this time.

Program implementers in **Harari** and **Dire Dawa** drew attention to the fact that food gap periods vary in length between kebeles and households. Hence, they suggest that the transfers should not be paid out uniformly for six months to PSNP kebeles or households. Instead, they should be adapted to suit the food gap periods of individual kebeles or households which could vary between two and six months.

6.3 Public Works (PWs)

Community members participating in consultations were made aware that PSNP 4 would continue to provide transfers to chronically food insecure households based on participation in PWs. It was explained to communities that PSNP 4 would differ from previous phases by including “soft conditionalities” related to participation in Behavioral Change Communication (BCC) activities related to health and nutrition.

Community consultations explored the risks involved in participating in PW activities across different agro-ecological and livelihood conditions. Discussions during consultations focused heavily on reflections of past experience with PW, which is again not surprising given that most of the communities have been implementing PWs for 8+ years.

Workload

Consultations revealed that PWs have in the past competed for the time and attention that households have to devote to their regular livelihood and domestic activities. Women in particular expressed that they are hard-pressed to manage their household and pastoral work when they have to participate in PWs as well. For instance, the majority of people engaged in PWs in **Konso** are women. So considerable is the

³⁷ FGD participants, Alamata woreda, Tigray.

load of work on them that PW commitments are competing for their time and attention to domestic and agricultural chores. The Konso shared that as a result of increasing land-scarcity, the out-migration of men to work as migrant labourers³⁸ is an increasing trend and means that women are left to be solely responsible for the PW labour requirement. A female key informant from **Hammer** shared, “My husband is always with his cattle and goats and I take care of the house, the farm and the PWs”.³⁹ A PSNP implementer in **Nyangatom** also noted:

It cannot be said that PW are managed as per the plan. Activities are not being carried out with full participation of beneficiaries. Particularly, the number of male participants is small. Women are the ones who carry the brunt of PWs responsibilities in greater number. Male beneficiaries spend a considerable part of their time at distant cattle camps, where the bulk of the household livestock are kept. PW activities are normally implemented in the villages/base camps where women, the elderly, and children reside. Living in the base camps far away from where household livestock are grazed, women and their children hardly find livestock products (milk, meat, blood) vital for their survival. As a result, PSNP transfers are the only alternative they have, and hence they are compelled to carry the entire load of the household share of the work to receive the payment.⁴⁰

The situation is similar among the **Dassanetch**, **Hammar** and in **Awash Fentale**. The traditional division of labour in these areas keeps male household heads, adolescents, and youths at distant where they stay for extended periods, particularly in dry seasons. Women stay behind at base camps taking care of small stock and domestic responsibilities. PW activities are carried out around the homesteads, and being largely of the nature of work that they are traditionally involved in, the burden of participation often rests on women. Beneficiaries as well as program implementers pointed out that the pressure on women is intense since they are required to cover the workdays of male household members that have migrated with their livestock.

The Study Team found that it is important that the number of days that women must engage in PWs be reduced (in the past it has not been unusual for women in these areas to work for up to twenty days) substituting for their missing adult men.

Health and Safety

In **Dassanetch** woreda, FSTF members reported that in the past many pregnant women participated in PWs despite PIM provisions allowing them to switch to temporary Direct Support for up to 10 months after birth. According to experts, including the Head of the Women’s Affairs Office, Dassanetch women believe that pregnancy should not entitle one to differential treatment and they would like to be treated equally with other PWs participants. Therefore, PSNP 4 must consider how to strictly mitigate the risks for pregnant women. Community consultation in **Kanifa** kebele of **Fantale** woreda revealed that a woman experienced a miscarriage⁴¹ while taking part in PWs (digging water harvesting pond). Community consultations therefore stressed the need to ensure that pregnant women do not endanger themselves as a result of PW participation. Community consultations in **Alamata** and **Meket** woredas emphasized the need for increased awareness of Gender and Social Development PIM provisions. One risk identified in **Meket** was that implementers may demand certificates [testimonials] from the health facility to approve the maternity leave requests. Based on previous experience, women complained that the Health Extension Worker (HEW) or clinic may refuse to issue certificates unless pregnancy follow-up

³⁸ PW payments which amount to Birr 17 per day are too small for Konso men compared to daily wages of up to Birr 50 paid for other kinds of labour in the towns.

³⁹ Key Informant Interview, Konso woreda, SNNP.

⁴⁰ Female KII in Hammer woreda, SNNPR.

⁴¹ Scientific studies indicate that the first trimester carries the highest risk of miscarriage.

and vaccination cards can be produced. Many women are unable to produce these due to the fact that they have no access to services, may have never visited a health facility for this purpose or low awareness.

PW activities help the community build communal assets, such as roads, water harvesting ponds, check dams, irrigation canals, area closure, bush clearing particularly of the invasive and thorny tree *prosopis juliflora*⁴² in lowland areas, etc. Some of these activities might involve the risk of endangering the safety of PW participants and unless carefully planned and executed, fatal accidents might happen. Communities appreciated the importance of ensuring that safety measures are put in place and appropriate compensation mechanisms devised in the event that accidents occur while engaged in PWs. Women in **Konso**, **Awash Fentale**, and **Babile** reflected on the fact that when different forms of physical harm are caused as a result of participation in PWs activities, the victims themselves cover the medical costs incurred. It is therefore imperative that, in addition to adopting strategies to make sure that appropriate safety measures are introduced, mechanisms are put in place to ensure that PW participants are given medical attention in the event of an accident.

Children

Previous phases of PSNP and the design of PSNP 4 prohibit the engagement of children in PWs. Consultations found that the small work force remaining in some households,⁴³ had forced some parents to send their children to participate in PWs. Consultations found that PSNP PW supervisors will not allow underage children to participate in PWs. Both male and female focus group discussion revealed that in all woredas, awareness raising regarding the inappropriateness and illegality of children's participation in PWs is provided. It is important that this practice continue during PSNP 4 to ensure that there are no negative impacts on children.

Timing of Public Works

Community consultation in **Hammar** recommended that PSNP modify the months in which PWs are implemented⁴⁴. Similar recommendations came from **Harari**.⁴⁵ Key informants expressed concern that unless addressed, PWs will not be completed on time during PSNP 4, as a result of the overlap between PWs and regular farming activities. These findings are in line with the fact that it is now widely recognized by PSNP implementers that PWs must be scheduled according to the various seasonal calendars across rural Ethiopia. Mistiming occurs either because a single time 6 month period relevant to parts of highland Ethiopia is applied, or what is actually more likely, that planning and funding is not finalized at the appropriate time for implementing PW in a particular lowland agro-ecological area. Reference to Table 3 below shows that the long and short rains occur at distinctly different times of the year, depending on area. The timing of rains and dry seasons is the single major influence on labour availability for pastoralists, agro-pastoralists and farmers. Whether the intended beneficiaries are busy with their animals or fields, or have enough energy to fulfil demanding physical tasks of digging soil and hauling stones, is all dependent on the season.⁴⁶

Table 4: Rainy seasons in different lowland regions of Ethiopia⁴⁷

⁴² The plant, *prosopis juliflora*, rapidly invaded vast areas of agro and silvo-pastoral lands, affecting both the biodiversity and socio-economic environment (Dubale, 2008).

⁴³ As a result of the migration of Konso men.

⁴⁴ January to June PW months can be moved (or modified) to other months since PW competes with the farming and planting (March), weeding (April) and harvesting (June) activities on their household plots during these months.

⁴⁵ The months of March, April and to some extent June are the peak farming seasons during which period farmers are fully engaged in their agricultural activities.

⁴⁶ Behnke, R. *et al. Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014.

⁴⁷ Save the Children UK, *et.al*.

Region	Zone	Main rain	Minor rain
Somali	Afder, Liben, Gode, Korahe, Warder, Fik, Degahabur	(GU) Mid-March to May	(Deyr) 4th week Sept. to mid-November
	Shinile	(Karan) Mid-July to mid-September	(Hagaa) Late March to mid-July
Afar		(Karma) July to 1st week September	(Sugum) March to April
Oromia	Borana	Gana) Mid-March to mid-May	(Hagaya) 3rd week Sept to mid-Nov
SNNPR	South Omo	March to 1st week June	4th week Sept to Nov

Mass Mass Labour Mobilization

Communities in **Meket** in Amhara and **Alamata**⁴⁸ in Tigray predicted that engagement in GoE Mass Labour Mobilization⁴⁹ Program in addition to PWs⁵⁰ would leave them without time to do regular agriculture⁵¹ work. Consultations further revealed that this can impact on not only the timeliness of completion of PWs activities on the quality of the PW subprojects implemented. Consultations revealed that beneficiaries may only show up to PWs “for the sake of attendance”, which may involve sending physically unfit household members or only one of 3-4 household members registers to participate in PWs. This may have health and safety implications for beneficiaries in the next phase and may create an impression that PW are similar to DS, and have an overall negative impact on the enthusiasm of the regular PWs participants. Finally, it may create the risk that beneficiaries do not have enough time to engage in other important agriculture and livelihoods activities.

Local Knowledge

Community consultations found that the selection of PW subprojects is participatory and consultative from the start. Community members indicated that they are involved in the identification of priorities and the planning of activities. Consultations found that community participation in planning is essential for communities to choose activities that are relevant to their lives and livelihoods and allow them incorporate their indigenous knowledge and cultural experience. In the case of **Konso**, PW subprojects undertaken such as soil and water conservation and terracing are in line with traditional practices which the **Konso** have accumulated centuries of knowledge and experience, making public works and the

⁴⁸ FGD participants in Alamata woreda in tigray invoked a proverb to emphasize the importance of April in their farming calendar. “*And Miyazia ye neqlewun, sabat Miyazia ayiteklwum*” (loose translation: what is uprooted by one April cannot be replanted by seven April). What this means is that a farmer cannot afford missing the opportunity which the wet month of April offers, short but adequate rain on the farmland ready for planting their staple crops [e.g., sorghum, maize]. To strengthen the above argument, a Raya educated young man said “in April, even the most devout Orthodox Christians breach religious holidays, such as the veneration of Saints’ days, because April is a critical planting period for farmers.” To illustrate the lack of time to work on their farmlands, a make key informant from Garjale *Kebele* of Alamata *Woreda* said, “*Ke sagno iske rob natsa zamacha inisaralen, hamus ina arb safty nat inisaralen. Mache lerasachimmin inisra?* (Monday to Wednesday, we work the free campaign; Thursday and Friday, safety net. When do we work for ourselves?).”

⁴⁹ Soil and water conservation activities undertaken in January while irrigation activities are undertaken in February.

⁵⁰ November and December and March to June.

⁵¹ Farming and planting in March and April (for both *belg* [short rainy season between February and April] and *kiremt* [long rainy season between June and August], harvesting in June for *belg* crops, weeding in July and August for *kiremt* crops, and harvesting in October and November for the long season crops.

indigenous practices inter-complementary and mutually reinforcing. PSNP 4 should continue the strong emphasis on participatory planning.

6.4 Nutrition

During times of drought in Ethiopia, risks related to malnutrition are high. Among pastoralist communities, children are susceptible to malnutrition and undernourishment during and after the onset of drought, which either kills the livestock, the main source of food for the children, namely milk and other dairy products, or the livestock are moved to far off-places in search of pasture and water as these resources get depleted because of drought or even because of seasonal variation in the distribution of pasture and water in the lowland areas. In this situation, the children barely get two meals a day, often one type of food, nutrition-deficient at that, for several weeks, if not months. An expert from **Fantale** woreda shared the following:

One PSNP beneficiary was disturbed at discovering that two of his five children failed nutrition test in the health centre. When he was told by the health professional that two of his children are malnourished, he was annoyed because he believed that he did whatever he could to feed them well.⁵²

This suggests that (i) there was not enough nutritious food even if the children are fed regularly; (ii) parents try whatever is in their reach to properly feed their children. Another expert added that people would not be [intentionally] lazy about their children if not for shortage of resources.⁵³ But, as observed from this case, there is vulnerability in the face of recurrent drought and its immediate consequences.

In situations such as this, PSNP plays important role in promoting public health. There is no shortage of data that PSNP has increased the food security of households and has thereby been contributing to household health since its launch in the PSNP woredas. The FSTF in various woredas argue that there is a need to harmonize the PSNP component of health with that of the Ministry of Health (MoH). Community members and HEW suggested provision of nutritious food (*almi migib*) for under-five children, training of 1 to 5 leaders on how to prepare balanced diet food from what are locally grown and regular awareness raising works for community members in general. These findings are all in line with the proposed new design features of the PSNP 4 which will include participation in BCC activities related to health and nutrition and introduction of pulses to the food basket.

6.5 Direct Support (DS)

It was explained to communities that the most vulnerable members of PSNP communities would continue to be eligible for Direct Support. PSNP 4 will differ from previous phases in that the period of support for permanent DS households will be increased from 6 to 12 months.

Cap on Direct Support

Previous phases of implementation have found that there is a quota for DS given to each of the PSNP woredas and kebeles was reported to be very small compared to the number of potential DS beneficiaries screened by the Kebele FSTF, as discussed above under targeting section. There should be no quota in PSNP 4.

⁵²KII with PSNP implementer in Fantale woreda, Oromia.

⁵³ *Ibid.*

Duration of Support

Community consultations supported the increase in the period of support from 6 to 12 months. Communities shared that DS beneficiaries are identified on the basis of their high vulnerability and lack of household labour. Consultations felt that the shift to 12 months of support is more in harmony with the premise on which they are targeted and that this will reduce their vulnerability.

Delays

Second, the delay in transfer affects the DS beneficiaries most, because they have nothing to fall back on. In **Hammer**, woreda FSTF members reported that PW transfers are delayed for reasons such as the monthly PWs plan not completed in time and delayed payroll process from the Finance Department. In this situation, transfers are not made on time. Even if separate payroll for the DS beneficiaries, the DS transfer cannot be made because of the logistics problem such as transport to places over 100 km away from Dimeka, the woreda capital. Consultations revealed that these are areas that need closer attention during PSNP 4 because of their impact on the DS beneficiaries, namely aggravating vulnerability and forcing them to resort to negative coping mechanisms.

6.6 Livelihoods Support

It was explained to communities that PSNP 4 would draw on lessons learned from the implementation of HABP during PSNP 3 to support household access to livelihood services. In particular, PSNP 4 will facilitate access to technical and financial livelihoods support services and household savings promotion. Households will receive tailored support through three potential pathways: on-farm income generation for crop and livestock, off-farm income generating activities, and/or links to labor/employment. This will entail stronger links to Extension Services for client households, including on-farm extension, mentoring and coaching in business and technical skills training for diversification into off-farm activities/entrepreneurship, and linkages to employment services. The program will also support improved access to appropriate financial services, such as voluntary savings promotion, livelihoods transfers and linking households to micro-level financial institutions. The program will have a greater focus on household savings as a critical step in livelihoods strengthening and on Village Savings and Lending Associations (VSLAs) as an important entry point for households into the financial system, and will continue to support RUSACCOs. It will also introduce livelihoods transfers as grants - predicated on household participation in skills training and savings activities. In addition, the program will continue to support linkages to micro-finance institutions for households, but will not directly deliver credit to clients.

Awareness

Community consultants in **Meket** and **Alamata** revealed that it is important to avoid any confusion in the future about whether money is credit or a grant, as this had been a previous experience. Communities asked that activities related to livelihoods support would be strengthened during PSNP 4, especially with technical support and additional capital.

Gender

The importance of gender sensitivity for PSNP 4 was emphasized. One example in **Dire Dawa** illustrates that as a matter of custom, male beneficiaries are the bearers of the PSNP Client Cards. By virtue of this, it is common that male beneficiaries collect PSNP cash and HABP credit money in during previous phases. It has however been possible to bring change of attitudes in this regard in HABP kebeles in Dire Dawa. To that effect, community consultations have proved to be helpful and practical to convince and positively influence male beneficiaries that women should instead be responsible to collect and manage HABP credit money, as well as undertake relevant trainings.

Local women are known to have a long history of experience in income generation practices and supplementing household income, which is acknowledged by community members in general. The area is rain deficient, as a result of which local communities find it hard to rely on agriculture to generate sustainable income. In these circumstances, local women have for a long time taken the lead in participating in off-farm work including petty trade. Using this as an entry point, HABP has been geared towards making sure that women are targeted as main beneficiaries. Problems have not been encountered as a result of wives being targeted as HABP beneficiaries for the aforementioned reasons. In 2012, Business Development Plans (BDPs) were prepared for 2,220 beneficiaries, 40% of whom were women. In 2014, there has been a 12% increase, women representing 52% of the 3,780 beneficiaries for whom BDPs were developed.

Capacity

In some *woredas* there are not enough or the right experts to help the beneficiaries identify feasible/potential business areas and support them in the development of business plans (BDPs). Based on this previous experience, it will be important to ensure capacity building focus during PSNP 4.

Most Vulnerable

Third, drought-caused household food insecurity often forces families to use their HABP credit to buy food. In **Dassanetch** woreda, it was found that a total of 411 people had taken credit worth a total of Birr 2,246,038 from Omo Microfinance and the amount was overdue by 8 months during the time of the field visit in March 2014. The reasons are drought (those who have bought livestock with the money lost their livestock because of drought) and awareness (when asked to return the money, some of them said that they thought that it was given to them for free. They did not even know that they had to pay it back.

Micro-Credit

Among certain groups of the population, there is a demand for credit. However, consultations revealed that available loans per beneficiary amounting to Birr 5,000 are hardly enough to enable recipients invest it on profitable business and pay their debts. As a business area, trade is highly competitive and reasonable size of capital is required to succeed in business. HABP implementers therefore recommend that it is more practical to increase the size of loans to eligible beneficiaries, no matter how few, and make sure that they manage their business ventures successfully. In this way, the debt payments from such ventures may be used to expand the credit capital and use it as a revolving fund to make a larger number of PSNP graduates become credit beneficiaries. Consultations noted that distributing the available limited credit resources for the sake of reaching a great number of beneficiaries will not serve the purpose.

Also identified as a serious challenge by HABP implementers is lack of well-organized credit institutions at the grassroots level. Hence, there is a great need to set up RUSACCOs in the kebeles and facilitate access for PSNP graduates to credit facilities.

Appropriate Loans

Fear of default because of high interest rates on loans is among the challenges pointed out. In places like **Dire Dawa** and **Harari** where the bulk of the population is Muslim, taking loans on interest is considered a breach of religious norms or '*haram*'. Huge amounts of resources are invested in the form of PSNP transfers in order to assist chronically food insecure community members to the status of self-supporting individuals. But this is hard to achieve only by filling food gaps and building community assets. Livelihood programs constitute the core element of food security oriented programs. Hence, there is a shared feeling particularly among program implementers that it is appropriate to consider the possibilities of making available credit facilities to beneficiaries without requiring 12% loan interest. Meeting these

obligations has often times proved to be tough and beyond the means of beneficiaries as vulnerable and resource poor groups, which is the premise for targeting them to start with.

Complementarity

The fact that the PSNP and HABP have not been implemented as complementary components from the start is suggested to have been one challenge of previous implementation phases. If the two components are made to complement each other, the advantage would be that PSNP beneficiaries can continue to build their assets as they work for graduation. On the other hand, providing them with credit facilities after they have graduated can result in the risk of defaulting and sliding back to where they were before having engaged in the Program. Being able to access credit facilities from the first year of inclusion in the PSNP 4, however small credit amounts may be, beneficiaries will be able to embark on building household assets. In the event of financial difficulties, beneficiaries have an alternative in the form of PSNP transfers and are not likely spend credit money for consumption needs. Another area of concern raised by the communities was with regards to timing. In several woredas, male and female focus groups pointed out that it would be good if the HABP beneficiaries were given the credit simultaneously with PSNP transfers. This is because the beneficiaries can effectively use the money for asset building rather than using it simply for consumption. In **Fantale** Woreda, the beneficiaries contended that in dry lowland areas such as in their woreda, where people are affected by factors such as drought, the impact of Lake Basaqa and animal diseases, it is not likely that HABP beneficiaries will be able to use their money to build assets. In their opinion, it is better if credit is given when people are still PSNP beneficiaries for a period longer than what was practiced in the past, i.e., one year. Arguably, livelihoods activities can be more efficient if operated in parallel with PSNP transfers. In other words, PSNP beneficiaries need to engage in livelihoods, through adequate loans, for a reasonably longer period than is the case now, to allow for graduation.

6.7 Graduation

It was explained to communities that PSNP 4 will seek to improve graduation mechanisms and introduce risk mitigation measures to ensure that program graduates do not fall back into food insecurity. The importance of evidence-based graduation for individual households was explained.

Community consultations expressed concern that graduation criteria be appropriate, considering the time and resources required for asset building. Potential risks identified included problems such as valuation of the asset of the prospective graduates, the potential for unrealistic “quotas” to be met. Based on previous experience with HABP, one focus group participant in **Konso** expressed concern,

Beneficiaries are forced to graduate prematurely before they fulfill the graduation criteria. Emphasis is given to the assigned quota for the number of program graduates rather than to the fulfillment of what is required or expected of the beneficiaries for graduation. When I was registered as beneficiary, I was responsible for three family members. Now there are seven under my care. When they told me that I had to graduate, I replied by saying that I was not ready yet since I still could not properly take care of my household. They insisted that I should graduate nevertheless. I am preparing to lodge an appeal to the KAC. ⁵⁴

One key informant shared that, “people with a crutch have graduated”⁵⁵ illustrating the challenges related to graduation screening. It is important that PSNP 4 ensure PSNP beneficiaries are ready to graduate and do not end up using their loan for the needs of their families rather than for intended business activities.

⁵⁴ FGD participant in Konso woreda, SNNPR.

⁵⁵ KII, Meket woreda, Amhara.

6.8 Social Cohesion

Community consultations held separately with male and female beneficiaries across different age groups have shown that PSNP has brought the community socially relevant benefits in terms of promoting equity and strengthening cohesion among the local people. One focus group participant noted,

It is a benefit of PSNP that people do not move away from their home villages because of food insecurity. Further, it has been helpful in supporting the people to participate in community asset building. Social cohesion has grown stronger. Community members meet regularly for the common purpose of doing PWs. They identify, prioritize, plan and implement activities together. This has proved beneficial in strengthening social ties.⁵⁶

The benefits have come in the form of asset building (owning large and small stock, dwellings, farm oxen, and farm implements); participation in traditional institutions previously excluded from because of poverty; social acceptance and trust resulting in access to loans from better off local residents. Female focus group participants in **Konso** summarized:

After PSNP, some of us have managed to build thatched or corrugated iron roofed dwellings of our own. We are now able to send our children to school. Those of us who are benefiting from HABP are in a position to access credits to engage in income generating activities. We participate in different forms of *equb* (traditional saving and credit society) by depositing fixed amount of money regularly. Now able to pay membership dues, we also participate in *iddir*, which we could not do before PSNP owing to poverty. Access to sources of income through PSNP has restored the trust of fellow residents in us. Hence, we have less difficulty having access to informal sources of credit such as for the care and medication of sick family members.

Male focus group participants in **Konso** added:

Certain PSNP beneficiaries have supported their children to complete their education and graduate from colleges. Our participation in social institutions such as *equb* and *iddir* has increased. Our involvement and contributions to clan events and rituals have grown because of being able to contribute financially and materially. When asked to make financial contribution by the kebele for various activities, we meet our obligations like fellow community members from our income through PSNP. Similarly, we buy fertilizers and seed varieties to enhance farm productivity using PSNP transfers. Hardly anyone would have our request for loans because of being poor. Today, we have the trust of people that we can repay and so it is not difficult to get the loans we ask for.

Male focus group participants in **Nyangatom** explained:

Since the advent of PSNP, deaths because of hunger are on the decline. PSNP is saving our lives by enabling us to get through to the harvest season of our flood retreat cultivation. We can call PSNP lifesaver second to God. Families forced to move away from their villages by food shortages have now been able to return and settle back. Women and youths who risked their lives by traveling long distances as far as conflict prone border areas to collect wild fruits no longer do so. In addition, poor men without small stock found it difficult to marry a girl of their choice for lack of a goat to pay as bride price. PSNP has helped male beneficiaries to build assets, which they can use for the purpose of marriage. The saving culture of beneficiaries has also improved as a result of PSNP. In general, the trend before PSNP was to spend what was earned without planning. Presently, PSNP has brought about a positive change in this respect, by training beneficiaries to properly manage the assets that they have built and the transfers received.

⁵⁶ FGD participant in Babile Woreda and Biko Kebele, Somali.

6.9 Social Conflict

In **Konso**, community consultations revealed unintended consequences of previous phases of the PSNP on social cohesion. Tensions are reported between PSNP beneficiaries and non-beneficiaries. Those not included in the Program complain that they are being treated as if they are not community members and that they are not given care and attention. Because of this, when asked to make contributions in cash or in labour by the local government for community development, they are said to react by referring to themselves as less advantaged and left out, and to PSNP beneficiaries as the favored of the administration. Not appreciating that PSNP and HABP are inter-complementary, there is a tendency in non-PSNP kebeles to assume that they are excluded from both interventions. Thus, they complain that the same communities are given access to all Program benefits.

Others complain that when targeting was done, they were not included in the Program as a result of having been found to be slightly better off than those selected as beneficiaries. Since then, there has been no retargeting. In the meantime, PSNP beneficiaries have improved in their status of income and assets built, whereas their conditions deteriorated to the point of being the worse off. Such feelings have led to growing tensions in the local communities between PSNP beneficiaries and non-beneficiaries.

Program implementers in **Awash Fentale** in Afar stated that there are times when the activities or community assets built by public works might become sources of conflict. Resource based conflict is one of the cases of vulnerability for pastoral people in Ethiopia. Conflicts can easily erode community assets built through PSNP support or individual assets.⁵⁷ They mentioned the incidents involving the **Karrayyu** and **Afar** in **Dudub** kebele. These are neighboring pastoral groups who inhabit either side of the Awash National Park. Conflicts have happened when the Karrayyu crossed over to have access in times of difficulties to the water pond and area closure built through Public Works in Afar. The conflict has previously been managed and things returned to normal through the interventions of the concerned local administrations and traditional leaders. Moreover, implementers noted that intra-clan conflicts have occurred among the **Afar** as a result of public works. For example, communities in the Dudub kebele prevented public works intended to clear silt deposits from a water pond and make it functional once again. The reason why they stopped the public works was for fear of conflicts that have usually happened. They were worried that, when the water pond became operational, youths from other clans in neighboring kebeles would come over to water their animals and get into conflict with their young men. In order to deal with such risks, the implementers suggested that consultations be held with local elders and ritual leaders involving the concerned clans to identify public work sites that would not be potential sources of conflict between communities. The (2014) *Pastoral Re-Design Report* noted that it is essential for PSNP to mainstream conflict management and peace-building and that conflict sensitivity analysis needs to be done before implementing PSNP supported Public Works in areas where different ethnic groups could have potential competing claims of ownership.

6.10 Grievance Redress

It was explained to communities that the PSNP Kebele Appeals Committees (KACs) would continue and be strengthened during PSNP 4, as the main mechanism for grievance redress in the PSNP.

Community consultations found that one risk may be that communities may not use KACs (**Konso, Hammar, Dire Dawa, Harari**) and that KACs may face difficulties to be operational in some PSNP areas (**Afar, Somali, Alamata, Meket**). It may also be challenging to establish the KAC structure in some areas (**Nyangatom**). Community consultations in **Konso** noted that community members may not

⁵⁷ Behnke, R. *et al. Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014.

trust or have confidence in KACs to fairly review their grievances. Risks related to the independent functioning of KAC structures and capacity to process appeals were noted. Consultations found that community members may sometimes prefer to jump the KAC and appeal to the woreda office instead.

Consultations suggested that PSNP 4 focus on building confidence and trust of beneficiaries to follow the appropriate KAC procedure and suggest that KACs be strengthened in terms of capacity. In **Hammer**, it was reported that during previous phases of the PSNP, beneficiaries did not make full use of KACs to appeal cases of inclusion or exclusion due to the fact that *Donza* were involved in many of the targeting decisions and people did not feel comfortable appealing to them, even if they were negatively affected due to their influential political and economic position in their community. Consultations further found that it is rare that beneficiaries lodge their complaints at the woreda level structure lest they be isolated from the traditional structure for appealing against targeting decisions made by the *Donza*. Based on these previous experiences during previous phases of the PSNP, it is highly possible that these issues will continue into PSNP 4.

The (2014) *PSNP Re-design in Lowland Areas Study* found that people are reluctant to raise their concerns and seem to be rarely heard from, even if they present their complains to concerned officials. There are KACs established in areas in which the PSNP functions. However, these committees are not functional and working in line with the PIM. Appeals are mostly made informally through the local government personnel or a clean leader, who are not formal members of the appeal committee.⁵⁸

In **Dire Dawa**, it was heard that community members may prefer to take their appeals to the office in the City Administration. It was heard that community members may prefer this as a result of the close working and social ties between the KFSTF or CFSTF (responsible for targeting) and KAC and a lack of trust by community members that the KAC will review their appeals independently. The people in **Dire Dawa** have a culture of openness and men and women still do not hesitate to express whatever grievances they may have. Hence, there is a general trend of reporting their complaints. Yet, they do so without following the proper channels, and often bypass grassroots structures in the belief that higher offices respond to grievances better and quicker. Community consultations with **Afar, Somali** and in **Alamata** revealed positive experiences from community members who had engaged with KAC structures during previous phases and community members agreed that it is important to strengthen these structures so they can be more active and investigate their complaints when they raise them. One woman recalled,

My husband divorced me and remarried. During retargeting, he had my name removed from the Client Card which he had kept after the divorce. He had the name of his new wife entered in the Client Card in my place. I appealed to the KAC. After investigating the case, the KAC decided that I should continue as program beneficiary.⁵⁹

This suggests the importance of capacity building work through educational and awareness raising programs, to enable appeal structures to earn the confidence and trust of community members to be more effective during PSNP 4.

As an alternative to the KAC and in places where KACs have not been established or are not functional, community members may bring their complaint to the woreda office or as found in **Nyangatom**, most simply go unaddressed. In **Meket** in Amhara, beneficiaries go to the Kebele Manager, which is the office responsible for handling complaints of any sort as per the regional government structure, People's Complaints' Hearing Office (PCHO). It was found that the Kebele Manager rarely handles PSNP related

⁵⁸ Behnke, R. *et al. Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014.

⁵⁹ Female beneficiary participating in FGD Babile woreda, Somali, shared this account.

complaints, rather refers the case to the woreda administrator, the highest office in the woreda to handle grievances.

As the (2014) *PSNP Re-design for Lowland Ethiopia Report* also recommended, it is important that the PSNP 4 put in place strong social accountability mechanisms which creates the environment that enables beneficiaries to demand better responsiveness and accountability from implementers and managers. KACs should also receive adequate training on social accountability principles and the PIM in order to function effectively.⁶⁰

6.11 Monitoring and Evaluation (M&E)

Lessons from the current phase of the PSNP reveals that the quality of project implementation and outcomes registered were highest where local implementation structures were better organized and staffed with the requisite number and right combination of experts. The implementation structure, especially at the grassroots levels, must be well organized, nurtured, and sustained through targeted capacity building work, and proper reward and incentive schemes put in place for the staff. Programs such as the PSNP, which are implemented not only in diverse agro-ecological settings, but also in areas where government implementation structures are not the strongest makes it critically important to put in place effective and efficient M&E system. M&E should serve the intended purpose, and help the program implementers to learn from their weaknesses and further boost their strengths, and for the higher level program structures to monitor performances and evaluate the impact of the program on the program beneficiary and institutional capacity building at all levels of the program implementation structures. During PSNP 4, M&E should not be a regular reporting exercise to meet the reporting requirement rather it should be an integral component of the program in which the information generated through the M&E system is used to guide management decisions at the both the woreda and higher levels of the program implementation structure, while ensuring that the most vulnerable and underserved are benefiting from PSNP 4 without negative impact. One member of the **Hammar** woreda FSTF observed that there are times when PSNP performance reports are sent to the higher level PSNP structures before the activities are done due to a lack of capacity to implement, partly related to too much work on sector offices related to PSNP and partly because of lack of required number and motivated experts, especially at the kebele level. The implication of this is that, monitoring of program performance based on information provided by the program implementers at the lower level of the PSNP structure becomes of little significance when seen from the point of view of the purpose for which M&E system is put in place. The importance of revising reporting templates to make space for reporting on challenges related to participation in Public Works, the implementation of Gender and Social Development PIM provisions and other challenges is recommended for PSNP 4.

For programs such as PSNP, which work with the local community and aim to alleviate poverty and build the capacity of local development partners, monitoring and evaluation system of a participatory nature are recommended. Participatory monitoring and evaluation (PME) aims to empower local people to initiate, control and take corrective action and marrying PME with more traditional results-oriented approaches to program management would be most appropriate for PSNP 4 since the deficiencies of one approach are made for by the strengths of the other. In this arrangement, program participants will assess the degree to which their needs have been met, and understand and own the impacts of the assets (community and household) that they have created.

Moreover, unscheduled random monitoring missions will help to have a real sense of the facts on the ground rather than relying on information obtained through a regular reporting format, often submitted to

⁶⁰ Behnke, R. *et al. Final Report on PSNP Re-Design for Lowland Ethiopia*. March, 2014.

meet the reporting requirement, or to pay a pre-planned periodic visit which will give the host a time to clean their houses to make it attractive to the visitor.

6.12 Capacity

Both the review of the secondary sources and field data reveal capacity is a risk in almost all pastoral communities' consulted, especially in relation to staff turnover.

Staff replacement challenges have the potential to compromise the effectiveness of the program. High staff turnover was identified as a problem in **Nyangatom** and **Babile**. Mitigating measures include the creation of a conducive working environment, incentives, transport facilities to make it easier to travel to communities, and increased capacity and commitment on the part of grassroots leadership to coordinate the work process. The extreme climatic conditions experienced in the pastoral lowlands were also cited as a challenge to retaining staff in many pastoral lowland areas.

Experts argue that incentives are not only unattractive, in some instances some benefit packages that existed for some PSNP woredas under the different regimes were either reduced or totally removed. For instance, they mentioned what is called *yebaraha abal* (hardship/desert allowance), which was reduced from 40% to 20% in **Dassanetch**; and to 15% in **Hammar** and **Nyangatom**. An expert in **Dire Dawa** Disaster Prevention and Food Security Office stated that PSNP is a Program faced with high staff turnover. As a result, small staff is forced to handle work load that should be done by more employees. The expert attributed the frequent cases of turnover to the failure to pay hardship allowances as one of the incentive packages that are allowed to implementers working in other programs under the Ministry of Agriculture (MoA).

Though the kebeles are supposed to have at least three experts, namely in the fields of natural resources, plant science and animal science, many have none. For instance, in **Dassanetch**, out of the eleven kebeles on the northern side of the Omo River, only three have experts. As a result, the kebele managers are doing the job, without the expertise required. In **Hammar**, the *Donzas* are organizing the public work since there are not enough number and mix of required experts at the kebele level. Likewise, it was found that the shortage of qualified staff was a serious problem in PSNP structure in **Dire Dawa** City Administration at higher office level. The structure requires nine professionals/experts in the areas of infrastructural development, natural resources management, environment, procurement, and monitoring and evaluation. Such professionals are mostly not deployed, for which reason the responsibilities are presently shouldered by the few existing employees.

6.13 Institutional Arrangements

Community consultations identified that the effectiveness of PSNP 4 could be limited by the number of committees that have to decide on a certain issue and redundancy of committee membership for some heads of sector offices. In **Hammar**, the Team was told that one of the discussants is a member of three different structures or committees, namely the woreda Council which approves the budget, woreda Steering Committee and woreda FSTF. This means the same individual has to sit in three different committees to discuss and decide on the same issue. Moreover, the sector heads who sit in both the woreda Council and the woreda FSTF are busy with other regular works of their respective offices, which they are *responsible for principally*. Such a redundancy in committee membership and important competing responsibilities drag the activities and impact on the services provided to the beneficiaries, including timely transfers.

Program implementers at woreda level in **Konso** identified problems in grassroots PSNP related structures such as the multiplicity of committees and the duplication of responsibilities/overrepresentation on the part of members of the leadership. Being stretched by the pressure of work and overlap of commitments, the leadership often have difficulties meeting to discuss issues and make decisions as regularly as they should. Hence, Program implementers hold the view that for the structures to be effectively functional, they need to be trimmed so that they have fewer but more committed members.

The data from **Meket** woreda identified similar risks related to institutional arrangements. According to experts, save the contract workers such as PSNP coordinator, PWs coordinator, M&E specialist, and few other experts in the Finance Department (accountants and cashiers), all the major PSNP implementing offices have other regular duties of their respective sectors and are always very busy with those activities. An expert from **Alamata** Office of Agriculture said there is a risk that they will “prioritize other duties for which they will be evaluated”. It was heard that the PSNP is something like an ‘add on’, and at times things have to wait for the goodwill of the authorities to move forward.

Moreover, the experts mentioned the problem of coordination of various PSNP activities since they are dispersed under different offices or processes, namely PSNP Coordinator under the Food Security, PWs Coordinator and Planning and Monitoring under Natural Resources, M&E and Agro-business under Extension processes within the Office of Agriculture; Cooperatives expert under the Cooperatives Office; Accountants and Cashiers under the Office of Finance and Economic Development. One expert from **Meket** said, “Although our clients are the same, we do not know what the other person is doing. For instance, I was out in the field in January and February mobilizing people for the government’s watershed management and irrigation works campaigns and had no information what other PSNP colleagues were doing at that time.”

In **Konso**, **Awash Fentale**, and at **Dire Dawa** Disaster Prevention and Food Security Office, it was heard that a lack of coordination and ill organization may hinder smooth implementation of PSNP 4. It may be said that the various components are under the supervision of relevant agriculture departments/offices. However, the absence of a central and accountable unit that owns and oversees PSNP activities and processes scattered between these departments/offices may make it difficult to run the programs in an intergraded fashion.

In **Alamata** woreda, the WFSTF members almost missed mentioning the Task Force to which they are members while discussing the PSNP implementation structure, and when asked why that was the case, they argued that at the woreda level PSNP is run almost exclusively by the Steering Committee. There was no consensus whether the WFSTF should continue in the next phase of PSNP, although the majority felt it is redundant since most of the members are also members of the Woreda Steering Committee, which is the principal structure in charge of PSNP at the woreda level.

In **Fantale** woreda of Oromia, both the Steering Committee and the WFSTF are chaired by the Woreda Administrator, and the explanation given by the person who was supposed to chair the latter was that the Woreda Administrator is responsible for everything that takes place in the woreda. From the discussion it was possible to gather that the WFSTF members were not aware that the Task Force was supposed to be chaired by the Pastoral Development Office Head.

Though the emphasis varies among the PSNP woredas visited, the data consistently show that perception towards PSNP affects effectiveness of the program components. PSNP experts and the woreda food security heads complain that PSNP program components are not allocated adequate budget in terms of institutional capacity building such as vehicles, motor cycles, office equipment, fuel, etc. For instance, an expert from **Meket** woreda shared,

PSNP brings a lot of money to our woreda, which if effectively utilized can radically transform our woreda. With the current institutional arrangement in which responsibilities are so diffused and no one will be held to account for PSNP, that is a remote possibility.⁶¹

6.14 Asset Loss and Loss of Access to Assets (Involuntary Resettlement)

Public works can result in some households losing farmland to community asset building activities. This may happen in the agricultural woredas of **Konso, Meket** and **Alamata** where roads and irrigation canals are constructed as part of public works. Such scenarios are managed through participatory discussions involving PSNP grassroots implementers and concerned community members, and broadly fall under the ‘Voluntary asset loss procedure’. According to the (2010) PIM, the Voluntary Asset Loss Procedure “applies when a household is making a voluntary donation of assets or access to assets in exchange for subproject benefits or services. In the context of Ethiopia, where all land is owned by the Government, “land loss” is taken to mean “loss of land use”. In cases where household in effect has no choice, due to their being no alternative site for the subproject, loss of land would be regarded as involuntary. Such cases are not eligible as PSNP PW subprojects, and in any case the Voluntary Asset Loss Policy would not apply.

Measures are thus taken to convince affected parties that compensation is not to be expected since the community assets built are in the collective interest and worth the losses caused. Locals are also aware that land is scarce in these areas and there is hardly any communal land available that can be given as replacement for such losses. Often, the losses are not significant, and when they occur they are handled at kebele level and not raised as major issues for dispute.

In other cases, the farm plots of certain households may fall within the boundaries of an area designated for watershed development program. In these circumstances, the affected households are not required to move out of the designated area, but are instead allowed to remain there and work their plots as they have done before (e.g. **Konso**).

With respect to Public Works induced loss of assets, it is reported that site selection is done in a participatory decision making process in the pastoral woredas of **Awash Fentale, Fantale** and **Hammar**. Thus, community elders, religious leaders, and community members with reasonably good knowledge of the local environment are involved in the process of selecting public work sites. This is done with the aim of making sure that the development activities are undertaken in such a way that does not result in disputes and misunderstandings between community members using the surrounding pastoral and agricultural resources. According to the group interviews held separately with women and men beneficiaries and program implementers, public work schemes such as area closure and water pond construction are embarked on only after common understanding has been reached with the concerned local residents. If, for example, the path to the constructed water pond cuts across the farm fields of an individual, the consent of that person should be obtained before the work goes ahead. The person’s consent has to be made in the presence of local elders and recorded in writing. If, however, the individual does not agree, and the path must still be built, the local elders will make sure that an alternative farm plot is given to the individual as compensation. This is done in consultation with the kebele administration. There are cases in which community members have raised claims of compensation for the loss of community assets through public works. An area closure developed on a vast grazing land in Dudub kebele of **Awash Fentale** woreda had to be removed to make way for the construction of railway line and train station. Financial compensations were paid out to the community after negotiations between the Railway Company and representatives of the local people. Power generator and water pumps were bought for the use of the community along with the compensation money.

⁶¹ KII with PSNP Implementer, Meket Woreda, Amhara.

When disputes result from Public Works related situations, the process of handling the issues in PSNP woredas in Dire Dawa and Harari generally resemble the experiences described earlier. The differences observed are however that locals affected by the loss of land are compensated for in the form of access to job opportunities. The community assets building which resulted in the loss of land may be the construction of animal health post, farmers training centers, or residential buildings for development agents or teachers. In such cases, the affected men or women are hired as guards or cleaners to obtain regular means of income as compensation. In other cases, the compensation may take the form of registering the affected as PSNP beneficiaries. Still in others, such as **Meket**, where loss of even a small plot of land significantly affects the livelihood of the household in the face of scarcity of land, replacement land is given to the affected households from the communal lands or lands of the deceased or migrants (*yemuachina yeleqaqi*).

On the other hand, land acquisition is not an issue in connection with the PW in pastoral communities including **Nyangatom**, **Dassanetch** and **Hammar** woredas of South Omo Zone and the Somali in **Babile** woreda of Fafan Zone. The main reason why loss of assets is not raised as a problem is related to the patterns of land use and tenure in the area. There are marked divisions between base camps where most of the population reside, and cattle camps located in distant migration areas where most of the livestock are grazed. The conduct of Public Works subprojects such as area closure and bush clearing in villages where there are not much livestock, land is communal, and settlements are often dispersed does not lead to the complaints and claims of having been affected by the activities.

Moreover, in non-pastoral areas such as **Alamata** and **Meket** woredas, most of the public works are done on communal areas since the PW activities include soil and water conservation works, community infrastructures such as health posts, schools, roads and irrigation canals. In case roads or irrigation canals affect plots of land under the use of a given household, depending on the size affected either Voluntary Asset Loss procedure is followed or replacement lands given to the affected households as was reported in the case of land acquisition for the construction of schools or health facilities in Meket woreda. The construction of irrigation canals, which passes through the land under the use of a given household, is not regarded as a loss because the latter also benefits from the scheme and also the traditions have it that irrigation schemes are seen as common good and the loss of land to irrigation canal would not entitle one for compensation as is the case in Alamata woreda. Thus, in none of the PSNP woredas covered in the field work for this Social Assessment were the loss of assets or reduced access to assets reported as an issue and there is no indication that the World Bank Safeguard Policy OP 4.12 Involuntary Resettlement should be triggered in connection with PWs.

7. Conclusions and Recommendations

All communities consulted provided their informed consent for PSNP 4. Community consultations began with introducing PSNP 4 to community members, gauging their concerns and reactions, and securing their acceptance, trust, and support for the program. In this regard, recognizing chronic food insecurity and overall environmental degradation as problems with far-reaching consequences, and that they can best be dealt with by working together as a community is crucially important to address these issues. The sense of ownership and responsibility that comes with such recognition plays a vital role in identifying practical measures to mitigate the problems under local conditions. Community consultations found that it is important that communities continue to prioritize their felt needs and concerns regarding PW activities, thereby strengthening and expanding their participation in the planning and management of the tasks.

Field visits revealed that the PSNP is the most widely known program not only in the PSNP woredas, but throughout rural Ethiopia. Known as “safety net”, it is a household name that is easily described by all community members. Community level of understanding of the Program components and activities has developed over the years as has the level of the wider community (in addition to PSNP beneficiary) participation in the planning and implementation of PSNP (which was said to have varied from place to place during earlier phases of the program). Nonetheless, awareness still varies and there are gaps in knowledge about some of the components which may affect the effectiveness of the program. Based on this experience from the previous phase, the importance of awareness creation and information dissemination during PSNP 4 is critically important, not only to strengthen Program performance but also so that clients know their roles and responsibilities. Community capacity to properly participate in the PSNP is achieved this way.

Communities were aware that, in view of their vulnerability to shocks caused by the deficiency and erratic nature of rains in their areas, the aim of the transfers was to fill household food gaps, build family and community assets, and to be used to prevent the depletion and wastage of resources. Besides, beneficiaries affirmed that able-bodied community members were supposed to actively participate in Public Works, whereas labour-poor households would be entitled to Direct Support. In addition, they entered into the Program with the assurance that they would be given the transfers in timely manner, and in case of delay or non-payment, they had the right to claim for the transfers to be made as agreed. Moreover, they were fully aware that the transfers were meant to help lift them out of food insecurity by encouraging them to build assets and that they had to work with diligence towards graduation from the Program, by which time the transfers would terminate. The level of community support for and involvement in the PSNP was very high, and this was seen not from the beneficiaries’ point of view, but also and more importantly from the non-beneficiary community members when the latter aired their respective community’s support for PSNP citing the examples of its contribution to help the food insecure households feed their families and build assets on the one hand and the community to protect and build communal assets on the other.

Community consultations have established beyond reasonable doubt that the concerned local communities have shown interest and commitment not only to participate in, but also to actively support and contribute to the success of the next phase PSNP interventions.

Based largely on the respondent’s reflections from engagement in the current PSNP, the following recommendations are made for PSNP 4:

7.1 Targeting

In the context of the study woredas, vulnerable and underserved community groups are: historically disadvantaged livelihood groups mainly pastoralists (**Afar, Somali, Karrayu, Nyangatom, Hammar, Dassanetch**); ex-pastoralists or pastoral “drop-outs”, unemployed rural youths living in areas where land is highly scarce and fragmented, community members

Ex-pastoralists. In pastoral areas, wealth and social status are measured by livestock holdings. As a result, pastoralists who are fully engaged in the livelihood are traditionally considered to be relatively well off. For this reason, there has been the trend of not including these community members as beneficiaries during targeting and retargeting processes. Nonetheless, findings indicate that, due to severe droughts, veterinary epidemics and inter-group conflicts, such pastoralists run the risk of facing livestock depletion and being ejected from the livelihood system. In this situation, they become desperate for bare means of survival and migrate to the surroundings of small local towns looking for necessities. Hence, it is imperative for PSNP consider the rapid changes happening to pastoral livelihood dynamics and ensure that destitute ex-pastoralists in **Babile, Awash Fentale, Fentale, and Nyangatom** are considered eligible for the PSNP.

Food insecure in non-PSNP kebeles and woredas: There have been situations where communities found to be vulnerable and food insecure during community targeting, may become better off as a result of the inhabitants’ improved sources of income. In other cases, those who were observed to be less exposed to vulnerability turn out to be food insecure because of various factors, e.g., drought, land degradation, death or ill-health of the head of the household, etc. PSNP should therefore revise its targeting strategies by taking into account the changes in the vulnerability status of communities which are liable to vary and hence may not always be predictable.

Unemployed rural youths. These groups are common particularly in study woredas/kebeles of **Konso, Meket, Alamata, Harari, and Dire Dawa** where land scarcity and the consequent fragmentation is a severe problem and average land holding is minimal. Youths belonging to these groups may be those with or without a certain level of education, as well as married or unmarried. As a growing vulnerable group but potentially productive social force, these segments of the population need focused attention. Hence, it is to be strongly recommended that PSNP targeting strategies accommodate these food insecure youths as well.

Role of traditional social structures. Social structures in pastoral areas are clan based, and clan leaders tend to exert tremendous influence in PSNP targeting processes and affect the outcomes. Abuses of clan authority by these leaders are experienced during targeting, as demonstrated by a number of cases in **Awash Fentale, Nyangatom, and Hammar**. As a result, community members who were not eligible were included in PSNP, whereas others who deserved were not. Instances have shown that women are the ones who fare badly in such situations. As a strategy to deal with the challenge, it is helpful to broaden the representation of community members on targeting committees with greater emphasis on women participation. In addition, it should be part of the strategy to provide capacity building trainings focusing on PSNP to members of the informal leadership, who are said to wield strong authority and influence decisions.

Sharing and dilution. The sharing of PSNP transfers and the consequent dilution effect were found to be common problems in pastoral woredas of **Awash Fentale, Babile, Nyangatom and Fentale**. Being in-built support systems and coping mechanisms of the people, resource sharing practices should not be viewed as undermining factors of targeting. It should, in fact, be anticipated that communities would redistribute transfers given the long-established norms and values of mutual assistance that they cherish.

Therefore, it is important to consider that the institutions are there to stay perpetually. This issue was covered in detail during *2006 – 2012 Impact Assessments*, etc.

Verification. Since informed decisions are less susceptible to errors, using baseline information about the wealth or food security status of households for PSNP targeting minimizes the risk of both exclusion and inclusion errors. It is therefore recommended that household targeting is based on baseline information generated independently of the PSNP targeting.

Moving forward into PSNP 4, it is important that the caseload be expanded to cover additional needs of youth, new migrants to woredas, ex-pastoralists, etc. The rapidly changing livelihood dynamics underway in rural Ethiopia should also be monitored to include those that may fall into food security.

Awareness raising among traditional authority structures and information campaigns can help to ensure that the principles and purpose of PSNP 4 are understood, including targeting procedures. Targeting structures should be designed with careful consideration to the balance between formal and informal traditional authority structures and the representation of community members can be broadened in targeting informal leadership, who are said to wield strong authority and influence decisions.

7.2 Transfers

Transfer Schedule. The perception that food gap seasons are similar in all communities needs reconsidering, since these vary from place to place. For this reason, rather than using this assumption as a basis for processing the payment of transfers for six months uniformly in every PSNP region, consideration should be given to the variations in food gap periods. Furthermore, the payment of transfers should be harmonized with seasons when food gaps are experienced and labor demand is less.

Cash vs. Food. Cash transfer is almost the only transfer made in the non-pastoral PSNP woredas. This does not take into account the impact of the mismatch between supply and demand in the chronically food insecure woredas (e.g., **Meket** woreda). Therefore, the cash and in-kind transfer mix should be strictly adhered to since the existing trend of cash only transfer is aggravating the food insecurity problem of the beneficiaries in the face of grain price hikes.

PSNP 4 should ensure that transfers are benchmarked against a transfer value equivalent to 15kg of cereal and 4kg of pulses/month while at the same time ensure that communities are consulted on their preference for cash, food or mix of cash and food. The implementation of participatory community interventions aimed at bringing about behavioral change through educational measures and the introduction of savings education will reduce the risk of inappropriate use of transfer. The payment of transfers should be harmonized with seasons when food gaps are experienced and labor demand is less (community specific). PSNP 4 will need to address any capacity gaps that contribute to delays in transfers as the most vulnerable are the affected the most in such circumstances. Regarding Direct Support beneficiaries, support should be increased from 6 to 12 months and their payments should be delinked from PW payment schedule.

7.3 Community Assets and Human Capital

Payment. In PSNP kebeles in **Konso**, **Babile**, and **Dire Dawa**, it was found that there is a strong and visible tendency to consider Public Works transfers as humanitarian aid that should be received regardless of completing assigned share of work. If not checked, this mentality may result in strong dependency syndrome among community members. To deal with this, proper balance needs to be maintained between the participation and quality of Public Works and transfers paid out. Hence, as a principle, emphasis should be given to raising awareness and positively influencing the attitude of community members that

entitlement to transfers is subject to their contributions to community assets building through public works.

PW Schedule. Incompatibility between the public works calendar and the local labor season was also found to be one of the problems experienced in some PSNP areas. For instance, in **Harari** and **Hammar** PSNP kebeles, the period of time from March to June is peak agricultural season when farmers are occupied with activities on their farm plots. Hence, it is difficult to fully implement the public works calendar of January to June in Harari and Hammar case. The recommendation in this respect is that the Public Work calendar needs to be flexible so as to correspond to local seasons when labour demand is at the lowest, and does not interfere with the agricultural/pastoral engagements of the concerned communities.

Health and Safety. The findings show that there are instances in which beneficiaries undertaking Public Works have had accidents, causing them different forms and degrees of physical harm, which have in some instances been fatal. In these cases, it was reported that the victims themselves cover the medical costs incurred and no compensation mechanism put in place to cover the cost of medication or compensate for permanent disability sustained or lives lost. Therefore, it is recommended that PSNP consider adopting and implementing strategies to make sure that appropriate safety measures are introduced, and that PW participants are given medical attention in the event of accidents.

Problems were observed in connection with the quality and suitability of hand tools used for various kinds of Public Works activities. It is therefore necessary PSNP 4 make sure that the hand tools made available for Public Works purpose are culturally appropriate and meet safety and quality standards depending on the nature of the work performed.

Harmonization with Mass Labour Mobilization Program. Two month's mass mobilization campaign for water and soil conservation and irrigation works in both **Amhara** and **Tigray** Regional States added to the six months PW activities, left PSNP beneficiaries with almost no time to work on their own farms. It is, therefore, important to discuss these issues with the respective Regional Governments and plan Public Works calendar in such a way that participation in PSNP supports or complements, not replaces, household efforts to feed their families and eventually build assets.

Gender. PIM provisions relating to maternity leave rights and the 50% work norm for female PW participants are not consistently implemented as observed both in the review of the literature and from the field data collected. It is therefore very important that PIM provisions are strictly observed and the details are worked out in consultation with the female PSNP beneficiaries so that conditions under which women participate in Public Works be tailor-made to the particular local conditions since safety risks vary from one area to the other (e.g., compare the level of safety risk for a Public Works participant that may be pregnant in the mountainous areas of **Meket** with the flat landscape of **Hammar** and **Dassanetch**). As observed in many woredas covered in this study, PWs has doubled the work burden of women due to transhumance livelihood condition that necessitates the migration of adult and young male with their livestock in search of pasture and water in pastoral areas (e.g., **Hammar**, **Nyangatom**, **Awash Fantale**, **Dassanetch**) or because of male out-migration for better wages (e.g, **Konso**), and still because male family members work on family farms (e.g., **Konso**). Program implementers need to ensure that the work norm provisions of the PIM are strictly adhered to during implementation and also consult with the respective beneficiary communities if there are other better ways of doing it.

Child Labour. There should be BCC and Health and Safety Guidelines should be developed to ensure children do not participate in Public Works and are enrolled in school.

Soft Conditionalities. While previous phases of PSNP did not include specific nutrition objectives, PSNP 4 will be closely aligned with the National Nutrition Program (NNP). During times of drought in Ethiopia, risks related to malnutrition are high. Among pastoralist communities, children are susceptible to malnutrition and undernourishment during and after the onset of drought, which either kills the livestock, the main source of food for the children, namely milk and other dairy products, or the livestock are moved to far off-places in search of pasture and water as these resources get depleted because of drought or even because of seasonal variation in the distribution of pasture and water in the lowland areas. In this situation, the children barely get two meals a day, often receiving one type of food which nutrition-deficient at that, for several weeks, if not months.

This suggests that (i) there was not enough nutritious food even if the children are fed regularly; (ii) parents try whatever is in their reach to properly feed their children. Another expert added that people would not be [intentionally] lazy about their children if not for shortage of resources. But, as observed from this case, there is vulnerability in the face of recurrent drought and its immediate consequences.

In situations such as this, the PSNP plays an important role in promoting public health. There is no shortage of data that PSNP has increased the food security of households and has thereby been contributing to household health since its launch in the PSNP woredas. The FSTFs of various woredas argue that there is a need to harmonize the PSNP component of health with that of the Ministry of Health (MoH). Community members and HEW suggested provision of nutritious food (*almi migib*) for under-five children, training of 1 to 5 leaders on how to prepare balanced diet food from what are locally grown, and regular awareness raising works for community members in general.

These findings are all in line with the proposed new design features of the PSNP to include fuller food basket and BCC on nutrition. It is important that MoA and MoH participate in the relevant technical committees and ensure coordination. To ensure health and safety for vulnerable beneficiaries, health and safety guidelines should be developed and close oversight to ensure that pregnant and lactating women are transitioned to temporary direct support status. To address the potential issue of child labour, increased awareness raising should be done on importance of enrollment of children in school and ensure that children are not allowed to participate in PW activities.

Implementation of flexible PW calendar corresponding to local seasons when labour demand is at the lowest, and does not interfere with the agricultural/pastoral engagements of the concerned communities is important to ensure that Public Works and Mass Labour Mobilization do not have negative impact on beneficiaries. The strong participatory planning process implemented in previous phases should continue and to address any potential conflict arising, implementers should consult with local elders and ritual leaders to identify public work sites that would not be potential sources of conflict between communities.

7.4 Asset Loss

Asset Loss and Loss of Access to Assets. As one of its major objectives, the Social Assessment was intended to determine and document cases of voluntary or involuntary resettlement and loss of assets or access to assets. The focus was on the identification of the problems particularly caused as a result of the implementation of public works activities, and on the procedures adopted to address these scenarios. In this respect, the community consultations conducted with groups of local male and female residents revealed that public works sites were generally selected in a consultative manner, with emphasis on areas that did not raise such concerns. In instances where the sites selected involved households who could be potentially affected, the concerned people were consulted to secure their written consent in the presence of community representatives before the activities were implemented. In the case of those whose livelihoods were to be affected as a result of the loss of land, conditions were facilitated for them to obtain

proportional size of plots as replacements from the available community land. Other compensation arrangements included the facilitation of job opportunities for the affected in the institutions/social infrastructures (animal health post, farmers training centers, etc) constructed as community assets through public works. However, as the findings indicate, no loss of asset/source of livelihood and resultant displacements occurred in study *woredas*. However, no involuntary loss of assets or livelihoods or displacements came to light during the study in the weredas visited.

7.5 Support for Livelihoods

Synergies. Risks are noted that result from HABP not being implemented in parallel with PSNP from the start of the Program. A major risk identified is that, when beneficiaries are given loans for household asset building at the time of their graduation from PSNP, there are possibilities for them to spend the credit money to meet consumption needs and as a result, start sliding back into food insecurity. To manage such risks and challenges, it is recommended that the two programs be implemented as inter-complementary and mutually reinforcing components from the outset.

Financial Institutions. The absence of well-organized and properly functioning grassroots financial institutions and credit establishments was identified as a problem. As a result, beneficiaries do not have access to credit facilities to be able to engage in various income generating activities and improve their food security status. Serious consideration should therefore be given to the establishment of Rural Saving and Credit Cooperatives (RUSACOs) and consolidating them with technical and financial support to provide beneficiaries access to credit facilities.

Awareness. As discussed elsewhere in this report, HABP has registered impressive results in many PSNP *woredas*. Equally important observation was that awareness about HABP is low in some *woredas* (e.g., **Dassanetch**). Therefore, awareness raising exercises need to be strengthened to ensure that the beneficiaries clearly understand the purpose of HABP and use the credit money for asset building, rather than for consumption.

Based on these conclusions, it is important that awareness raising be undertaken to ensure communities understand difference between loan and grant and importance of targeting women for livelihoods support activities. More emphasis should be placed on investing in technical capacity to support beneficiaries to engage in livelihoods support activities and capacity and readiness of potential credit beneficiaries is assessed before credit provided. Consideration should be given to how credit can be made more flexible for those for which it may be culturally inappropriate. From the outside, PSNP 4 components should be implemented in an inter-complementary and mutually reinforcing way from the outset and finally technical and financial support to establish Rural Saving and Credit Cooperatives (RUSACOs), VSLAs will be important to ensuring that the most vulnerable and underserved benefit from this component.

7.6 Grievance Redress Mechanism

Kebele Appeals Committees (KAC) either operate at different levels of effectiveness or never exist in the study *woredas*. In some PSNP *woredas*, KACs may have been established, but do not operate effectively.

Independence and Fairness. In these cases, the problem was found to be that the KACs lack the trust of community members who perceive that they do not handle appeals fairly, or are in lack of the capacity to do so. In **Hammar** *woreda*, where KACs are also established, locals particularly women are discouraged from lodging appeals. First, those who sit on Kebele FSTF or Community FSTF are mostly influential figures by virtue of their status as clan leaders. Thus, for fear of the possible consequence, beneficiaries or other residents refrain from appealing the decisions, although they regard these as unjust. On the other

hand, there is also the probability for KACs not to handle the appeals independently and overturn the decisions. Similarly, KACs members are usually drawn from community leaders, *Donza* in Hammar, and are therefore closer to decision makers in targeting committees.

Capacity. *Nyangatom* is a particular case where KACs are non-existent. Lack of capacity on the part of the relevant local government offices and professionals responsible for PSNP implementation is said to blame for this failure. As a result, work needs to be done on capacity development and awareness raising for KAC members, especially the *Donzas* in Hammar concerning the objectives of PSNP 4, their responsibilities on the committees and the pros and cons of the decisions they make from the perspective of long-term community interests. Likewise, educational work needs to be done so that KAC members develop the necessary capacity and earn the trust of those they serve and thereby prevent locals from bypassing KACs.

Awareness. In *Meket* woreda, KACs are non-existent because grievance redress is the responsibility of the Regional Government's administrative structure called *People's Complaints' Hearing Office* (PCHO), which is responsible for handling complaints of any sort in the region. According to PCHO organizational structure, Kebele Manager (KM) and the Woreda Administrator are in charge of this task at the kebele and the woreda levels, respectively. These offices are not responsive and often not willing to help, especially the KMs. It is therefore important to ensure that a GRM is put in place as per the PSNP PIM provisions to protect the beneficiaries from abuse and make people have confidence in the system.

PSNP 4 can address these and other issues by introducing more accountability measures to ensure that people feel secure about their rights and entitlements in the program and creating the environment that enables beneficiaries to demand better responsiveness and accountability from implementers and managers. KACs should also receive adequate training on social accountability principles and the PIM in order to function effectively. Capacity development and awareness raising for KAC members, especially the traditional leaders concerning the objectives of PSNP.

7.7 Institutional and Management Development

Evidences indicate that the grassroots leadership, particularly in PSNP pastoral woredas, lack the necessary capacity and commitment to exercise ownership of PSNP and effectively implement the program by making full use of the available technical staff. In order to motivate and qualify the leadership for the proper execution of their responsibilities, it is vital that consistent and focused capacity building trainings be conducted for members of the various PSNP-related grassroots committees.

Staff turnover and lack of enthusiasm among the PSNP staff was observed to be a challenge affecting the effectiveness of the program (e.g., *Dassanetch, Hammar*). Therefore, it is imperative to introduce competitive salary scale and other benefit packages to recruit and retain competent technical staff. Because the most vulnerable are often living in remote areas, it is important to ensure that PSNP 4 takes additional challenges into account.

It was suggested that the PSNP implementation structure at the regional and woreda levels should be slimmed down. This will help to bring the existing diffuse structure into one office with clearly defined responsibility and accountability.

Recommendations for PSNP 4 include consistent and focused capacity building trainings for members of the various PSNP-related grassroots committees and the introduction of competitive salary scale and other benefit packages to recruit and retain competent technical staff. The introduction of participatory M&E is also recommended in addition to unscheduled monitoring missions to help provide a real sense of the facts on the ground rather than relying on information obtained through a regular reporting format.

These recommendations will be included in the design and implementation of PSNP 4.

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Annex 1: Risks and Mitigating Measures

Component	Potential Risks + Challenges	Mitigating Measures
<p>(1) Systems Development</p> <p>Support to the social protection and DRM systems will include targeting, registry, capacity development, management information systems (MIS), early warning triggers and response mechanisms</p>	<p>Targeting</p> <ul style="list-style-type: none"> - Large numbers of rural population (including youth and new residents to woredas) in need of a safety net - Inclusion errors - Rapidly transforming livelihood and poverty dynamics not taken into account for re/targeting - Influence of traditional authority structures on targeting - Sharing of PSNP transfers and the consequent dilution effect in pastoral <i>woredas</i> - Risk of involving one clan that is more dominant over others during targeting - Kebele Appeals Committees (KAC) either operate at different levels of effectiveness or do not exist - Those beneficiaries that should be eligible to participate in DS are 	<ul style="list-style-type: none"> - Expand caseload to cover additional needs (including youth, new residents to woredas, etc.) - Introduce more accountability measures to ensure that people feel secure about their rights and entitlements in the programme - Monitor changing livelihood dynamics with view to retargeting to include those that may fall into food insecurity - Create awareness among traditional authority structures and undertake information campaign to ensure that purpose and principles of PSNP 4 are understood, including targeting procedures, etc. - Design targeting structures with careful consideration to the balance between formal and informal traditional authority structures - Broaden the representation of community members on targeting committees with greater emphasis on women participation. - Provide capacity building trainings focusing on PSNP to members of the informal leadership, who are said to wield strong authority and influence decisions. - Capacity development and awareness raising for KAC members, especially the traditional leaders concerning the objectives of PSNP. - Social accountability mechanisms which creates the environment that enables beneficiaries to demand better responsiveness and accountability from implementers and managers. KACs should also receive adequate training on social accountability principles and the PIM in order to function effectively. - Remove cap on number of beneficiaries that can be targeted for DS

	<p>targeted for PW, Due to cap, some of those that should be targeted for DS are targeted at PW beneficiaries</p> <ul style="list-style-type: none"> - People may graduate before they are ready and end up using loan for purchase of food 	<ul style="list-style-type: none"> - Implement evidence based graduation, ensure that beneficiaries have reached benchmark before graduating
<p>(2) Productive safety nets and enhanced access for PSNP households to livelihoods services</p> <p>a) Safety nets transfers to chronically food insecure households, and support to a scalable response mechanism for transitory needs</p> <p>b) Sustainable community assets and human capital investments</p> <p>c) Enhanced access to complementary livelihoods services for client households through crop and livestock production, off-farm income generating activities, and labor/employment linkages</p>	<p>Transfers</p> <ul style="list-style-type: none"> - Cash transfers may fall below the value of food transfers - Transfer type is not appropriate for a particular community - Cash First Principle may lead to less control over transfer by women, misuse of resource - Perception that food gap seasons are similar in all communities/kebeles - Delays in transfers leading to increased risk of asset depletion and other negative coping strategies - 6 months support to DS still leaves beneficiaries vulnerable to food insecurity - Delays in transfers affects DS beneficiaries the most, risk depending on PW completion 	<ul style="list-style-type: none"> - Benchmark transfers against a transfer value equivalent to 15kg of cereal and 4kg of pulses/month - Ensure communities are consulted on their preference for cash, food or mix of cash and food - Implement participatory community interventions aimed at bringing about behavioral changes through educational measures, introduce savings education - The payment of transfers should be harmonized with seasons when food gaps are experienced and labor demand is less (community specific) - Ensure beneficiaries receive transfers on time by addressing capacity gaps and root causes, display transfer schedule in kebele - Increase support of for DS caseload from 6 – 12 months - Delink DS payments from PW payment schedule
	<p>Community Assets and Human Capital</p> <ul style="list-style-type: none"> - Participation in PWs may contribute to additional burden women Women’s work load is high leaving them with little time to engage in other regular livelihoods or domestic activities - Quality of community assets suffer as a result of competing activities 	<ul style="list-style-type: none"> - Reduce women’s work load by 50% - Awareness raising re. importance of developing quality community assets

	<p>during farming season which make it difficult for beneficiaries to fully engage in activities</p> <ul style="list-style-type: none"> - Health and Safety risks associated with participation of Pregnant and Lactating women in PW - Participation in PWs may result in health and safety risks - Participation of children in PWs - Incompatibility between the PW implementation and the local labor seasons - Lack of harmonization between PWs and Mass Labour Mobilization - Local knowledge not incorporated into PW activities - Conflict as a result of PW implementation - MoA and MoH do not cooperate to implement Soft Conditionalties (i.e. BCC re. nutrition) 	<p>and proper harmonization of PW schedule with agricultural peak times</p> <ul style="list-style-type: none"> - Ensure Pregnant and Lactating Women are switched to temporary Direct Support - Develop Health & Safety Guidelines and ensure first-aid services are available to beneficiaries in event of accident - Raise awareness on importance of enrollment of children in school and ensure that children are not allowed to participate in PW activities - Ensure implementation of flexible PW calendar corresponding to local seasons when labour demand is at the lowest, and does not interfere with the agricultural/pastoral engagements of the concerned communities. - Ensure that PW and Mass Labour Mobilization do not have negative impact on beneficiaries - Continue emphasis on strong participatory planning processes - Implementers to consult with local elders and ritual leaders to identify public work sites that would not be potential sources of conflict between communities. - MoA and MoH to participate in relevant Technical Committees
	<p>Livelihoods Support</p> <ul style="list-style-type: none"> - Beneficiaries may believe that loan is actually a grant and have overall low awareness regarding livelihoods support activities - Due to local customs, women may not be targeted for livelihoods support activities - Lack of support for beneficiaries to develop business plans 	<ul style="list-style-type: none"> - Awareness raising to ensure communities understand difference between loan and grant - Ensure awareness around importance of targeting women for livelihoods support activities - Invest in technical capacity to support beneficiaries to engage in livelihoods support activities

	<ul style="list-style-type: none"> - Beneficiaries may receive credit without understanding and readiness to engage in livelihoods activities - Taking loans on interest considered breach of religious norms - Livelihoods support activities not implemented in parallel with transfers - Absence of well-organized and properly functioning grassroots financial institutions and credit establishments 	<ul style="list-style-type: none"> - Ensure capacity and readiness of potential credit beneficiaries is assessed before credit provided - Consider possibility of making credit available without loan interest - Ensure PSNP 4 components are implemented in an inter-complementary and mutually reinforcing way from the outset - Provide technical and financial support to establish Rural Saving and Credit Cooperatives (RUSACOs), VSLAs, etc.
<p>(3) Institutional and Management Development</p> <p>Support sustainable capacity development and institutional strengthening to implement PSNP 4</p>	<ul style="list-style-type: none"> - Low capacity at woreda and kebele levels. - Lack of staff and staff turnover as a result of poor motivation and remuneration resulting in the aggravation of the problem related to program implementation - Weaknesses in monitoring and evaluation 	<ul style="list-style-type: none"> - Consistent and focused capacity building trainings for members of the various PSNP-related grassroots committees. - Introduce competitive salary scale and other benefit packages to recruit and retain competent technical staff. - Introduce participatory monitoring and evaluation (PME) system - Unscheduled random monitoring missions will help to have a real sense of the facts on the ground rather than relying on information obtained through a regular reporting format. - Revise reporting templates to make space for reporting on challenges related to participation in PWs and Gender and Social Development PIM provisions

Annex 2: Community Consultation Guide

Social Topics*	Questions
Community Profile C + G + P	<ul style="list-style-type: none"> - Community profile [bio-physical description, household number, male/female/child-headed households, socioeconomic and cultural features, customary social institutions, presence and functions of public, private, civil society and social institutions, formal and informal access to financial services, available basic services, presence of physical cultural resources, profile of stakeholders, livelihood and economic activities and opportunities available, etc.]
Vulnerable Groups C + G + P	<ul style="list-style-type: none"> - Who are the most vulnerable and underserved groups? [Probe for: the poor, the poorest of the poor, women, orphans, children, girls, elderly, disabled, female-headed households; polygamous households, PLHIVs, outcast and underserved occupational or livelihood groups, households facing conflicts over natural resources, particular cultural, religious groups, new residents, others...]
Social Dynamics C + G + P	<ul style="list-style-type: none"> - Social structure: organization, roles, values, norms - Identity, worldviews, aspirations, values, formal and informal cultural practices - Ways of life, Traditions, activities, historical context, myth, ritual, custom - Inter and intra-group relationships and dynamics - Is there social cohesion (or lack of) among social groups in the community? - Are there specific groups that are likely to lose-out (not benefit) from specific types of development? - Are there any biases against those defined as the most vulnerable in the community? What is the relationship between groups, if relevant? - What are the most significant social and cultural features that differentiate social groups and do the differences result in exclusion of vulnerable groups? - What are the social dynamics of the groups, their characteristics, intra and inter-group relationships, and the relationships of these groups with public and private (e.g. market) institutions (including the norms, values and behavior that have been institutionalized through those relationships)? - What are the drivers of social conflict (if any)? - Is there a difference in the role that women and men play at home and in economic activities? - Do women have the right to save money, sell household products, make decisions? - Do women and men have equal access to resources and services? If women have lower access to resources compared with men, why? Are there any cultural factors affecting women's access? - Opportunities and conditions for vulnerable stakeholder participation in the development process?
Local Knowledge C + G + P	<ul style="list-style-type: none"> - What farmer/pastoral organizations exist? Do they exercise collective power to negotiate or influence related to their needs and interests? In what ways? - What traditional institutions of land/resource/rangeland/water management exist? - What traditional land and other natural resource-related dispute settlement institutions/mechanisms exist? - What traditional land use and conservation knowledge and practice exist? - What traditional institutions/self-help groups/mutual aid associations/and work parties exist and function in your community? - What other traditional institutions/structures exist and function in your community? - How does the community use and govern its' natural resources?
PSNP Topics	Questions
Awareness C + G + P	<ul style="list-style-type: none"> - Awareness and understanding of the PSNP - Awareness of rights and responsibilities in relation to the PSNP [Probe for gender PIM provisions, broad principles, etc.] - How is information on the PSNP received? - What would help to improve awareness about the PSNP?
Targeting C + G + P	<ul style="list-style-type: none"> - Awareness of criteria for inclusion in the PSNP and understanding of community-based targeting process? - Satisfaction with targeting process? Perception on whether the right people (the poorest) are included? - How are traditional leaders, traditional groups, etc. involved in the targeting process? What is the impact of social dynamics and community structures on the targeting process?

	<ul style="list-style-type: none"> - How can the targeting process be better suited to the needs of the most vulnerable? - How can targeting process be improved?
Transfers C + G + P	<ul style="list-style-type: none"> - Are you satisfied with the adequacy (amount received) of transfer? - Do you receive the transfer on time? Do you know in advance when you will receive it? - Are you satisfied with the distance you have to travel to the transfer site and transfer process? - Do you feel the transfer you receive is appropriate (cash/food)? - What are the positive and negative impacts of receiving the transfer on your community? On social dynamics [Probe for way of life, social cohesion, social capital, relationships between social groups, etc.]? On vulnerable groups? - What suggestions do you have for improvements? [Probe for: payment location, seasonality, appropriateness, duration, timeliness, predictability, etc.] - How can transfers be improved for the most vulnerable members of the community?
Public Works C + G + P	<ul style="list-style-type: none"> - Are you satisfied with the PW planning process? [Probe for participation (including women's participation), subproject selection, organization, etc.] - Do you face any challenges/barriers that affect your participation in PW planning? - Are you satisfied with the work norms, conditions and number of days required to work? Is there anything that makes it difficult to participate in PWs? - How does your participation in PWs affect you, your household, children and other livelihood activities? - Are you satisfied with the PW subprojects? Are you satisfied with your access to outcomes of PWs [Probe for vulnerable groups]? - Do you have any health or safety concerns related to your engagement in PWs? - Do children participate in PWs? Why does it happen? How can it be prevented? - Are women able to actively participate in leadership positions, subproject identification, implementation and benefit from outcomes of PWs? What do you suggest for improving the participation of women in leadership, planning, etc.? - Are women aware of their right to move to Direct Support in case of pregnancy? Are there any challenges faced in switching from PW to Direct Support? How can the work norms better address needs and concerns of women? - How do PWs make use of local knowledge [Probe for participation of vulnerable groups, indigenous natural resource management knowledge, subproject selection, implementation, M&E, etc.] - What are positive and negative impacts of PWs on your community? On social dynamics [Probe for way of life, social cohesion, social capital, relationships between social groups, etc.]? On vulnerable groups? - What recommendations do you have to improve PW?
Direct Support C + G + P	<ul style="list-style-type: none"> - Are you satisfied with Direct Support? - Awareness of the right to Direct Support for labour poor households? - Are there any challenges/barriers that affect participation? - Recommendations for improvement?
Livelihoods Investments	<ul style="list-style-type: none"> - Are there existing micro-credit programs, savings groups, credit cooperatives, etc.? If so, are they seen as being culturally appropriate? Are they accessible to vulnerable groups? - What is your experience with HABP? [Probe for positive and negative experiences and impacts] - Do households want credit? Are households able to manage credit? What can be done to support households to better manage credit? - What are the constraints/barriers to your participation? - Do you feel that HABP is economically, socially and culturally appropriate? Is it accessible to vulnerable groups? - What is the experience of women with HABP? Is there a commitment on the part of the implementers, especially DAs, to support women to engage with HABP? - What activities could help you to improve your livelihood? - What are the challenges/gaps to engaging in and successful on-farm, off-farm and employment opportunities? - How can the PSNP address challenges and gaps?
Grievance Redress C	<ul style="list-style-type: none"> - Is the Kebele Appeals Committee (KAC) effective? If yes – in what way? If no – in what way? - What is the experience of vulnerable groups with the KAC? - Can all community members easily access the KAC and have their grievance heard? - Are people satisfied that their grievances related to the PSNP are heard and acted upon?

	<ul style="list-style-type: none"> - What are the strengths and weakness of the KAC? - Are there other ways in which community members can seek grievance redress? What are these? Do they work better than the KAC? Are they preferred by the community (or particular social groups)? If so, why? - How do you see the role of traditional land and other natural resource-related dispute settlement institutions/mechanisms in addressing complaints that might arise in relation to the PSNP (in the event of land acquisition, competition over the use of resources, i.e., water, pasture, border disputes, etc.)? - What suggestions do you have for improvements to grievance redress mechanism for the PSNP?
Asset loss and loss of access to assets C + G + P	<ul style="list-style-type: none"> - What happens when private or communal land is given up or donated for a development project in the community? What process is followed [Probe for community meeting, compensation, resettlement measures, etc.]? - What process is followed for the PSNP? Is it the same as for other development projects? If no, how does it differ [Probe for use of Voluntary Asset Loss form]? - How does asset loss or loss of assets impact the social dynamics and organization, traditional institutions, networks, community relations, etc.? - What are the positive and negative impacts of asset loss or loss of access to assets in relation to social, livelihood and economic wellbeing of community [Probe for loss of cultivatable land, loss of livelihood, loss of grazing land, displacement, loss of sacred or religious site, places of cultural importance, etc.]? - What risk mitigation/minimization measures have been devised to deal with adverse impacts? - How to you express your complaint or grievance related to asset loss or loss of access to assets? Do you use the KAC? What is your experience? - How can this process be improved?
Social Conflict C + G + P	<ul style="list-style-type: none"> - What impact does the PSNP have on social conflicts [Probe for Public Works, Targeting, Transfers, etc.]? - Are there any known social conflicts arising among different groups in relation to PSNP that may affect program implementation? If yes, what possible mechanisms can be used to address the problem? - Are there any known social conflicts arising among the different groups that are <i>directly or indirectly linked</i> to the implementation of the PSNP? How have these happened? [Probe for between social groups, clans, local residents, migrants, etc.]? - How can the PSNP ensure that it does not trigger social conflict?
Social Cohesion C + G + P	<ul style="list-style-type: none"> - Has social cohesion between the different community groups in the program areas (agricultural, pastoral, and agro-pastoral) been strengthened or weakened as a result of PSNP implementation? If yes, how? If not, how? - To what extent and in what ways have the traditional institutions of self/mutual help groups, customary support networks, etc. been impacted (positive or negative) by the PSNP? - How can the PSNP and HABP contribute to improved social cohesion? Stronger informal support networks, etc.? - How does the PSNP and HABP interact with community culture, traditions (including traditional social organizations), activities, aspirations, ways of life, etc.? - How can the PSNP strengthen social cohesion?
Local Knowledge C + G + P	<ul style="list-style-type: none"> - Do farmer/pastoral organizations exercise collective power to negotiate or influence the PSNP towards their needs and interests? If yes, in what ways? - How do traditional institutions of land/resource/rangeland/water management contribute to the PSNP? How does the PSNP make use of such structures? - How does the PSNP utilize local knowledge resources related to traditional land use and conservation knowledge and practice? - In what ways do traditional institutions/self-help groups/mutual aid associations/and work parties affect the PSNP (Probe for possible positive and negative impacts) and vice versa? - In what ways do traditional institutions/structures, social dynamics (e.g., clan, class, etc.) affect the PSNP [Probe for possible positive and negative impacts]? In what ways does the PSNP affect traditional institutions, structure, social dynamics, ways of life, etc. [Probe for possible positive and negative impacts]?
Public Health Issues (including HIV/AIDS, Nutrition)	<ul style="list-style-type: none"> - What are the ways in which Public Health issues are addressed in the community? - What are the challenges [Probe for cultural barriers preventing, constraining Public Health initiatives, etc.]? - Does the PSNP have any negative impacts on Public Health issues. - Are there examples of good practice? - Who is responsible – DA, HEW, etc.? What is your experience interacting with them?

C + G + P	<ul style="list-style-type: none"> - What is the best way for you to receive information about Public Health issues (HIV/AIDS, nutrition, etc.)? - How can the PSNP help to address Public Health issues (HIV/AIDS, nutrition, etc.)? How can the PSNP traditional knowledge systems to better address Public Health issues?
Gender C + G + P	<ul style="list-style-type: none"> - Are PIM provisions related to gender implemented? - Are men aware of the special provisions for women in the PIM (i.e. shift from PW to DS when pregnant, etc.), works norms for women, etc.? - Participation [Probe for watershed planning committee, KACs, other committee's and decision making bodies, leadership positions] - Empowerment [Probe for access to and control of community assets built (water points, range lands, etc.), control over transfer received by household] - Women's access to HABP (e.g., credit, etc.) - Compatibility of PWs with domestic and child care responsibilities of women - Health and safety (childcare provisions, HIV/AIDS, etc.) issues? - Does the PSNP reinforce gender inequality or inequality in the community? - What lessons have been learned [Targeting, Transfers, Public Works, etc.]? - What challenges do women face as beneficiaries of the PSNP? How can the PSNP be improved to better address these challenges?
Lessons Learned C + G + P	<ul style="list-style-type: none"> - What are the challenges and lessons learned from the implementation of the previous phases of the PSNP and HABP [Probe for Targeting, Transfers, Public Works, Direct Support, etc.] - What should be done to support livelihood improvements in your community? - What do you need to help you build assets at both community and household level?
Capacity G + P	<ul style="list-style-type: none"> - What level of capacity and facilities exist in government structures to support program implementation? In what ways can low capacity and poor facilities contribute to marginalize and exacerbate challenges of most vulnerable groups? - What are the main capacity problems that limit/constrain PSNP implementation [Probe for lack of knowledge and skills, low salary and other benefit schemes resulting in high staff turn-over, etc.]? - What are the challenges in implementing PIM provisions? - What would help improve capacity and in particular capacity to respond to the specific needs of vulnerable groups [Probe for type of training, more information on cultural appropriateness, etc.]? - What do you need to ensure that vulnerable groups participate in the PSNP without negative impact? - What appropriate capacity building measures should be taken to ensure that the PSNP effectively involves vulnerable and marginalized groups?
Institutional Arrangements G + P	<ul style="list-style-type: none"> - Are institutional arrangements effective? <ul style="list-style-type: none"> o Woreda Steering Committee (WSC), Woreda Food Security Task Force (WFSTF); Woreda Technical Committee (WTC), same structures at <i>kebele</i> level. o Watershed Committees, Kebele Appeals Committees (KAC), KFSTF - Are there any challenges? - Suggestions for improvements [Probe for membership, effectiveness, synergy, etc.]?

**Guiding Topics + Questions for Community (C), Government officials and PNSP implementers (G), Consultant Professional Judgment (P)*

Annex 3: Woredas Covered by Other Relevant PSNP Research Reports

Region	Zone	Woreda	Impact Assessment (2006 –2012)	Lowlands Re-design (2014)	HIV/AIDS (2009)	Graduation Assessment (2010)	Gender + Social Development Assessment (2013)	Gender Assessment (2008)
Afar		Buremdaitu	X					X
		Dubti	X					
		Elidar	X	X				
		Ewa	X					
		Semurobigalo	X					
		Teru	X					
		Mille			X			
		Chifru			X			
		Dawe		X				
		Gewane		X				
Somali		Dolo Ado	X					
		Gursum	X					
		Hudet	X					
Oromia		KabriBayah		X				
		ZiwaiDugda	X					
		Gursum	X					
		Lowlands Moyale	X					
		Sewena	X					
		Borana		X				
		Yabello		X				
		Chiro			X			X
		AdameTuli				X	X	X
		Fedis			X	X		
Tigray		OdaBultum				X		
		ArsiNegelle					X	
		Ahferom	X			X	X	
		SaesiTsaedaEmb a	X					
		Enderta			X			X
		Raya Azebo						X
		Wukro	X					
		Ofa				X		
		TahtayMaichew				X		
		Hintalo					X	
Amhara		Ebenat	X					
		Sekota	X					
		Sayint	X					
		Lasta				X		X
		Kalu			X	X		X
		Bugna			X			
		Wegdie			X			
		Raya Kobo					X	
		Legambo					X	
	SNNP		DembaGofa	X				
		Shebidino	X					
		Tembaro	X					
		Hamer		X				
		Boricha			X			X
		Derashe						X
		Yirgachefe			X			
		Damot Gale				X		
		Halaba				X		
		Kemba				X		

		BolsaSoro					X	
		Daloch					X	

Annex 4: Woredas Covered by Other Ethiopia Country Social Assessments and Overlaps with PSNP Woredas

Region	Zone	Woreda	PCDP	SLMP	WaSH	GEQIP	AGP	PSNP Woreda	
Afar		Chefra	X		X (lit. review)			X	
		Argoba	X		X (lit. review)			X	
		BureMedaytu				X		X	
		Awash Fantale				X		X	
Oromia	Bale	Madda	X					X	
		Walabu	X					X	
	Guji	Liben	X					X	
		Borona	Teltele			X (lit. review)	X		X
	Borona	Yabelo			X (lit. review)	X		X	
	East Wollega	GobuSayo		X					
	West Showa	Dandi		X					
	Diga					X			
	East Wollega					X			
		Ambo Zuria				X			
SNNP		Desenach	X					X	
		BenaTsemay	X			X			
		Hamer				X		X	
	KembataT embaro	Angacha		X					
		Sidama	HawassaZuria		X				
		Shinbedindo			X			X	
		Malega			X				
		Yem Special					X		
		Wondogenet					X	X	
	Tigray	Mekelle	QolaTeben		X				X
Eastern		AtsbiWomberta		X				X	
		Endamehoni					X	X	
Amhara	West Gojam	DegaDamot		X					
	East Gojam	EnebsieSarmidir		X				X	
		S/Achefer					X		
		Taqussa					X		
Somali	Degahbur	Degahbur	X					X	
	Shinile	Shinile	X					X	
	Jiiga	Tawbare				X (lit. review)			
	Shinile	Debel				X (lit. review)			
	Degahbur	Kebrebeayah	X					X	
		Harshin				X		X	
		Gursum				X		X	
Gambella		Abobo			X	X			
		Gambella Town			X	X			
	Special	Godare		X					
	Majenger	Mengeshi		X					
Benishang ul- Gumz	Assosa	AssosaZuria		X					
	Assosa	Mao Komo		X	X (lit. review)				

Annex 5: Community Consultation Attendance Sheet

Afar ቀን 19-07-06

PSNP (ፕሮግራም: ወይ-89-ፕሮግራም)
 Society Assessment Attendance (ማደገጫ: የአካል-557)
 የግንባር: ልዩ-ጥገና)

ጊዜ: ገዳ ጠቢቅ
 ሰዓት: ገዳ 8:30
 ቀን: 19-07

ተቆ	ስም	ሆስ	ጾታ
1.	መከላከያ ገዳ		
2.	መከላከያ ገዳ		
3.	ገዳ መከላከያ		
4.	ገዳ ገዳ		
5.	መከላከያ ገዳ		
6.	ገዳ ገዳ		
7.	ገዳ ገዳ		
8.	ገዳ ገዳ		
9.	ገዳ ገዳ		
10.	ገዳ ገዳ		
11.	ገዳ ገዳ		
12.	ገዳ ገዳ		
13.	ገዳ ገዳ		
14.	ገዳ ገዳ		
15.	ገዳ ገዳ		
16.	ገዳ ገዳ		

ቀን-19-7-06

PSNP (ፕሮግራም- ገቢ- ገንዘብ- ፕሮግራም)

Society Attachment Attendance (ማህበራዊ- የሥራ- ፍጻሜ)

የማህበረሰብ- ስም- ገንዘብ

የሥራው ዓይነት

ስም: 2 (አሰር)

ወረቀት: አ/አ/አ

ቀን: አ/አ/አ

Afar

ተቀ	ስም	ሰዓት	ገንዘብ
1	አሰር - አሰር		
2	አሰር - አሰር		
3	አሰር - አሰር		
4	አሰር - አሰር		
5	አሰር - አሰር - አሰር		
6	አሰር - አሰር		
7	አሰር - አሰር		
8	አሰር - አሰር		
9	አሰር - አሰር		
10	አሰር - አሰር		
11	አሰር - አሰር		
12	አሰር - አሰር		
13	አሰር - አሰር - አሰር		
14	አሰር - አሰር		
15	አሰር - አሰር		
16	አሰር - አሰር		
17	አሰር - አሰር		

ቀን 18-07-06

PSNP (ፕሮግራም = ስፍራ- ስፍራ = ፕሮግራም)

Social Assessment Attendance (ማህበራዊ = የሥነ-ምግባር = ፕሮግራም)

የግብይት = ስፍራ = ተፈጻሚነት)

ስም: አባይ (2)

ወረዳ: አዲስ አበባ

ቀበሌ: የ/ሰፊ

አዲስ
Afar

ተቀ	ስም	ሰዓት	ምርመራ
1	አባ አዲስ ለግብይት		
2	አባ ለግብይት ስፍራ		
3	አባ ለግብይት ስፍራ		
4	አባ ለግብይት ስፍራ		
5	አባ ለግብይት ስፍራ		
6	አባ ለግብይት ስፍራ		
7	አባ ለግብይት ስፍራ		
8	አባ ለግብይት ስፍራ		
9	አባ ለግብይት ስፍራ		
10	አባ ለግብይት ስፍራ		
11	አባ ለግብይት ስፍራ		
12	አባ ለግብይት ስፍራ		

PSNP (ፕሮግራም = ስፍራ-ገንዘብ ፕሮግራም)

Social Assessment Attendance (ወጪዎች: የሰዓት: 557)

የወጪዎች = ስፍራ = ተከታታይ

የሰዓት ገንዘብ = ስፍራ

ስልጠና = ስፍራ

ወጪ = ስፍራ = 637ኛ

ቀን = ስፍራ

Afar

ተቀ	ስም	ሰዓት	ገንዘብ
1-	ሀይለ-ሰገ		
2-	አባይ-ሰገ		
3-	ሰገ-ሰገ		
4-	ሰገ-ሰገ		
5-	ሰገ-ሰገ		
6-	ሰገ-ሰገ		
7-	ሰገ-ሰገ		
8-	ሰገ-ሰገ		
9-	ሰገ-ሰገ		
10-	ሰገ-ሰገ		

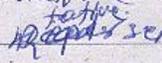
2/5

Amhara

PSNP Social Assessment

Region Amhara

Woreda Meket

<u>Ser.No.</u>	<u>Name</u>	<u>position</u>	<u>signature</u>
1.	Tegegn Bifnanie	PHABP M&EO Officer	
2.	Pentaye Abeje	Eluamini	
3.	Abebe Tesfaye	PSNP Co-ordinator	
4.	Mekwanint Getachew	PSNP-NRMA-specialist	
5.	Mehrte Fasilaw	Cooperative Representative	
6.	Arebel mengistu	woreda agriculture	

PSNP Social Assessment
Region Amhara Inhareda meket Kebele 04 (Agrit)

<u>Serial No</u>	<u>Name</u>	<u>Sex</u>
1.	Zemudu Alebachew	M
2.	K/Yallew Ymer	M
3.	Getachew Asefa	??
4.	desie mebrat kassai	??
5.	K/Fisha beyen	??
6.	Alemu Beinet	??
7.	Mekuria Mengesta	??
8.	Kasey Welda	F
9.	Destawu Teka	M
10.	Getay Si sey	M
11.	ASHES AYALLEWU	F
12.	Mekides Alemnewu	F
13.	Emawet Alemu	F
14.	Abeb Yallew	F
15.	Demek sete	F
16.	Misgan Admasa	F
17.	Wuba bejay	M
18.	Getay Akere	M
19.	Teketay Mira	M
20.	Awek Mihretia	M
21.	K/merber EgiBU	M
22.	zeta selu befinu	M
23.	Abehan Etefa	M
24.	Moges Admasia	M
25.	Kassa AYALLEWU	M
26.	mesle Tadesse	M
27.	ASKARE De enawu	M
28.	Habtalem Admasa	M

Amhara

	Name	Sex
29	MUCHE NIGUSIA	m
30	I/ BITHAN ALEMU	m
31	GEBIZ ABEBAWU	m
32	ABEBAW NEGASH	m
33	RAYHEYESU ASMAHE	m
34	MAMO FELEN	m
35	WASSIE BITHANU	m
36	ASTABET MOSES	m
37	HANA JESFAI	m
38	GETU LEGESE	m

PSMP Social Assessment

Region Amhara

woreda meqdet

Amhara

Kebele 034 (Warkaye)

Seq. No.	Name.
1.	ገረገሥ ገገገ
2.	ሀይለማርያም ገገገ
3.	ሀይለማርያም ገገገ
4.	አብነት ገገገ
5.	ሀይለማርያም ገገገ
6.	ገገገ ገገገ
7.	አብነት ገገገ
8.	ገገገ ገገገ
9.	ሀይለማርያም ገገገ
10.	ሀይለማርያም ገገገ
11.	ሀይለማርያም ገገገ
12.	ሀይለማርያም ገገገ
13.	ሀይለማርያም ገገገ
14.	ሀይለማርያም ገገገ
15.	- ገገገ ገገገ
16.	- ገገገ ገገገ
17.	አብነት ገገገ
18.	አብነት ገገገ
19.	አብነት ገገገ
20.	ሀይለማርያም ገገገ
21.	ሀይለማርያም ገገገ
22.	ሀይለማርያም ገገገ
23.	ሀይለማርያም ገገገ
24.	ሀይለማርያም ገገገ
25.	ሀይለማርያም ገገገ
26.	ሀይለማርያም ገገገ

PSNP/HABP - Social Assessment

Community Consultations

Date 10 April 2014

Region Dire Dawa
Woreda Dire Dawa
Kebele BEKHALLO

list of attendees -

Dire Dawa

NO.	Name	Signature	Remark
1.	DEDEFO WORDEFO		
2.	AHMED ABDO ABRASHA		
3.	ABDULAZIZ DEDEFO		
4.	ABDI MOHAMED ABRAHEM		
5.	MOHAMED OSMAN MUSA		
6.	OSMAN MOHAMED ABDULATI		
7.	Mohammed Jarmal		
8.	OMERE AME WEDAY		
9.	Mohamed Musa ABDULATI		
10.	Aliye Ahmed ABDO		

PSNP/HABP - Socio Assessment

Community Consultations with women

Date 12 Apr 2014

Region Harari

Woreda Sofi

Kebele Burka

Harari

11/12

NO-	Name	Signa-	Remark
1.	Towdufa Abdela		
2.	Asha Zuber.		
3.	Amira Amiel		
4.	Nbriya Yayo		
5.	Fatuma Gewel		
6.	Fatuma Sufyan.		
7.	Kedija Ibro		
8.	Radia Abraham.		
9.	Kedija mumo		
10.	Ashobe beka		
11.	Aalirra Adem		
12.	Sabira usmile.		
13.	Hindiya Adem		
14.	Amira YUSUF		
15.	Fatuma tula		

PSNP/HARP - Social Assessment

Community Consultations with men -
Date 12 Apr-2014

Region Harari

Woreda Sofi

Kebele Burka

Harari

No.	Name	Signature	Remark
1.	Remedan Amed Abraham		
2.	Remedan mehamed Abdula Umer		
3.	Ama Yusuf Adrumain		
4.	Ama Umer Amed		
5.	Edris Ali Wura		
6.	Umer Aliyi Hassen		
7.	Abdulfetah Abdi Adrumain		
8.	Hassen Aliyi Hassen		
9.	Umer Abraham Umer		
10.	Sibrii Isa		
11.	Kalis Ahmed		
12.	Awid Ahmed		
13.	Abby Yare?		
14.	Worqan Wne		

Region Oromia

PSNP Social Assessment
Inoreda Fentale

21.03.2014

Oromia

Serial No	Name	Position	Signature
1	Hawos Aneba	I/A Bulcha Fi F/G w/HIB	
2	Abera Legesse	Food security process owner	
3	Azaleen u-see	S/A/W/ra Dini/Dub/OA/ma/	
4	Taayso Teleeraa	I/G/W/B/H/G	
5	Figaadu Alamu	S/A/W/ma/A Fantawie	
6	Albnohuu SS/00m	S/H/ke/ke Barnoot on	
7	Baayissaa Qoffobaa	I/G/ w/ra QEB	
8	Asraat Diribaa	I/G/ ke/ke ATD	
9	Odar Boruu	S/A/ Dira BAI MF	

PSNP Social Assessment

Oromia

Region Oromia

Woreda Fentale

Kebele Gatcha

Ser. No	Name	position	Signature
1	Shek Muktaav Fantaalliel		
2	Arbooyee Wayoo3		
3	Adisee Gadaa (F)		
4	Roobee Hulloo (F)		
5	Guyyee Hulloo (F)		
6	Galleee Dadhii (F)		
7	Dadhii Hawans		
8	Rooba Gadaa		
9	Muusaa Godaana		

Region Oromia PSNP Social Assessment
woreda Pentale

Oromia

kebele Kanifa
Khatfa

<u>Seq. No</u>	<u>Name</u>	<u>Sex</u>
1.	Hawaa Hussein F	F
2.	Sayid Abidii	M
3.	Wadaay jarran	"
4.	Adam jarran	"
5.	Munuu Waafoo	"
6.	Mahammad Dobbaa	"
7.	Dobbaa Mallaa Jir	"
8.	Asaboot Waafoo	"
9.	Dobbaa Wadaay	"
10.	Hasan jarran	"
11.	Waafoo Wadaay	"
12.	Dhadachoo Waafoo	"
13.	Umar Gumbii	"
14.	Bulle Dhadachoo	"
15.	Wadaay Waafoo	"
16.		
17.		
18.		
19.		
20.		

PSNP (ኗርዳክሮቭ፡ ቦፋተ-ጎጉ- ኗርግጋጎ)

Social Assessment Attendance (ጠቅላይ = የጎጠነው ኗሪዎች)

የግንባር ጠቅላይ = ተገቢዎች)

SNNPR

ገጠማዊ = ጎጠነው
 ጠቅላይ = የጎጠነው / ግንባር = ጠቅላይ
 ቀጠላ = ኗርግጋጎ

ተቀ	ስም	ሰው	ጠቅላይ
1	ናጋሪ	ጎጠነው	
2	ናገሱላ	ጠቅላይ	
3	ገታ	ጠቅላይ	
4	ጎጠነው	ጎጠነው	
5	ጎጠነው	ጠቅላይ	
6	ናጋሪ	ጠቅላይ	
7	ናገሱላ	ጠቅላይ	
8	ጎጠነው	ጠቅላይ	
9	ናጋሪ	ጠቅላይ	
10	ናገሱላ	ጠቅላይ	
11	ጎጠነው	ጠቅላይ	
12	ናጋሪ	ጠቅላይ	
13	ናገሱላ	ጠቅላይ	
14	ናጋሪ	ጠቅላይ	
15	ናገሱላ	ጠቅላይ	
16	ናጋሪ	ጠቅላይ	
17	ናገሱላ	ጠቅላይ	
18	ናጋሪ	ጠቅላይ	
19	ናገሱላ	ጠቅላይ	
20	ናጋሪ	ጠቅላይ	

PSNIP (ኃይማኖት = ስፍራ-ገጽ = ኃይማኖት)

Social Assessment Attendance (ግንባታ = የሰዓት = 355)

የሰዓት = ስፍራ = ተገቢዎች)

የሰዓት = ስፍራ

ገቢ = 5329

ገቢ = 5078

የሰዓት-ገቢ = ስፍራ ስፍራ

SNNPR

ተቶ	ስም	ስፍራ	ገቢ
1.	ሰዓት	ሰዓት	
2.	አገሩ	ሰዓት	
3.	ገቢ	አገሩ	
4.	ሰዓት	ሰዓት	
5.	ሰዓት	ሰዓት	
6.	ሰዓት	ሰዓት	
7.	ሰዓት	ሰዓት	
8.	ሰዓት	ሰዓት	
9.	ሰዓት	ሰዓት	
10.	ሰዓት	ሰዓት	
11.	ሰዓት	ሰዓት	
12.	ሰዓት	ሰዓት	
13.	ሰዓት	ሰዓት	
14.	ሰዓት	ሰዓት	
15.	ሰዓት	ሰዓት	
16.	ሰዓት	ሰዓት	
17.	ሰዓት	ሰዓት	
18.	ሰዓት	ሰዓት	
19.	ሰዓት	ሰዓት	
20.	ሰዓት	ሰዓት	
21.	ሰዓት	ሰዓት	
22.	ሰዓት	ሰዓት	
23.	ሰዓት	ሰዓት	
24.	ሰዓት	ሰዓት	
25.	ሰዓት	ሰዓት	

PSNP (ፍርዳክተኝ = ሐዳተ-ፊን = ፍርዳቤዳ)

Social Assessment Attendance (ዓገደቤዳ = የዳካብ-ፊን-ፊን-ፊን)

የዓገደቤዳ = ሐዳተ-ፊን = ፍርዳቤዳ)

SNMPR

ገጠላ = _____ ደብዳቤ = _____

ዕለት = ፪፻፲፱፻፹፱ (፲፱፻፲፱፻፲፱ = ፲፱፻፲፱፻፲፱)

ቀን = ፪፻፲፱፻፲፱

ተቀ	ገጠ	ሐዳ	ገጠ
1.	አሃቲ-ገጠ	፲፱፻፲፱	
2.	ፍጠራ	፲፱፻፲፱	
3.	፲፱፻፲፱	፲፱፻፲፱	
4.	፲፱፻፲፱	፲፱፻፲፱	
5.	፲፱፻፲፱	፲፱፻፲፱	
6.	፲፱፻፲፱	፲፱፻፲፱	
7.	፲፱፻፲፱	፲፱፻፲፱	
8.	፲፱፻፲፱	፲፱፻፲፱	
9.	፲፱፻፲፱	፲፱፻፲፱	
10.	፲፱፻፲፱	፲፱፻፲፱	
11.	፲፱፻፲፱	፲፱፻፲፱	
12.	፲፱፻፲፱	፲፱፻፲፱	
13.	፲፱፻፲፱	፲፱፻፲፱	
14.			
15.			
16.			
17.			
18.			
19.			
20.			

PSNP (ኗርዳክቲቭ = ኮፋት-ጎን = ኗርባህን)

Social Assessment Attendance (ገንብጫ = የክፍል-ጎን = የግንባር-
 ቀንጎን = ተከታታይ)

ክፍል = ደብዳቤ =
 ወረቀት = ጎንባታ (ጎንባታ-ጎን)
 ቀንጎን = ጎንባታ

PSNP

ተቀ	ገንብ	ሰዓት	ሰዓት	ገንብ
1	አሳቢ	ገንብ ገንብ		
2	ጎንባ	ገንብ ገንብ		
3	አሳቢ	ገንብ ገንብ		
4	ጎንባ	ገንብ ገንብ		
5	ገንብ	ገንብ ገንብ		
6	አሳቢ	ገንብ ገንብ		
7	ገንባ	ገንብ ገንብ		
8	ጎንባ	ገንብ ገንብ		
9	አሳቢ	ገንብ ገንብ		
10	ጎንባ	ገንብ ገንብ		
11	ገንብ	ገንብ ገንብ		
12	ጎንባ	ገንብ ገንብ		
13	ገንብ	ገንብ ገንብ		
14	ጎንባ	ገንብ ገንብ		
15	ገንብ	ገንብ ገንብ		
16	ጎንባ	ገንብ ገንብ		
17	ገንብ	ገንብ ገንብ		
18	ጎንባ	ገንብ ገንብ		
19	ገንብ	ገንብ ገንብ		
20	ጎንባ	ገንብ ገንብ		

PSNP (ፕሮግራም: ሰፊት ልጅ ፍርድ)

Social Assessment Attendance (ግንባታ: የሰዓት: 555)

የሰዓት: 0997-ተክረኅ

የሰዓት: 0997-ተክረኅ

ስም: ሰዓት

ወረዳ: አንቀጽ

ቀበሌ: ሠሠገገ

SNAPR

ተ.ቁ	ስም	ሰዓት	ፊርማ	ገቢ
1.	አብይ	ገርግ	ገርግ	ገርግ
2.	አብይ	ደረጃ	ደረጃ	ደረጃ
3.	አብይ	አብይ	አብይ	አብይ
4.	አብይ	አብይ	አብይ	አብይ
5.	አብይ	አብይ	አብይ	አብይ
6.	አብይ	አብይ	አብይ	አብይ
7.	አብይ	አብይ	አብይ	አብይ
8.	አብይ	አብይ	አብይ	አብይ
9.	አብይ	አብይ	አብይ	አብይ
10.	አብይ	አብይ	አብይ	አብይ
11.	አብይ	አብይ	አብይ	አብይ
12.	አብይ	አብይ	አብይ	አብይ

SNNPR

PSNP Social Assessment

20.03.2014

Region

SNNPR

woreda

Dassenatch

Ser.no	Name	position	Signature
1	Chumene Yerar	Woreda Chief Administrator	
2	Solomon Petros	Health office Head	
3	Kemal Milkesso	PDO office	
4	Natula Amhasegi	W. and H office	
5	Tesfayesus Addisu	Education office	
6	Bilam Fasiz	Public work co	
7	Kebraraw Tekie	E.W & PSNP coord.	

PSNP Sonaa Assessment
 Region SNNPR Woreda Dawit Hadar
Dassa Netch
SNNPR

ser. no.	Name	(sex) Gender	Signature
1.	Mladu Gnamelivi	FT	
2.	Omo Yarekole	FT	
3.	Poroch Kola	FT	
4.	Yarekole Gasecha	FT	
5.	Gnarebudo Sorilla	FT	
6.	Korole warite	FT	
7.	Oreta Atano	FT	
8.	Kokori Gnasema	FT	
9.	Daka Trale	FT	
10.	eraden Tronite	FT	
11.	Sakou kotoko	F	
12.	Banish Kowale	F	
13.	Kole Konekwan	FT	
14.	Kole Gudo	FT	
15.	Gnebetala Lotwalemota	FT	
16.	Bo Kelle Lotefori	FT	
17.	lebo Trakat	FT	
18.	Lotoko LoGoreta	FT	
19.	enebudo Traate	FT	
20.	Akane Lokoderu	FT	
21.	Gnanebe Tekabele	FT	
22.	Wobelato Tronula	FT	
23.	Kole Trakat	FT	
24.	Mawwo iala	FT	
25.	Naxeta Torik	FT	

SINCPA

Assessment
PSNP Social ~~Attendance~~
DASSA Neteh

Region SNNPR Woreda Darjenes Kebele Hade

<u>Ser.No</u>	<u>Name</u>	<u>Sex</u>	<u>Signature</u>
1.	Maneqa Terebete	♂	
2.	hobelele Wareba	♂	
3.	Nakale homerkapo	♂	
4.	Maramate hokori	♂	
5.	Agnate Yarensosa	♂	
6.	Tora Alekokitu	♂	
7.	olo soleka	♂	
8.	Martora oreboch	♂	
9.	Garema meela	♂	
10.	Ako Tufa	♂	
11.	Eale Korebech	♂	
12.	Yarensed Walemeta	♂	
13.	soleka moneta	♂	
14.	Yareka Lotuka	♂	
15.	Lo Garata Aleluka	♂	
16.	hokori pala	♂	
17.	hokori Korileke	♂	
18.	Arebut Lo Parakat	♂	
19.	Tetano Aleluka	♂	
20.	Arebut Arekoreser	♂	
21.	Pala homeregure	♂	
22.	homoke Aasala	M	
23.	egene Walemeta	♂	
24.	Abuana Garema	♂	
25.	Tarehile Kofoto	♂	
26.	Yasar hokire	♂	
27.	Nakalebu Arebut	♂	

PSNP Social Assessment
SNNPR **Dassanetch**

Region SNNPR Woreda

Dafan Lebele Jurenam

Seq No	Name	SEX	Signature
1	አንጅ ቢጅን	ቤ	
2	ወርሻ ሐንገሮ	ቤ	
3	አንጅ ሐረጊን	ቤ	
4	አንጅ ሐተን	ቤ	
5	ገደቲ አባባ	ቤ	
6	ገደቲ ገደቲ	ወ	
7	ገደቲ ተገታን	ወ	
8	ቢጅን ሐረጊ	ወ	
9	ገደቲ ሐንገሮ	ቤ	
10	ገደቲ ሐንገሮ	ቤ	
11	ገደቲ ገደቲ	ወ	
12	ሐንገሮ ሐንገሮ	ወ	
13	ቢጅን ሐንገሮ	ቤ	
14	ገደቲ ሐንገሮ	ወ	
15	ሐንጅ ሐንገሮ	ወ	
16	ገደቲ ገደቲ	ወ	
17	ሐንጅ ሐንገሮ	ቤ	
18	ገደቲ ገደቲ	ቤ	
19	ገደቲ ሐንገሮ	ቤ	
20	ሐንጅ ሐንገሮ	ቤ	
21	ገደቲ ገደቲ	ወ	
22	ሐንጅ ገደቲ	ወ	
23	ገደቲ ገደቲ	ወ	

SNNPR

PSNP Social Assessment

Region SNNPR

Woreda Hammar

Kebele Senbele

Ser. No	Name	Sex	Sex	Signature
1.	አቶ አበበ ገብረ		M	
2.	" አባነ ገብረ		M	
3.	አገረ ገብረ		M	
4.	ገብረ አበበ		M	
5.	አባነ አበበ		M	
6.	አበበ አበበ		M	
7.	አበበ አበበ		M	
8.	አበበ አበበ		M	
9.	አበበ አበበ		M	
10.	አበበ አበበ		M	
11.	አበበ አበበ		M	
12.	አበበ አበበ		M	
13.	አበበ አበበ አበበ		M	
14.	ገብረ አበበ		M	
15.	አበበ አበበ		M	
16.	አበበ አበበ		M	
17.	አበበ አበበ		M	
18.	አበበ አበበ		M	
19.	አበበ አበበ		M	
20.	አበበ አበበ		M	
21.	አበበ አበበ		M	
22.	አበበ አበበ		M	
23.	አበበ አበበ		M	

PSMP Social Assessment

Region 3 MPR Uloreda Hammer Kebele Senbeta

Seq No	Name	Sex	Signature
1	ወ/ሮ አብነት ገብረ	F	
2	አ/አ አብነት ገብረ	M	
3	ወ/ሮ ገብረ ወ/ሮ	F	
4	አ/አ ወ/ሮ ገብረ	M	
5	" ወ/ሮ ወ/ሮ ወ/ሮ	M	
6	" ወ/ሮ አብነት ገብረ	M	
7	" ወ/ሮ አብነት	F	
8	ወ/ሮ አብነት	F	
9	ወ/ሮ አብነት	F	
10	አ/አ አብነት	F	
11	ወ/ሮ አብነት	F	
12	ወ/ሮ አብነት አብነት	F	
13	አ/አ ወ/ሮ	F	
14	አ/አ አብነት አብነት	M	
15	ወ/ሮ አብነት	M	
16	አ/አ አብነት	M	
17	ወ/ሮ አብነት	M	
18	አ/አ አብነት	M	
19	ወ/ሮ ወ/ሮ	M	
20	ወ/ሮ አብነት	F	
21	ወ/ሮ አብነት	F	
22	ወ/ሮ አብነት	F	
23	ወ/ሮ አብነት	F	

PSNP Social Assessment
 Region SNNPR Woreda Hammer Kebele senbere

Ser. No.	Name	Sex	Signature
1.	በይዘት ጊዮ ጊዮ	F	
2.	" አዳግ አዳግ	F	
3.	" ገብ ጊዮ	F	
4.	ይዘት ገብ	F	
5.	ጊዮ ገብ	F	
6.	ይዘት አባ	F	
7.	ገብ አባ	M	
8.	ገብ ያዳ	F	
9.	ገብ አባ	F	
10.	አባ አባ	F	
11.	አባ አባ	F	
12.	አባ አባ	F	
13.	አባ አባ	F	
14.	አባ አባ	F	
15.	አባ አባ	F	
16.	አባ አባ	F	
17.	አባ አባ	F	
18.	አባ አባ አባ	M	
19.	አባ አባ	F	
20.	አባ አባ አባ	F	
21.	" ገብ አባ	M	
22.	አባ አባ አባ	M	

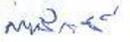
PSMP/HABP - Social Assessment
Community Consultations

Somali

Region Somali
woreda Babile
Kebele Bigo

Date

men participants

NO-	Name	Signature	Remark
1	Yona Yassin		
2	Ahmed Abdolahi Mahmud		
3	Shekul Abdimusa		
4	Sheke Adam Ouhussien		
5	Hassen Ahemed Omer		
6	Abdi Mahmud Froh		
7	Abdullahi Hassen Ali		
8	Amin Abdihayi		
9	Ibrahim mahanud		
10	Umer Ibrahim		
11	Aden du Usman		

PSNP/HABP - Society Assessment

Community Consultations Date

Region OT / Somali
 Woreda Basili
 Kebele Biya

Women participants

Somali

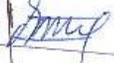
NO	Name	signature	Remark
1	Dahab Sultan	---	
2	xalimo ismail	---	
3	xalimo cumar digale	---	
4	fadumo cumar werar	---	
5	fariya Cumar werar	---	
6	sahra caddi xasan	---	
7	kimaya caddulahi	---	
8	xalimo ilyas	---	
9	Bilqaysa sirad	---	
10	fariya Ibrahim sheikh	---	
11	maryama yelac yasin	---	
12	xalimo axmed sirad	---	
13	Jamila caddi axmed	---	
14	kamila Ibrahim sheikh	---	
15	fadumo caddulahi	---	

Tigray

PSNP Social Assessment

date: 10/04/14

Woreda: Raya Alamata

Ser. No.	Name	Position	Signature
1.	Siyum Derbe	ext ⁿ coor.	
2.	Melasio G/youladi	input supply/coor.	
3.	Abebe Aberha	Road coordinator	
4.	Kalenyay Ameha	MPSD coordinator	
5.	Zuryash G/medhin	Water & Energy	
6.	Abadi Arefe	FSC	
7.	Meseret Moya	women associates	
8.	Tigist Wudu	offic of ^{sport} Youth	
9.	Brhan G/silasie	finance head officer	
10.	Amanuel G/ner	WARD Head office	
11.			

PSNP Social Assessment

Region Tigray

Woreda Raya Alamata

Limete
 ↑
 Kebele (Agermarebin)

Seq. No	Name
1.	ገገገ ገገገ
2.	ገገገ ገገገ
3.	ገገገ ገገገ
4.	ገገገ ገገገ
5.	ገገገ ገገገ
6.	ገገገ ገገገ
7.	ገገገ ገገገ
8.	ገገገ ገገገ
9.	ገገገ ገገገ
10.	ገገገ ገገገ
11.	ገገገ ገገገ
12.	
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21.	
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23.	
24.	
25.	

Annex 6: Sample Photos of Community Consultations

Dassanetch





Hammar





Fantale (Oromia)





Raya Alamata







Meket







Nyangatom



Konso



Afar





Harari



Babile (Somali)

