

**ASSESSMENT OF PRODUCTIVE SAFTY NET  
PROGRAM- PASTORALIST AREA PILOT (PSNP-PAP)  
THE CASE OF MELKADIDA AND BOKOLOMAYO KEBELES IN DOLO  
ADO WOREDA, SOMALI REGION**

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## CERTIFICATE

This is to certify that Mr. Geremew Tessema, student of M.A. (RD) from Indira Gandhi National Open University, New Delhi was working under my supervision and guidance for his project work for the course MRDP-001. His project work entitled **“ASSESSMENT OF PRODUCTIVE SAFTY NET PROGRAM- PASTORALIST AREA PILOT (PSNP-PAP), THE CASE OF MELKADIDA AND BOKOLOMAYO KEBELES IN DOLO ADO WOREDA, SOMALI REGION”** which he is submitting, is his genuine and original work.

Place: \_\_\_\_\_ Signature \_\_\_\_\_

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## ACRONYMS

ADRA	Adventist Development and Relief Agency
CAP	Community Action Plan
CFSTF	Community Food Security Task Force
CTC	Community Therapeutic Center
DS	Direct Support
EGS	Employment Generation scheme
FFW	Food for Work
FGD	Focus Group Discussion
FSP	Food Security Programme
GoE	Government of Ethiopia
KFSTF	Kebele Food Security Task Force
MoARD	Ministry of Agriculture and Rural development
NGO	Non- governmental Organization
OFSP	Other Food Security Programme
PCAE	Pastoralist Concern Association of Ethiopia
PSNP- PAP	Productive Safety Net programme Pastoralist Area Pilot
PW	Public Work
SC-USA	Save the Children United States of America
SNAP	Safety Net Approach for Pastoralists
SSN	Social Safety net
WFP	World Food Programmes
WFSTF	Woreda Food Security Task Force

## ABSTRACT

*In 2005, the Government of Ethiopia and donors introduced the Productive Safety Net Program to help households that face regular food shortages during difficult times. It is now a key part of the Government's overall food security program. It was originally planned to run the PSNP in the pastoral areas, however it was realized that these areas have particular needs and circumstances, which would require a different type of programme design. Hence Productive Safety Net Programme –Pastoralist Area Pilot/PSNP-PAP was introduced in some pastoralist districts of Somali, Oromia and Afar Regions of Ethiopia as a trial.*

*One of the options that will be tried out in PSNP-PAP is Partnerships with NGOs. In the case of Dolo Ado Woreda Save the Children-USA is the non-governmental implementing partner for PSNP- PAP.*

*The general objective of this study is to assess the prospects and challenges of PSNP-PAP in Bokolomayo and Melkadida Kebeles of Dolo Ado District. Primary data were collected through, key informant interview, focus group discussions, household cross sectional survey, and direct observation of the program components, while secondary data were obtained from published and unpublished materials of Save the Children-USA, and other relevant government offices.*

*All the 25 Kebeles of Dolo Ado district were covered by the PSNP-PAP. The study was conducted in Melkadida and Bokolomayo Kebeles. 110 households were selected as a study group which consists 10% of the beneficiaries of the programme in the two Kebeles.*

*The findings clearly show that PSNP-PAP has positive contributions to asset protection and building specifically for human capital, physical capital, financial capital and natural capital. Positive results were observed in enrolment of students in schools and use of health care facilities. Improvements were also achieved after safety net on household assets, livestock resources and food consumption pattern. Large number of households utilizes the payment to buy additional food, household equipments and to buy additional livestock.*

*Although overall programme implementation was according to the guideline, few issues were observed that are not in line with the guideline. Some of these are lack of gender sensitivity, participation of the community and training of beneficiaries. Problem occurred during payment were overcrowd payment places, under scooping, and difficulty to get cash payments. Other problems observed during the study were absence of first aid service in public work places, absence of Child care services and shortage of working materials.*

*Generally, the results from the study show that the PSNP-PAP has contributed for improvements in human, financial, physical, natural wellbeing of the community living in the two Kebeles. However unless measures are taken to solve the above mentioned problems these results might be reversed.*

## CHAPTER ONE: INTRODUCTION

### 1.1 BACKGROUND

Food insecurity has become one of the defining features of rural poverty, particularly in drought-prone areas of Ethiopia. Poverty is widespread in both rural and urban areas. However, the magnitude is much greater in drought-prone rural areas than in urban areas. The problem of food insecurity in recent years has worsened with around 14 million people requiring emergency food aid. The major causes of food insecurity in Ethiopia include land degradation, recurrent drought, population pressure and subsistence agricultural practices characterized by low input and low output.

The Government of Ethiopia has decided that there is an urgent need to address the basic food needs of food insecure households via a productive safety net system financed through multi-year predictable resources, rather than through a system dominated by emergency humanitarian aid. Moreover, the Government seeks to shift the financing of the programme from food aid to cash. On this basis, within the framework of the national Food Security Programme, which emphasizes the three interrelated pillars of food security that address food availability, access to food and utilization, the Government has decided to develop a new Productive Safety Net Programme.

In 2005, the Government of Ethiopia and donors introduced the Productive Safety Net Program to help households that face regular food shortages during difficult times. It is now a key part of the Government's overall food security program. The Productive Safety Net Programme is part of the Government's Food Security Programme (FSP) and is a key pillar of the food security

strategy. It is implemented in Woredas that regularly face food problems. It aims to achieve food security for those who have been dependent on relief due to chronic food insecurity.

The Productive Safety Net Programme has two parts:

- (i) Labour-intensive Public Works for able-bodied (*fit and healthy*) beneficiaries from households that face regular food shortages,
- (ii) Direct Support for households that face regular food shortages but who have no labour or other means of support.

It was originally planned to run the PSNP in the pastoral areas, however it was realized that these areas have particular needs and circumstances, which would require a different type of programme design.

The PSNP-PAP works closely with other food security programme which means that:

- PSNP-PAP beneficiaries should be the first to benefit from other Food Security Programme activities.
- Households that face regular food shortages participating in other Food Security Programmes will also be able to participate in the Safety Net Programme.

To achieve maximum impact, Woreda must link PSNP PAP activities with other food security programmes and broader Woreda development work.

The PSNP-PAP was a trial or experiment and was only run in a few Woredas. The pilot was large enough to try out different ways of running a safety net programme in pastoral areas, but

small enough to be easily managed and monitored. The main aim is to assess the best way of running a safety net programme in pastoral areas.

A pilot program involves a number of unknowns. In some cases, this means that, it is unclear exactly how certain activities will be done and the procedures suggested may need to be changed for a particular situation or location. This will be part of the lesson-learning process of the PSNP PAP and based on experience gained during the pilot the Guideline may be changed to explain any of these new approaches (PSNP-PAP Guideline, August, 2007)

Different approaches or options were tried in the pilot Woredas. The results will be very carefully checked to see which the best for pastoral areas are. One of the options that will be tried out in PSNP-PAP is Partnerships with NGOs. In the case of Dolo Ado Woreda Save the Children –USA is the non-governmental implementing partner for PSNP- PAP.

This study focused on analyzing the challenges and successes of Save the Children-USA in implementing PSNP-PAP in Melkadida and Bokoloayo Kebeles of the Dolo Ado district. The study will contribute for future expansion of good practices to the surrounding pastoralist areas.

## **1.2 STATEMENT OF THE PROBLEM**

In the pastoralist areas, there is severe problem of food insecurity and poverty, not very different from what is observed in the drought areas. Although it is known that many places in these areas have abundant surface and underground water, as the annual rainfall is limited and erratic, it is impossible to conduct a sedentary farming based on rainfall Analysis and relevance of the problem (Rural Development Strategise-GOE)

One of the few food security related programs of the government is PSNP-PAP, which is on trial phase to adapt PSNP in pastoralist areas. The Dolo Ado area is severely affected by food insecurity. The experience of SC-USA in achieving the objectives of the program will help to amend and expand the program to other similar areas of the country.

## 1.3 OBJECTIVES OF THE STUDY

### 1.3.1 General Objectives

The general objective of this study is to assess the prospects and challenges of Productive Safety Net Program- Pastoralist Area Pilot in Bokolomayo and Melkadida Kebeles of Dolo Ado District.

### 1.3.2 Specific Objectives

- To evaluate the effectiveness of PSNP-PAP in achieving its goals
- To assess the impact of the program on beneficiaries
- To assess challenges faced through the process of program implementation
- To identify if there are any unintended harmful effects
- To come out with findings and recommendations

## 1.4 RESEARCH QUESTION

- a. What are procedures followed for selecting the beneficiaries?
- b. What are various types of support provided to the beneficiaries?
- c. How is cash or food transferred to beneficiaries?
- d. What are the impacts of the program?
- e. What are the challenges faced during implementation of the program?
- f. Are there any unintended harmful effects of the program?

## 1.5 SIGNIFICANCE OF THE STUDY

This study was focused in food security situation and PSNP-PAP with particular emphasis on the study Kebeles of the Woreda. The outcome of the study is expected to contribute to the understanding the challenges and positive impacts of the program in achieving the objective. Hence it will benefit decision makers at different levels in adapting the program to the pastoralist context and replicate it to similar other places. It will also give more insight to contribution of NGOs who might be implementing the program as partners to the government.

Since the program is new to the pastoralist areas recently emerged from its pilot stage, there are only few study conducted in this area. Therefore, this study might be used as a reference material.

## 1.6 SCOPE OF THE STUDY

The study was carried out in Dolo Ado district on the assessment of Productive Safety Net Program- Pastoralist area Pilot. Although all 25 Kebeles are beneficiaries of PSNP-PAP, the study focused on the two Kebeles namely Bokolomayo and Melkadida. The program in the district is implemented by an international Non-governmental organization called Save the Children-USA, which is strong and with significant amount of resources. Hence, the study results only indicate the implementation experience of an NGO.

## 1.7 LIMITATIONS OF THE STUDY

One of the limitations is related to the respondent's outlook. Since they were assisted with food rations for long period and have developed high relief dependency, many of the respondents were sceptical about the research work. Therefore was a difficulty of getting accurate

information about their household and productive assets. In order to solve this problem, however, the information from the Save the Children- USA and Woreda rural and agricultural office was used for cross checking the data obtained from respondents. Furthermore, attempt was made to convince the respondents by informing that the study is only for academic purpose.

The other limitation of the research was related to the accessibility of some places in each Kebeles. The area is pastoralist area with least infrastructure and road network. .It was also difficult to find the number of beneficiaries' in terms of female and male headed households in the beneficiaries' Kebeles. Moreover, there are limited literatures on the productive safety net program, particularly Pastoralist Area Pilot in the country.

## 1.8 ORGANIZATION OF THE STUDY

Following the introduction, chapter two describes the methodology that was devised for this study – data sources, sampling, data collection and analysis are included. Chapter three offers the review of the literatures related to the topic of the study. Chapter four includes description of the study Woreda and the PSNP-PAP in the Woreda. Chapter five is devoted to the major findings, their analysis and interpretation. The last chapter presents the conclusion and recommendations of the study.

## 1.9 OPERATIONAL DEFINITION OF KEY TERMS

**Community Work**: these are activities/ works conducted by beneficiaries and non-beneficiaries without payment. They are voluntary works.

**Conditional Beneficiaries**: these are beneficiaries of PSNP-PAP that are expected to participate in the public work



**Direct Support Beneficiaries:** These are beneficiaries of PSNP- PAP that cannot participate in the public work but who will continue to receive assistance. They are also known as non-conditional beneficiaries

**Graduates:** These are households that fulfilled the required amount of per-capita income so that they become no more beneficiaries of the program.

**Household package:** it comprises a menu of loans for agricultural activities and non-agricultural activity, which can be selected according to the feasibility of the activity and the interest of a specific household

**Non- beneficiaries:** these are households who are not included either in the direct support or public work of PSNP-PAP.

## CHAPTER TWO: RESEARCH METHODOLOGY

### 2.1 DATA SOURCES AND DATA COLLECTION METHOD

#### 2.1.1 Primary Data

The primary data were collected through, key informant interview, focus group discussions (FGD), household cross sectional survey, and direct observation of the program components

##### *Key informant interview*

The key informants were identified and interviewed individually. These informants include Development agents, local government officials, Woreda food security task force, Livestock, Crop, Natural Resource and rural development officials, staff members from non- governmental organization. The interviews were conducted to obtain maximum knowledge and information on the program.

##### *Focus group discussion*

Four FGDs were conducted in each Kebele with participants from beneficiaries of the program. Two of the FGD sessions were held with male headed households and whereas the other two sessions were held with female headed households. This helped to attain detail information about the PSNP-PAP, the problem they encounter, and overall perception about the program.

For both the key informant interview and the focus group discussion, a checklist was used as a framework and to explore in-depth perception of the participants

### ***Observation***

Direct observation was found to be important for cross checking the data that were gathered through the survey method and FGD. Direct observations were conducted to see whether the program components were done according to the guideline or not. Besides, the observations helped the researcher see the positive/negative contribution of the program, challenges faced in the implementation and unintended harmful effects

### ***Cross-sectional Household survey***

Cross-sectional household survey was carried out to generate both qualitative and quantitative data related to the demographic, social and economic characteristics of the sample households. More importantly, it has provided the subjective opinion and perception of households about the program's achievements in relation to the public works. Besides, it enabled to get the perception of the beneficiaries on the impacts of PSNP-PAP on household and community asset. Furthermore, this survey has given the food production and consumption pattern of the public work participants. For this purpose a questionnaire was prepared with both open ended and close ended questions.

#### **2.1.2 Secondary Data**

Secondary data were obtained from published and unpublished materials of Save the Children – US, who is the implementing NGO of the program. Additional documents from relevant government offices of the district were referred to obtain more information. Books written on the topic were also used. The above data were used to substantiate the primary data on the program.

## 2.2 THE PROCESS OF DATA COLLECTION

A personal visit was made to Save the Children-US office and relevant Woreda to review secondary data sources related to the study area (records of the program beneficiaries, annual reports, and program evaluation reports).

The primary data was collected by qualified data collectors after given training on how to fill the questionnaire by interviewing the community with close supervision of the researcher. The researcher did pre-test of the questionnaire.

## 2.3 SAMPLING

The study Woreda of Dolo Ado used to have 48 Kebeles in the past but recently due to the villagization program they have been reduced to 25 Kebeles and all Kebeles were covered by the PSNP-PAP. The study was conducted in two Kebeles, which are included in PSNP-PAP. The Kebeles were selected purposely in consideration for accessibility and collection of relevant data about the productive safety net in the study area.

According to the report from the Woreda, the two Kebeles have a total of 1314 households of which 1095 are beneficiaries of the program. These beneficiaries of PSNP-PAP of the two Kebeles again are classified in to direct support beneficiaries (274) and those that participate in the public work (821).

The direct support beneficiary households in Melkadida and Bokolomayo Kebele are 110 and 164 respectively; while the public work beneficiary households in Melkadida and Bokolomayo Kebele are 328 and 493 respectively. For conducting the research, a total number of 110 beneficiaries (10%) were taken as a sample from the total beneficiaries (1095). From these

Kebeles, the sample sizes were taken using the proportional systematic sampling (as shown in the table 2.1). Out of this sample 94 and 16 of the beneficiaries were male headed households and female headed households respectively. Finally, each sample from each group was drawn by using systematic sampling technique.

*Table 2.1 the number of samples drawn from the study Kebeles*

<i>Beneficiaries</i>	<i>The total no. of beneficiary households</i>	<i>Sample households</i>		<i>Total number of sample size</i>
		<i>Male</i>	<i>Female</i>	
Melkadida	438	38	6	44
Bokolomayo	657	56	10	66
Total	1095	94	16	110

## 2.4 DATA ANALYSIS

Different analytical techniques were applied for analysis of household survey of both qualitative and quantitative description. Descriptive statistics was used to shed more light into the research topic.

Analysis of the qualitative data collected through the techniques were summarised and reviewed for consistency checks and completeness. In this process of the analysis, it was attempted to look for patterns, differences, variations, and contradictions. Tables and graphs were also be used to display the analysis.

## CHAPTER THREE: REVIEW OF RELATED LITERATURE

### 3.1 CONCEPTS OF SOCIAL SAFETY NETS

The term “social safety net” (SSN) began to be used by Bretton Woods’ institutions in connection with structural adjustment programs related to their lending programs. Publicly funded, non-contributory transfer programs targeted to the poor and vulnerable have a long history. Free food distribution was a feature of Egypt in the time of the Pharaohs and of Rome during its Imperial age. England had a succession of “Poor Laws” dating from the 16th century that provided assistance to those unable to work, while Germany inaugurated components of the modern welfare state in the late 19th century. These programs, typically referred to as social safety nets or social protection programs are now ubiquitous in developed countries and are becoming more common in developing countries (Harold, A. and John H, 2007). Developing countries introduced SSNs to mitigate the social impact of structural adjustment measures on specific low-income groups. They were initially formulated to serve three objectives: poverty alleviation, to make adjustment programs more politically acceptable and institutional reform. During the Asian Financial Crisis, there was a great deal of confusion regarding the content and consequent identification of SSN programs (<http://www.sciencedirect.com>)

#### **Growth-Promoting Social Safety Nets**

Social safety nets can take many forms: transfers of cash through welfare payments, child allowances, or pensions; in-kind transfers, such as food aid or school feeding programs; subsidies on goods purchased by the poor; unemployment insurance; and public works or workfare schemes. Recent innovations in social safety nets include both the means to improve

targeting, such as proxy means testing, and the means to increase the impact of transfers on capital creation—for example, through conditional cash transfer (CCT) schemes and interventions that link recipients of cash or food payments to other government services and public works programs. Social protection programs are targeted toward the poor or those individuals who may become poor as a result of adverse shocks.(Harold, A. and John H, 2007)

### **Social Safety Nets and Asset Creation**

Reducing poverty requires raising the asset levels of the poor and increasing the returns to those assets. Achieving these objectives requires making investments, but doing so is hard when households have few resources of their own. In theory, such households could borrow money to finance these investments, but—as is now well understood—despite the impressive spread of microfinance institutions, many poor households lack access to credit, which would allow them to acquire assets, invest in their children’s human capital, or enter profitable activities. Social protection provides liquidity to poor households, giving them additional resources that can be used to make such investments. Many developing countries have public works programs that rehabilitate roads, refurbish canal and irrigation facilities, or build structures—such as schools and health clinics—that are of value to the community and local economy. Such investments stimulate growth in the local economy. This not only increases the likelihood that the assets constructed are of particular value to the community, but also that communities build up social capital and governance capacity. (Harold, A. Et al, 2007).

### **Social Safety Nets and Asset Protection**

Risk and shocks—such as floods, droughts, price shocks, market collapses and civil strife— are pervasive in developing countries. Such shocks can directly lead to a loss of livelihoods by

destroying assets, as when a flood washes away a farmer's topsoil, or by reducing current returns to existing assets, as when a drought causes harvests to fail. They may also affect livelihoods indirectly, as when the demand for service providers, such as barbers or hairdressers, falls because their customers have become impoverished. In the absence of insurance, shocks force households to lower consumption, deplete savings, or both. The consequences can be far reaching. Farmers in Ethiopia who suffered livestock and other losses in the droughts of the 1980s found it difficult to recover and experienced considerably slower income growth in the decades that followed. Studies undertaken in countries as different as Bulgaria and China found similar results. Shocks, even if temporary, can also reduce investment in human capital with long-lasting consequences. (Harold, A. Et al, 2007).

### **Social Safety Nets and Resource Allocation**

Even if shocks do not reduce asset holdings, the threat of shocks discourages innovation and risk taking. It is true that many households have developed ways of insuring themselves against risk, but these come with high opportunity costs. Studies undertaken in south India and Tanzania show that, because poor households deploy their assets more conservatively than wealthy households, their return on assets is 25–50 percent lower. Further, the threat of shocks can make households reluctant to access credit markets because they fear the consequences of an inability to repay. Social safety nets, therefore, play two complementary roles in attacking the problem of risk and shocks. First, timely responses to shocks allow households to recover more quickly from these adverse events, thus reducing the likelihood that they have permanent consequences. Second, social protection programs that are reliably delivered and transparently operated provide a form of insurance that can encourage households to adopt new innovations. (Harold, A. Et al, 2007).



## **Social Safety Nets and Structural Policy Changes**

There are times when governments need to make significant policy reforms that, while necessary in order to improve economic efficiency and create the conditions for sustained growth, impose significant short-term costs on some households. Social safety nets can compensate households hurt by policy shifts and make policy reforms more politically palatable. Mexico introduced El Programa de Apoyos Directos al Campo (PROCAMPO) to mitigate the costs of adjusting to the North American Free Trade Agreement (NAFTA). The program had the added advantage of increasing production because the transfers helped relax credit and insurance constraints. So, programs that address the inherent stress of agricultural transformation and the reality that few policy changes are unambiguous sources of gains for all households may also improve efficiency in addition to equity. (Harold, A. Et al, 2007).

## **Social Safety Nets, Redistribution, and Growth**

Finally, by redistributing resources within an economy, social safety nets may make economic growth more likely. While longstanding controversy surrounds the relationship between inequality and growth, the most recent evidence suggests that high levels of inequality are growth-retarding for at least two reasons. First, marked income or wealth inequalities create circumstances where political or institutional power is more likely to be captured by elites, who then make policy choices that generate rents to themselves rather than policies that encourage broader based growth. Second, high levels of inequality are often accompanied by low levels of social cohesion, which can reduce growth either because levels of trust are lower or because lowered social cohesion is often accompanied by high rates of crime (Harold, A. Et al, 2007).

### *The Objectives of Social Safety Nets*

Recent Social Safety Nets have typically been designed to serve one or more of a wide variety of distinct types of objectives. These objectives may be classified as being predominantly social, political, narrowly economic, or administrative and institutional in character. These objectives are often overlapping and interlinked. For example, fulfillment of the political objectives of an SSN may be thought to be important because in turn it furthers the fulfillment of desired social or economic objectives (by ensuring support for a particular set of social or economic policies put in place by the government associated with the SSN).” Similarly, social goods provided by SSNs may have economic value. By their nature, social safety nets place preeminent emphasis on social objectives. Nevertheless, it is useful to distinguish the variety of proximate (or direct) objectives of SSNs (Sanjay R., 1998)

#### **a) *Social Objectives:***

SSNs can have a wide range of social objectives. Most importantly, SSNs can seek to protect individuals from descending into poverty, or to help them out of poverty. The former has already been defined as the “protective” dimension of SSNs and the latter as their “promotive” dimension. The poverty objectives of SSNs can be accomplished through a range of instruments. These include:

- (i) Enhancing the non-income capabilities of the poor through increasing their access to essential human services (e.g. through the provision of basic social services).
- (ii) Enhancing the incomes of the poor through increasing their access to productive assets (e.g. through micro-credit schemes and direct provision of assets such as implements and land).

- (iii) Enhancing the incomes of the poor through improving the rate of return on their existing productive assets (e.g. through prices supports, technical training, and the provision of marketing and transport infrastructure and opportunities).
- (iv) Enhancing the incomes of the poor through increasing their access to paid work opportunities (e.g. through employment generation schemes).
- (v) Enhancing the incomes of the poor through increasing the rate of payment for their paid work (e.g. through putting upward pressure on wages through employment generation schemes).
- (vi) Enhancing of the incomes of the poor through direct transfers.

When resources are limited, it will be necessary to further narrow the poverty reduction objective of the SSN through the specification of one or more priority target groups. Some possible (not mutually exclusive) target groups which have been used in practice are, for example, children, women, mothers, widows, the elderly, the disabled, and members of ethnic minorities. Where an SSN is instituted in a period of “transitional costs” engendered by a period of economic adjustment, it is necessary to judge whether the prime objective of the SSN is to provide resources to the “new poor” (i.e. those whose circumstances have been substantially worsened as a result of the new policies) or to the “old poor” (also sometimes referred to as the “structural poor” - i.e. those who lived in poverty even prior to the adjustment process).”

**b) *Political Objectives:***

SSNs often have political as well as social objectives. They may seek, for example, to compensate those negatively affected by a programme of economic adjustment, in order to lessen the opposition of this group to the adjustment programme, or to the regime. Alternatively, an

SSN may be intended to build among its beneficiaries a completely new coalition which will support the adjustment programme and/or the regime, even if the beneficiaries do not include those negatively affected by the adjustment process.”

Finally, it has been sometimes argued, by some of the more enthusiastic proponents of SSNs, especially of the demand-driven “social fund” type, that they are a “training-ground in the democratic process”. In this view SSNs, by encouraging the participation of NGOs and other “civil society” organizations in the process of project formulation and implementation, fuel the development of a more demanding, conscious, and vibrant civil society. In this perspective, SSNs can serve as a vital dimension of a broader “democratization” process, and can be formulated with this objective explicitly in mind. (Sanjay R., 1998)

**c) *Administrative and Institutional Objectives:***

Closely related to the political objectives just cited are possible institutional and administrative ones. In particular, recent SSNs of the “social fund” type have been seen by many as a means of experimenting with mechanisms of social service delivery alternative to the traditional means of state provision. Elements of community participation, decentralization, and private sector-involvement which have been incorporated in a range of recent social funds are seen as being innovative, and often as being more feasible within a social fund framework than within traditional administrative structures.

In addition, SSNs have been sometimes seen as putting traditional social ministries “on notice” that they will have to become more efficient and effective in their mechanisms of service delivery or risk losing more of their responsibilities to independent SSNs. In this way,

implementing SSNs could also be a way of ultimately enhancing the capacities of existing social ministries.

**d) *Economic Objectives:***

SSNs may sometimes have as a significant objective to finance the generation or rehabilitation of important economic assets. This may be an objective which is framed independently of its poverty reduction, political, or other consequences. For example, the paving of roads may be seen as being a desired economic objective in addition to serving the social objective of generating employment and reducing poverty.’

### **3.2 TYPES OF SAFETY NETS**

Public SSN programs can be classified into formal and informal safety nets. Formal and informal safety nets are, generally, distinguished by law enforcement: formal safety nets are those which legally guarantee individuals access to economic or social support whereas informal safety nets provide likelihood of support to individuals to assure them of attaining or remaining above the designated minimum standard of living but with no legal guarantee Informal SSNs can be divided into private and public ones. Examples of private informal SSNs include transfers from family members, friends, neighbours and community members and institutions, including NGOs, while those of public informal SSNs refer to the support which individuals can hope for from the government, through programs which generate assets or employment, transfer income, or provide basic social services, as a means of helping affected individuals from falling below the designated minimum standard of living. The difference between formal and informal public SSNs is whether there exists a formal legal support of the assistance (<http://www.sciencedirect.com>)

Formal safety nets are as those which legally guarantee individuals access to economic or social support. Social insurance systems, which tend to be confined to the formal sector in developing countries, are of this type. Employment “guarantee” schemes (such as the Maharashtra Employment Guarantee Scheme in India), which provide a legally enforceable entitlement to employment, are further examples (Sanjay R., 1998)

Informal safety nets, in contrast, provide some likelihood of support to individuals to assure them of attaining or remaining above the designated minimum standard of living but no legal guarantee. Informal safety nets can further be either public or private in character. The private informal safety net consists of the support which individuals can hope for from other individuals or from community institutions or groups, in time of need. This includes transfers from family members, friends, neighbors, and community members and institutions, including NGOs. The public informal safety net, in contrast consists of the support which individuals can hope for from the state, through programmes which generate assets or employment, transfer income, or provide basic social services, as a means of preventing individuals from falling below the designated minimum standard of living. The key distinction between formal and informal safety nets relates to whether or not there exists a formal legal guarantee of support (Sanjay R., 1998)

### **3.3 EXPERIENCE OF DEVELOPING COUNTRIES TO SAFETY NET PROGRAMME**

Developing countries have experienced different forms of safety net programme to achieve food security. In this literature an attempt is made to give emphasis on the experience of developing countries in relation to employment- based/ labour based programs. This is because a significant

proportion of all safety net transfers to people in poor countries are delivered in the forms of public works or employment based safety net.

Employment intensive working programs have been implemented in many developing countries because of their short- term job creation or income generation effects. Based on the information obtained from Von Braun (1995) the potential of such programs to create employment and alleviate poverty, constraints and problems have been observed. Experiences of India, Zimbabwe and South Africa are briefly observed.

The Maharashtra employment Generation Scheme (EGS) in India has been in existence for 20 years. It was one of the largest and longest running public safety net programmes. It was introduced in 1973 to provide employment to the poor in rural Maharashtra. It was targeted for two reasons. The first one was to reduce pressure for migration in to Bombay and second was to provide employment especially to women and in the slack agricultural season. This program has played an important role in combating seasonal malnutrition of poor households by providing employment and providing food in the drought years when nutritional deficiency was widespread. EGS has also helped to reduce the intensity of poverty although the income from it may not have allowed participants to cross the poverty line. (Subbarao Et al, 2003).

The maintenance and utilization of assets created under EGS in Maharashtra are often far from satisfactory. There are two problems in ensuring adequate maintenances. In the first place there has been considerable administrative delay in handling over completed works to the district councils. In the second place, when the works are ha handed over, local bodies have often not allocated resources for the maintenance of EGS assets. (Subbarao Et al, 2003).

Zimbabwe had a good experience of employment programs. They have the potential to strengthen food security at the local level. However, these public works are mentioned as having only a minor impact on unemployment, poverty and resource degradation. In Zimbabwe the food-for-work scheme suffers from a distinct welfare bias in that the poverty targeting effect of low wage and self-selection mechanism has been diluted by a screening process that spreads scarce resources too thinly to help the large number of people in absolute poverty. At the same time technical and non-wage, inputs to individual projects are insufficient and cannot generate productive or sustainable assets.

Based on the experience of different African and Asian countries (Von Braun, 1995) has made the following major policy conclusions.

- Past and current approaches to employment generation have limited their scope to short-term measures with an immediate impact on unemployment and poverty and programs can and must be developed so as to give priority to cost-effective, labour and so local –resource intensive investment programs targeted at longer-term employment intensive growth and at poverty reduction
- Employment intensive works programmes establish operational linkages between micro-and macro planning and programming. In turn area specific experiences provide options for policy decisions that can strengthen local level planning and implementation
- Employment policies in the poorest countries often operate in a context of inadequate or non-existent popular organizations, a weak private sector and poorly functioning if not completely paralyzed, public institution
- There is a need to further develop district or area funds to support basically through cash-sharing arrangement, small and medium- scale local investment. Greater and more sustained



support from the international community is required for this task, but policies have to be coordinated

- More work needs to be done on operational instruments, systems and procedures to translate policies in to action.

### **3.5 OVERVIEW OF FOOD- BASED SAFETY NET PROGRAMMES IN ETHIOPIA**

In order to achieve the food security of the country, Ethiopia in close collaboration with international donors practiced and is practicing different programmes. Food based resource transfer schemes targeting vulnerable households have been tried in this country as part of food security programmes since the early 1970s.

Food aid in Ethiopia has historically taken two forms. Free distribution; which falls under the category ‘emergency’ distribution and food-for-work/FFW. The brief description of major food based safety net programmes is presented as follows

#### **3.5.1 Employment generation schemes**

The programmes were first introduced in 1993. They are labour-intensive work scheme that provide able-bodied but vulnerable members of a community access to food in exchange for their labour, while at the same time creating generally sustainable assets for the community. In other words, EGS is expected to combine relief function with the goal of generating productive assets of collective interest such as rural roads, soil conservation project, reforestation (Subbarao, 2003) This programme aimed at providing necessary assistance to disaster affected population while avoiding dependency on free and assisting in the alleviation of poverty and vulnerability. Therefore it was considered as food aid that is channelled through “development” rather than “welfare modalities”.

On Ethiopia's EGS, workers receive variable food rations according to the size of their household. As a rule of thumb, at least 80% of all food aid is channelled through the work programme and no more than 20% are transferred as "gratitude relief to vulnerable groups". The programme, however, was primarily oriented towards assisting disaster victims. They were also too limited in scope and duration to provide the basis for significant and sustainable asset accumulation and risk reduction (NPDPM, 1995)

### **3.5.2 Food for work**

The FFW has a long history. It began in 1980, funded by WFP and was carried out in selected districts in different Regions identified to be food insecure. The programme targets both areas and households. It selects communities where the soil is degraded and deforested and where there is a shortage of water. FFW is a self-targeting intervention from which the healthy voluntary exclude themselves (Webb Et al, 1994). That is within these areas poor people self-select themselves in to the programme at times when the programme wage is over than the market wage. When the programme wage exceeds the market wage, some non-poor farmers may also participate.

Some of the projects in Ethiopia include micro project programme in Northern Tigray in 1992 that was aimed at considering 500 micro-dams (Subbarao, 2003). The Adele Keke (in Alamaya district) site project which was initiated in 1984 involved in making soil bunds, contour terracing and Afforestation (Webb Et al, 1994)

### **3.5.3 Cash-for-work**

This programme is the other type of public work in Ethiopia. The innovative scheme assumed that in certain parts of the country it was lack of purchasing power rather than lack of food that

was causing most hardship. The Safety net programme implemented by SOS Sahel Ethiopia Kasha District, Wolayita Zone can be an example. This project has different physical works in the district.

It was believed that recipients of cash in such ‘pockets’ of famine could shop in regional market where food was still available at reasonable prices, thereby stimulating flows of food to distress areas. This programme was anticipated to reduce intervention costs, reduce delays in wage delivery and prevent migration toward food distribution points.

### **3.6 PRODUCTIVE SAFETY NET PROGRAM IN ETHIOPIA**

Chronic food insecurity has been a defining feature of the poverty that has affected millions of Ethiopians for decades. The vast majority of these extraordinarily poor households live in rural areas that are heavily reliant on rain fed agriculture; thus, in years of poor rainfall, the threat of widespread starvation is high. Since the 1983-1984 famine, the policy response to this threat has been a series of ad hoc emergency appeals on a near annual basis for food aid and other forms of emergency assistance which are then delivered either as payment for public works or as a direct transfer. While these measures succeeded in averting mass starvation, especially among those with no assets, they did not banish the threat of further famine, nor did they prevent asset depletion by marginally poor households affected by adverse rainfall shocks. As a result, the number of individuals in need of emergency food assistance rose from approximately 2.1 million people in 1996 to 13.2 million in 2003 before falling back to 7.1 million in 2004 (World Bank, 2004). Further, the ad hoc nature of these responses meant that the provision of emergency assistance—often in the form of food-for-work programs—was not integrated into ongoing economic development activities (Subbarao Et al, 2003).

Global interest in social protection and safety nets has increased remarkably in recent years. Among various initiatives, Ethiopia's Productive Safety Net Programme (PSNP) is emerging as a beacon of innovation for many countries in the region and beyond. Launched in 2005, it has been defined as the "biggest social protection instrument in Africa and one of the biggest programmes in the world", and is supported by a large volume of documentation on impacts and operational arrangements engaging in a multi-actor platform (Save the Children, 2009)

Starting in 2005, the Government of Ethiopia and a consortium of donors implemented a new response to chronic food insecurity in rural Ethiopia. Rather than annual appeals for assistance and ad hoc distribution programs, a three-year intervention called the Productive Safety Net Programme (PSNP) was put into place. The objective of the PSNP is "... to provide transfers to the food insecure population in chronically food insecure *Woredas* (districts) in a way that prevents asset depletion at the household level and creates assets at the community level" as well as bridging the food gap that arises when, for these households, food production and other sources of income are insufficient given food needs (GoE, 2004).

The Programme operates as a Safety Net, targeting transfers to poor households in two ways; through public works (PW) and direct support (DS). Public works, the larger of the two programs, pays selected beneficiaries 6 Ethiopian birr per day (equivalent to approximately US\$0.75) for their labor on labor-intensive projects designed to build community assets. These activities are intended to occur between the months of January and June so as not to interfere with farming activities that in most regions occur in the second half of the year. Direct support, in the form of cash or food transfers, is provided to labor-scarce households, including those whose primary income earners are elderly or disabled, in order to maintain the Safety Net for the poorest households that cannot participate in public works. Depending on where they live,

beneficiaries either receive cash or an equivalent payment in food, primarily wheat, maize and cooking oil. Beneficiaries are expected to remain in the PSNP for three years.

The PSNP draws a conceptual distinction between two groups of food insecure Ethiopians. The ‘unpredictably food insecure’; those who face transitory food deficits because of erratic weather or other livelihood shocks; will continue to receive food aid and other humanitarian assistance, as and when required, through the emergency appeal process. The ‘predictably food insecure’ – transferred from the annual emergency appeal to the Productive Safety Net Programme. These families should receive cash or food transfers – either ‘for work’ or ‘for free’ – on a regular, predictable basis for a period of five years, with financial and technical support provided by a consortium of donors on a multi-annual basis. These transfers are expected to be used mainly to meet immediate consumption needs and to protect household assets, though they might also be partly invested in farming and small enterprises. Together with complementary interventions such as livelihoods packages, this should enable households to escape from chronic food insecurity, after which they will no longer receive any social assistance except during emergencies (GoE, 2004)

The PSNP initially targeted approximately 5 million chronic food insecure people living in 262 “chronically food insecure *Woredas*” in 2005, which was increased to 8 million in 2006. The programme is planned to be implemented for five years, at the end of which beneficiaries who have received predictable transfers and complementary interventions throughout the programme period will be expected to “graduate” out of dependence on external support, except during food crises. Graduation means that the household is no longer chronically food insecure and also has the economic resilience to resist falling back into chronic food insecurity in the future (GoE, 2004).

In an important signal of intent to move away from permanent dependence on large-scale annual food aid imports, both food and cash are used as resource transfers on the PSNP. According to the Programme Implementation Manual: *“the Government seeks to shift the financing of the programme from food aid to cash”*. Cash transfers were identified as having specific advantages over food aid in terms of addressing chronic food insecurity. *“Through the provision of cash transfers rather than food, the programme will enable smallholders to increase consumption and investment levels and stimulate the development of rural markets”*. An important objective of the present study, therefore, is to compare the impacts of food and cash transfers on households and markets, in an attempt to understand the advantages and limitations of each (GoE, 2004).

### **3.7 PRODUCTIVE SAFETY NET PROGRAM PASTORALIST AREA PILOT**

It was originally planned to run the PSNP in the pastoral areas, however it was realized that these areas have particular needs and circumstances which would require a different type of programme design. As part of the process of discovering the best way to run a safety net programme in the pastoral areas it has been decided to carry out a ‘trial’ or ‘pilot’ safety net programme in a limited area of the main pastoral regions. The PSNP PAP will take place in 21 Woredas in four regions: Afar Region (6 Woredas), Oromiya Region (3 Woredas), SNNPR Region (3 Woredas) and Somali Region (9 Woredas) (MoARD, 2007)

The program will pilot appropriate safety net implementation strategies for pastoralist populations by ensuring that chronically food insecure households have sufficient income to meet their food needs in the dry season under normal conditions and thereby protect their household assets from depletion. The project was designed so that the transfers would both prevent asset depletion at the household level and create assets in a way that is appropriate for

pastoral livelihoods and that enhance the ability of pastoralists to resist ‘shocks’ . In addition to the community value-based targeting currently being used in the Somali Region for safety net programming by SC/US and in Oromia Region for the Pastoralist Livelihoods Initiative (PLI) project, new methodologies may also be tested in Arero and Bare Woredas, following consultations with customary leaders ([http://www.preparedness.interaction.org/food security](http://www.preparedness.interaction.org/food%20security))

The PSNP PAP will work closely with other food security programmes which mean that:

1. PSNP PAP beneficiaries should be the **first** to benefit from other Food Security Programme activities.
2. Households that face regular food shortages participating in other Food Security Programmes will also be able to participate in the Safety Net Programme.
3. To achieve maximum impact, Woredas must link PSNP PAP activities with other food security programmes and broader Woreda development work.
4. The Woreda should plan the sequence of PSNP PAP and other Food Security Programme activities to improve household productivity as much as possible.

The PSNP PAP is a trial or experiment and will only run in a few Woredas. The pilot will be large enough to try out different ways of running a safety net programme in pastoral areas, but small enough to be easily managed and monitored. The main aim is to assess the best way of running a safety net programme in pastoral areas.

Different approaches or options will be tried in the pilot Woredas. The results will be very carefully checked to see which the best for pastoral areas are. Options that will be tried out in the PSNP PAP are

- Ways of selecting the beneficiaries (known as targeting)
- Type of support provided – cash or food
- Ways of delivering the cash or food (transfer modalities)
- Partnerships with NGOs
- Financial Management arrangements

### 3.8 COMPONENTS OF PRODUCTIVE SAFETY NET PROGRAM PASTORALIST AREA PILOT

The same as PSNP, PSNP-PAP Programme has two components

- (i) Labour-intensive Public Works for able-bodied (*fit and healthy*) beneficiaries from households that face regular food shortages,
- (ii) Direct Support for households that face regular food shortages but who have no labour or other means of support.

The Guideline for the Implementation of the Productive Safety Net Programme Pastoral Areas Pilot of MoARD (2007) indicates different issues under public work and direct transfers. In the public work side, it states the different strategies and principles of the work, payment of the public work participants and the kind of public work that can be under taken. Moreover it shows the difference between the General PSNP in non-pastoralist areas and PSNP-PAP in pastoralist areas. Activities that are not illegible and places of public works are included. With regard to the direct transfer, the manual included the eligible households and their activities. Besides this, what the direct support will receive from the program is included.



### 3.8.1 Public Work

#### a) What are public works under PSNP-PAP?

Labour-intensive Public Works for able-bodied (*fit and healthy*) beneficiaries from households that face regular food shortages,

#### b) Selection of households

Once a household has been selected by one of the targeting options described above it must be decided whether they will be expected to provide labour for the Public Works activities or if they will receive Direct Support (without the need to do any work).

The decision is fairly simple since only fit and healthy adults over 18 years of age are expected work. This includes:

- Pregnant women up to four months and breast-feeding women after ten months
- Female heads of households

The following beneficiaries should **not** be asked to do Public Works:

- Mentally challenged people
- Pregnant women after the 4th month
- Women breast feeding in the first ten months after child birth
- Children under 18 years of age
- People who are sick or disabled

### **c) What are the Core Principles of Public Works Planning?**

Labour Based Public Works in the pastoral areas pilot programme will follow the main principle of ‘do no harm’. This means that possible Public Works should not negatively affect the surrounding environment, the livelihood activities of neighbouring people or create potential flashpoints for conflict.

### **d) Public Works Planning Principles**

- Identified in a participatory way by livelihood groups in the community
- Suitable for the type of area and meet community needs
- Not reduce livestock movement or cause competition between different groups
- Environmentally sustainable and should not be expensive or socially difficult to maintain
- Well designed and built properly under good technical supervision
- Provide real contributions to local infrastructure and rangeland management
- Works must require lots of labour and use simple tools as much as possible

### **e) What kind of Public Works could be done in pastoral areas?**

In pastoral areas, emphasis is on activities that reduce risk and increase the resilience (*strength or resistance*) of communities to shocks. The possible Public Works may vary according to the main type livelihood system as shown in the following table:

#### **Pastoral**

- Rangeland development and rehabilitation

- Environmental rehabilitation,
  - Rainfall multipliers for rangeland improvement,
  - Aerial pasture/dynes/gums reserves development,
  - Natural resource mapping and community action planning
- Improved access to water sources
  - Improving access to market and administrative/social services: through construction of feeder roads,
  - Improved water management – possibly including reduction of some poorly sited water sources
  - Prosopis control
  - Veterinary infrastructure
  - Improved drought cycle management and response (using 20% contingency)

### **Pastoral with alternative livelihoods**

- Infrastructure for social development – schools, clinics, teachers and nurses houses, water supplies for human consumption
- Improved support for market development – covered markets for women’s groups
- Road construction and maintenance

- Water development for irrigation (specifically improved use of water in irrigation systems – drip/ trickle systems)
- Tree nurseries
- Environmental sanitation
- Prosopis control
- Women - managing safe play areas for young children at public works sites
- Improved response to shocks – drought/ flood/ market failure (using 20% contingency)

**f) What kind of Public Works should not be done?**

Certain activities cannot be included as Public Works in PSNP PAP. These include five main types of activities:

- (i) Activities that develop private household assets
- (ii) Activities that solely benefit private or commercial organisations
- (iii) Activities to do regular, minimal maintenance activities
- (iv) Maintenance activities on assets that the community already does as an in-kind contribution to the protection of those assets
- (v) Activities for military or defence purposes

### **g ) Where should Public Works be located?**

In deciding where to carry out Public Works, as well as physical factors related to the sitting of the work, the sites should be widely distributed within affected target areas. In pastoral/nomadic areas they should be organized at strategic locations to which families can easily move or send selected able-bodied members

As stated above care should be taken to make sure the proposed Public Works will not have negative social or environmental impacts. All clans and communities in the area should be consulted by the KFSTF to check that the Public Works will not encroach (*affect*) anyone's rights and that it is accepted by all of them.

The WFSTF will make sure this process has been correctly done, especially in the case of projects that affect several *Kebeles*. During these consultations the issue of ownership of the Public Work should be agreed everybody involved.

Range management and range ecology experts at Woreda and Regional levels will also be consulted by the WFSTF to check that the development will not lead to overuse of the surrounding rangeland or have other negative affects.

### **h) When should the Public Works be done?**

The lowland regions have large seasonal variations in climate, which produce annual 'hungry periods' for the poor. The hungry period in pastoral areas are usually during the long, hot dry season when milk production also falls and when the people are busy carrying water to the livestock. These are usually the seasons when it is also too hot to do Public Works.

This means that the periods of time when people need support may not be the seasons when they can do Public Works. The seasons when they can work will also be the when they are not experiencing food shortages.

**(i) How are the wages for the Public Works estimated?**

The wage rate in pastoral areas will vary according to geographical area. The regional and zonal offices will determine the wage rate at the start of the pilot and then monitor it by collecting price data on a regular basis. The wage will be based on the price of the standard ration of 3 kg grain per person per day.

**(j) How will the total number of labour days be estimated?**

In order to calculate the total wages budget needed the Woreda planners will need to multiply the daily wage by the estimate of the total number of labour days that will be available from the households participating in the Public Works activities.

The calculation of how much labour a chronically food insecure household can provide is based on the table below.

- The **maximum** number of days a household can work per month is based on the size of the household.
- Eligible household members can together work up to 5 person days per month for each member of the household,
- The maximum number of days any individual can work is 20 days per month

### 3.8.2 Direct Support

Public work is the main component of the Safety net programme. However, there are members of the community who cannot participate in public works, but who will continue to need assistance. The direct support component is a mechanism for delivering assistance to these most needy members of the community. It will protect the lives of the community who cannot work and do not have any other reliable support. .

## 3.9 PROGRAMME COVERAGE AND BENEFICIARIES

The MoARD PSNP-PAP guideline (2007), states that the beneficiaries of PSNP-PA in Somali region are food insecure population living in the chronically poor and vulnerable to shocks, and often fail to produce enough food even at times of normal rains in 9 districts of the region.

Before PSNP-PAP starts these *Woredas* will be strengthened and the staff trained to carry out the PSNP PAP activities correctly.

## 3.10 GRADUATION

‘**Graduation**’ out of food insecurity is a key goal of the overall Food Security Programme. Over time, the PSNP (in conjunction with other facets of the Food Security Programme) should enable beneficiary households to become food secure and hence graduate (**Kay, Et al 2006**). The ability to graduate will not be a beneficiary selection criterion. Graduation is the ultimate goal, to be attained through the combination of the PSNP and other food security programmes (MOU, 2005).

According to reports from Save the Children, a number of ex-pastoralists supported to engage in small-scale irrigation and to establish grinding mills are no longer receiving food transfers and have therefore voluntarily graduated (SC-USA, 2009)

### 3.11 PSNP-PAP IN SOMALI REGIONAL STATE

In May 2008, Save the Children/USA and its partners Pastoralist Concern Association of Ethiopia (PCAE) and Adventist Development and Relief Agency (ADRA) implemented an 18 months Productive Safety Net Program - Pastoral Areas Pilot (PSNP-PAP) in 5 pastoral *Woredas* in southern Ethiopia, as part of a broader Government of Ethiopia PSNP pilot in pastoral areas. The duration of the Program has been extended to March 2011 and Regional agreements have been signed with the respective Regional Governments. Save the Children implements the program in Dollo Ado and Dollo Bay *Woredas* in Somali Region and in Arero *Woreda* in Oromiya Region whilst PCAE is responsible for program implementation in Filtu *Woreda* and ADRA in Bare *Woreda*. The program targets 95,781 beneficiaries, including 25% direct transfers and 75% regular beneficiaries who are involved in public works. In addition to the PSNP-PAP beneficiaries, Save the Children also plans to meet the needs of an additional 20% transitory food insecure households or ‘contingency beneficiaries’ bringing the total case-load to 114,937 (SC-USA, 2009).

The overall goal of the program was to *strengthen pastoral livelihoods and reduce their vulnerability to shocks*. The programs strategic objectives are as follows:

- *Predictable food transfers protect productive assets of vulnerable households*
- *Livelihoods of vulnerable households protected and improved*



Overall, the program has been successful in meeting the planned targets in the implementation period. However, inevitably working in one of the most remote and harsh environments in sub-Saharan Africa that progress has been slower than planned. The normal challenges of working in the region were exacerbated during the period of reporting by drought and insecurity, which resulted in the necessary re-scheduling of public works. In order to respond to the drought and associated increased food prices, Save the Children implemented a range of livelihood-based drought interventions including emergency animal health, slaughter destocking, community-managed cereal banks and water tankering. In addition, Save the Children established a Community Therapeutic Center (CTC) program in the two *Woredas* (SC-USA, 2009).

Food transfers were designed to coincide with the dry seasons (January, February, March and April and again in July and August) and hence periods of higher than average food prices, lower than normal livestock prices and poor terms of trade.

Historically, targeting in pastoral areas was considered problematic. Save the Children drew on their long-standing experience in pastoral areas to develop and pioneer community value-based and triangulation approaches, which include customary, religious and community leaders. An external review of these approaches confirms high levels of community acceptance and accuracy with substantially lower exclusion and inclusion errors and fewer complaints. Despite the progress made however full family targeting remained problematic, which runs counter to cultural thinking. However in the most recent re-targeting exercise of 2008/09, some progress was made with a reduction in the number of beneficiary households while exercising full family targeting. For instance, in Filtu, the re-targeting process ended with 21% decrease of households (from 8636 to 6833) (SC-USA, 2009).

Life in pastoral areas is changing the result of rapidly increasing populations, breakdown of long-standing grazing systems (resulting in over-grazing) and increased incidence of drought. As a result of this cocktail, average herd size has been substantially reduced in the last decade and an increasing number of households have been forced to abandon their mobile lifestyle based on extensive livestock keeping for a more sedentary way of life as ‘ex-pastoralists’. It is increasingly recognized that ‘ex-pastoralists’ are chronically food insecure as there are few viable alternative livelihoods to extensive livestock keeping in arid and semi-arid areas outside riverine areas, where it is possible to engage in small-scale irrigation if support can be found to acquire pumps and prepare the land. For these reasons Save the Children is focused its energies increasingly on ex-pastoralists. (SC-USA, 2009)

The PSNP-PAP pilot seeks to protect livelihood assets of vulnerable households by providing predictable food transfers. Predictable food transfers help minimize households’ need to sell livestock and other household assets to meet their immediate food requirements. As a GoE implementing partner, Save the Children was responsible for building the capacity of local government (*Kebele* and *Woreda*) and customary institutions to implement effectively PSNP and ensure that the chronically food insecure ex-pastoralists are appropriately targeted. (SC-USA, 2009)

As a result of population increase, rangeland degradation and increasing incidence of drought an increasing number of pastoral families are abandoning mobile livestock production. Far from improving their livelihood options by settling however the vast majority of ex-pastoralists in sub-Saharan Africa join the increasing number of African households trapped in absolute poverty as most arid lands are not conducive to farming or other food production systems. However, southern Ethiopia has the almost unique advantage of being transected by a number of river

systems which stream down from the Ethiopian highlands and include the Dawa, Genale, Weyb and Wabe-Shabelle. Rivers offer opportunities for small-scale production. In addition, Somali ex-pastoralists have a proven capacity for business - livestock, commodities and rangeland products (SC-USA, 2009).

### 3.12 NGO and Other Management Arrangements

In Dolo Ado district of Somali Region, which is the study area; it was decided Save the Children-USA to implement PSNP-PAP. One of the issues which will be piloted in pastoralist areas is to use NGOs to help run the PSNP PAP agreements in the form of signed Memorandums of Understanding (*legal agreements*) between the Region and the NGOs will have to be prepared (MoARD, 2007).

Any partnership agreements will apply the main principle that the PSNP-PAP is a Government of Ethiopia programme and so:

- Implementation by NGOs will follow the procedures in this Guideline and any other relevant Government procedures;
- Final responsibility for PSNP PAP remains with Government Institutions and all PSNP PAP work carried out by NGOs is under an authority delegated by the Government.

As with other NGO programmes, regional agreements will be signed for NGO programmes to support the PSNP PAP. These regional agreements will define the roles and responsibilities of the various parties in running the PSNP PAP activities.

**Table 3.1 NGO and Other Management Arrangements**

<b>Responsibilities in NGO Agreements</b>	
<b>Regional Responsibilities</b>	<ul style="list-style-type: none"> <li>• Monitor and evaluate periodically the activities of Woredas and partner NGOs;</li> <li>• Provide suitable technical support to Woredas;</li> <li>• Write supportive letters for items to be imported for the exemption of duty free for the purpose of achieving programme objectives.</li> </ul>
<b>Woreda Responsibilities</b>	<ul style="list-style-type: none"> <li>• Oversee the activities of the NGOs and provide management guidance;</li> <li>• Provide technical expertise for key aspects of project implementation</li> <li>• Organise and chair the Woreda Food Security Task Force</li> <li>• Provide administrative guidance for the establishment of KFSTF</li> </ul>
<b>NGO Responsibilities</b>	<ul style="list-style-type: none"> <li>• Provide cash budget and resources;</li> <li>• Provide resources and technical support at the right time for the programme to run smoothly;</li> <li>• Help organise visits to the project and provide information to people connected to the PSNP PAP when asked;</li> <li>• Participate in the Woreda Food Security Task Force;</li> <li>• Provide technical help for key aspects of project implementation.</li> </ul>

Source: Productive Safety Net Programme Pastoralist Area Pilot Guideline

## CHAPTER FOUR: DESCRIPTION OF THE STDY AREA

### 4.1 LOCATION OF DOLO ADO WOREDA

Liban zone of Somali Regional State is among the vast administrative zones in the country, and is structured into four districts, namely Filtu, Dolo, Moyale and the recently established Hudet. The zone is bounded in the east by Afdhere zone (Ganale River demarcating their boundaries), and in the west by Borana, north and northwest by Guji zones of Oromia Region and in its southern flank sharing international boundary with Kenya and Somalia. The zonal headquarter, Filtu town (also the seat for Filtu district), is about 720 km away from Addis Ababa in the south.

Dolo town, the seat of Dolo-ado district, is situated at about 960 km from Addis Ababa on the southern margin of the country situated at the triangular borders of three nations—Ethiopia, Kenya and Somalia. Similar to the other adjacent areas, Dolo is also one of the predominantly pastoral areas in the Region that shares international border with the neighboring countries.

### 4.2 TOPOGRAPHY AND CLIMATE

The area is characterized by arid and semi-arid lowland weather conditions, with weather data from the areas showing that the annual temperature ranges from 300C to 420C and the average annual rainfall is estimated to range from 300-400mm. The area is bimodal in terms of rain seasons, with two rainy seasons occurring in a year. The long rainy season happens between mid-March and early May, and the short rain commences between mid-September to mid-October.

### 4.3 NATURAL RESOURCES AND LANDUSE

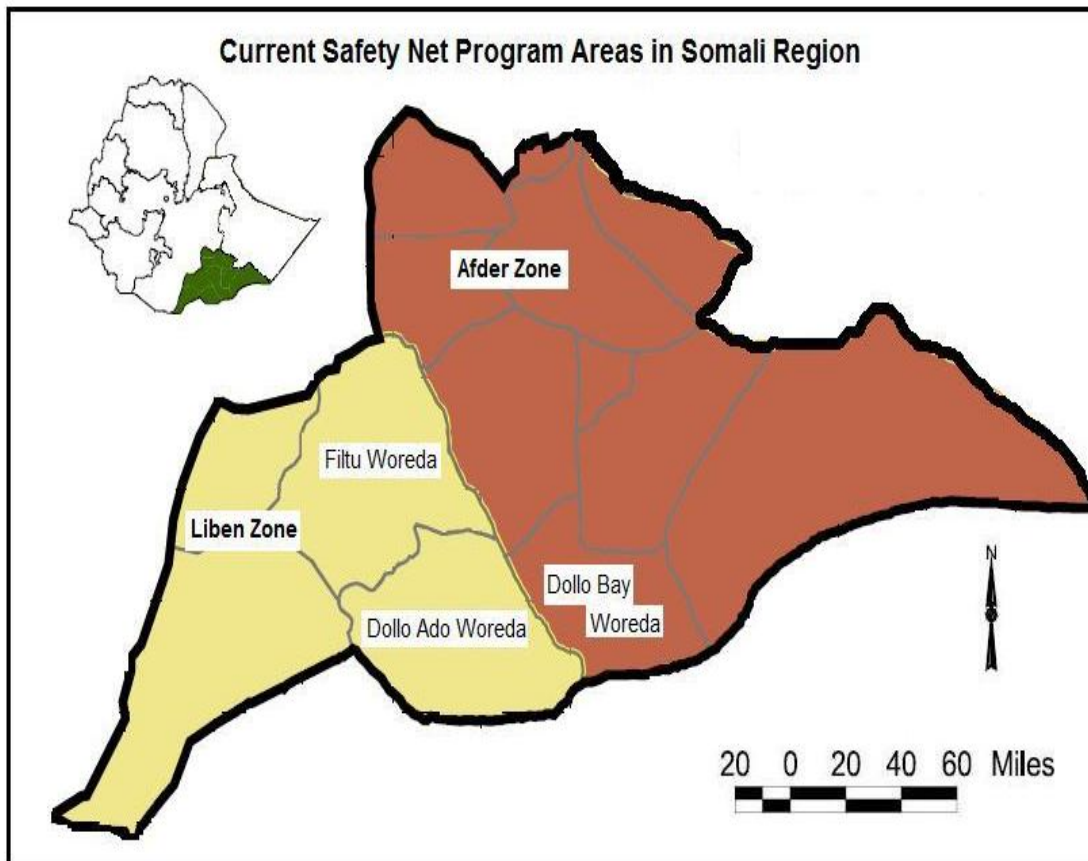
The livelihoods of communities in this area depend predominantly on extensive livestock production where the major portion of their annual incomes is obtained from the sale of livestock and livestock products, and the inhabitants are engaged in mobile and semi-mobile modes of pastoral production. In a few valley bottoms, farming on small plots began, but these usually fail due to the erratic rainfall and unpredictable weather conditions. The two adjacent districts, like other lowland and pastoral areas in the country, are drought prone areas.

Most of the lands in the study Woreda are lowland plains, ranging from 1300m in the higher area around Filtu and decreasing to around 200m above sea level at Dolo Ado. Soils are brown-grey desert soils (Yermosols and Xerosols). Towards the north of Filtu the altitude increases. In this area, rainfall is considerably higher than around Dolo. The pastoral area has three types of vegetation: scattered tall trees, shrubs, and grassland with browse dominant over grassland. The area is rich in trees producing gums and resins (Acacia, Commiphora species in the higher areas and Boswellia species family in the lower areas) but the resource is very much under-exploited. Camels and goats are concentrated in the areas with thorny tall trees and shrubs, while cattle and sheep graze in the grasslands. Dry season grazing areas are located along the rivers and in grazing areas on either side of the Filtu-Dolo-Negele Borena road.

During the dry season local pasture becomes depleted and browse becomes dry. So the pastoralist used to split the herd into two. The weak animals remain close to home while the strong animals migrate far distances. Camels visit water points every ten to twelve days, taking one to two days to reach water points. Goats are watered every three days or less, depending on

water and pasture quality; the more salty the water, the more frequent the watering. For cattle the maximum time possible between watering is two days

### Map 1 location of the study area



#### 4.4 DEMOGRAPHIC CHARACTERISTICS

According to the current Central Statistical Commission (2008), the total population of the district is 111,199 of which 74,041 (66%) are rural and 37,158 (34%) are peri-urban. From the total population of the district about 60,561(54%) are males and 50,638 (46%) are females. Unlike the other Somali region districts, the sex ratio of the zone is 117 males per 100 females, which is unusual in Africa.

The Districts inhabitants are the indigenous Somali pastoralist group, namely Degodii, and the riverine agro-pastoral community known as Garremaro. The Degodii speak Somali and a Rahweyn Somali related dialect known as the ‘Dograhwein’, similar to that of the Digil and Rah dialect in the province of Baay-Baydawa of the Somali Republic. Indigenous to Southern Ethiopia, they now live on both sides of the Ethiopian-Kenyan border i.e. northern Kenya’s Wajer district. They are believed to belong to the ‘Saransor’ block lineage of the Somali ethnic group. They also share a strong genealogical relationship with the Hawadle in Hiran and Rahweyn of Baay provinces in the Somali Republic and the Murale of Northern Kenya.

Beside this, the Degodii is a Hawiya affiliated clan that shares strong social and political relations with the Hawiyas elsewhere. The Garremaro is a heterogeneous community that clearly looks like Somali Bantu and yet predominantly associates themselves to the Garre clan with which they have an alliance in zonal politics. Members of the Garremaro sub-clans are identical to the Garre and that is why in Dolo the two are identified as Garremaro, meaning Garre Riverine and Garre Badia meaning Garre nomadic. The Degodii clan is dominant in the district, yet there are still minority Somali clans living in small pockets. Most of these smaller groups have alliances with various Degodii sub-clans.



## 4.5 SOCIAL SERVICE CHARACTERISTICS

According to the Woreda Administration, there are a total of 3 health centres in the district, one run by government health biro, and the other two opened for Somalia refugees and host community in Melkadida and Bokolomayo Kebele. Besides there are 12 health posts distributed in different Kebeles of the district.

Concerning education, the information from the Woreda indicated that the educational coverage increased in the last three years. The student enrolment in 2000 E.C was 18,234. This number was 12,856 in 1997. This result was explained by the increase on number of schools constructed. According to the 2000E.C report, the number of schools has reached 19 (14 schools for grade 1-4, 4 schools for grades 1-8 and 1 schools grades 9and 10).

## 4.6 DESCRIPTION OF PSNP-PAP IN DOLO ADO WOREDA

### 4.6.1 Background of the PSNP-PAP

In May 2008, the USAID Bureau for Democracy, Conflict and Humanitarian Office of Food for Peace funded Save the Children/USA and its partners Pastoralist Concern Association of Ethiopia (PCAE) and Adventist Development and Relief Agency (ADRA) to implement an 18 months Productive Safety Net Program - Pastoral Areas Pilot (PSNP-PAP) in 5 pastoral *Woredas* in southern Ethiopia, as part of a broader Government of Ethiopia PSNP pilot in pastoral areas. Following the submission of a new Pipeline and Resource Estimate Program (PREP) in July 2009, the duration of the Program has been extended to March 2011. Regional agreements have been signed with the respective Regional Governments.

#### 4.6.2 Beneficiaries and Coverage

Save the Children implements the program in Dollo Ado and Dollo Bay *Woredas* in Somali Region. The program in Dolo Ado district targets 95,781 beneficiaries, including 25% direct transfers and 75% regular beneficiaries who are involved in public works. In addition to the PSNP-PAP beneficiaries, Save the Children also has met the needs of an additional 20% transitory food insecure households or ‘contingency beneficiaries’ bringing the total case-load to 114,800.

#### 4.6.3 Household Package Beneficiaries /livelihoods diversification

Save the Children organized 40 women groups, to strengthen social capital in Safety Net Approach for Pastoralists (SNAP) programmes. Members of each of the new groups first completed small business management training and only then were they given start up loans with which to start up grain, commodity and livestock trading businesses. In addition, Save the Children supported 14 women’s groups to construct infrastructure for grinding mills, grain store and poultry, 12 groups with irrigation pumps and 10 groups with cereal grinding mills.

#### 4.6.4 Graduates from PSNP-PAP

During the period of programme implementation, a rapid initial assessment of previous Save the Children supported SNAP beneficiaries has revealed that a number of ex-pastoralists who were supported to engage in small-scale irrigation and to establish grinding mills are no longer receiving food transfers and have therefore voluntarily graduated.

#### 4.6.5 Activities Conducted By PSNP-PAP

Save the Children supported an assessment in identifying and prioritization of potential water sources to be improved. As a result of the assessment, wells, ponds and *Birkas* (cement lined cisterns to collect rainwater runoff) were identified for improvement in each of the operational sites. During the period of implementation, 17 traditional wells were rehabilitated, 5 livestock drinking troughs constructed and 11 *Birkas* constructed and rehabilitated. In addition, 7 hand dug wells were constructed and 13 ponds constructed and rehabilitated.

Save the Children worked with 9 communities in Dollo Ado to address water point maintenance. As a result of this initiative, 39 community members (including 9 women) were given technical training in site maintenance and repair. The purpose of the training was to strengthen the customary water management system.

60 customary leaders gathered in a series of meetings discussed approaches to the increasing incidence of drought and global climate change. As a result of the meetings an increasing number of pastoral households are piloting communal enclosure for improved access to dry season fodder and the cutting and storing of post harvest irrigated maize. As part of this initiative some ex-pastoral communities are also engaged in small-scale irrigation for fodder production and during the period of reporting 25 ha of land were taken out of conventional food production for fodder production. In this way it is planned to increase feed supply for livestock and ensure continued milk production with a view to keep children healthy.

In addition, during the period of reporting 2911 ha of *Prosopis* affected rangeland was cleared by 8 charcoal making groups which are now supported by Save the Children. The charcoal is sold which augments household income.

Based on community priorities identified through the CAP process, the various WFSTFs, Save the Children and partners are supporting communities in pastoral areas to improve access to basic services including new community food stores, schools, health centers and sanitation. To this end, 20 social service infrastructures (schools, health and water points) were fenced; 57 shades constructed for schools; 1,372 kms of access roads constructed; 47 public toilets and 24 community stores constructed.

## CHAPTER FIVE: RESULT AND DISCUSSION

### 5.1 RESPONDENTS CHARACTERISTICS

#### *Sex composition*

Out of the total respondents, 85.5% are male headed households whereas 14.5% are female-headed households. This indicates that the number of male-headed households is more than 5 times of the female-headed households.

*Table 5.1 Respondents' sex*

Sex	Frequency	Percent
Male	94	85.5%
Female	16	14.5%
Total	110	100%

Source: Household Survey, 2011

#### *Marital Status*

The respondents were asked for their marital status, in this regard are married, are single, are divorced and are widowed. According to the male headed response 61% are monogamous whereas the remaining 39% are polygamous (table 5.3)

*Table 5.2 Marital status of Respondents*

Marital status	Frequency	Percent
Married	82	74.6%
Single	4	3.6%
Divorced	13	11.8
Widowed	11	10%
Total	110	100%

Source: Household Survey, 2011

**Table 5.3 Respondents' Responses to polygamy**

Response	Frequency	Percent
No	50	61%
Yes	32	39%
Total	82	100%

Source: Household Survey, 2011

### ***Family size***

Concerning family size, 24 (21.8%) of the respondents have a family size ranging below 4, whereas the households with 5-7 are 42(38.2%). 31.8 %( 35HH) have family size ranging from 8-10. There are also respondents with a family size of more than ten. This accounts 8.2% of the respondents.

**Table 5.4 the family size of the respondents**

Family size	Frequency	Percent
< 4	24	21.8
5-7	42	38.2
8-10	35	31.8
>10	9	8.2
Total	110	100%

Source: Household Survey, 2011

### ***Educational Status***

Based on the survey result (table 5.5) on the educational status of the respondents, 75.5 % cannot read and write, 22.7% on the other hand, can read and write. The remaining 4.5% and 1.8% have primary and secondary education respectively.

*Table 5.5 Educational status of the respondents*

<b>Educational Status</b>	<b>Frequency</b>	<b>Percent</b>
Can read and write	25	22.7
Cannot read and write	83	75.5
Elementary Education	5	4.5
Secondary Education	2	1.8
Total	110	100%

Source: Household Survey, 2011

## **5.2 THE CONTRIBUTION OF PSNP-PAP TO ASSET PROTECTION AND BUILDING**

One of the objectives of PSNP-PAP is asset protection and building. Assets are categorized in to human capital, physical financial capital and natural capital. This part of the analysis attempts to address the contribution of PSNP-PAP to these types of assets.

### **5.2.1 Human Capital**

In the human capital; health, education and capabilities are included. In the study, the contribution of the programme to these human capitals was assessed. The result showed that out of the total 110 households 80 (72.7%) of them reported that they used health care more this year than in the previous years. And 35 of them (31.8%) credited PSNP-PAP for the improvement. Whereas 45 of them stated that, it is for another reason. The remaining respondents 30 (27.3%) said that we did not get a better health service even after the implementation of the programme.

Regarding education, school enrolment of children and drop out of students were surveyed. Households with school age- children were 90 from the total sample (110). These households

were asked whether they have sent more of their children to school this year than the previous years. 60 of these households replied positively. And out of these 25 households said it is due to the PSNP-PAP.

The survey was also made to check the drop out of the students. Almost half (44.4%) of the students enrolled in school this year found to be dropouts. According to the households, these dropouts are because the children were involved to keep livestock to distant areas since there is a shortage of grazing grass in the Kebeles. In addition to this, some of the children help their families in the public work. And other households gave emphasis for different social problems like early marriage.

Even though there are dropouts, the programme was attributed for keeping children longer in school compared with other reasons. That is 16.7% of the beneficiaries stated the enrolment for longer period due to PSNP-PAP whereas 38.9% of them credit to other reasons (see table 5.6)

The other aspect of human capital is capability, which can be expressed through acquiring new skills and knowledge. In this regard, the contribution of the programme for public work beneficiaries is significant compared with other reasons; the number of household beneficiaries acquiring new skill and knowledge due to the PSNP-PAP is 39(47.2%). This number is out of 57 households who acquired a new skill and knowledge. The remaining (31.3%) beneficiaries did not get any kind of new skill and knowledge (table 5.6).



*Table 5.6 Contribution of PSNP-PAP to social service provisions*

	Yes there is improvement			No	Total
	Yes because of safety net	Yes because of other reasons	Total		
Use of better health facilities	35(31.8%)	45(40.9%)	80(72.7%)	30(27.3%)	110
Have you sent more of your children to school	25(27.8%)	35(38.9%)	60(66.7%)	30(33.3%)	90
Kept children in school for longer	15(16.7%)	35(38.9%)	50(55.6%)	40(44.4%)	90
Have acquired new skills or knowledge	39(47.2 %)	17(21.5%)	57(68.7%)	26(31.3%)	83

Source; household survey, 2011

### 5.2.2 Physical Capital

Physical capital includes land, livestock, farm equipments and other household assets. From the table 5.7 and 5.8, it can be understand that there is a protection and building of new livestock and household assets. Most of the respondents attributed it for the PSNP-PAP. The respondents were asked about their assets before and after safety net. The tables below show productive and household assets summary.

*Table 5.7 Household assets of respondents before and after PSNP-PAP*

House hold assets	Number of household asset before safety net				Number of household asset After safety net			
	1	2	>2	0	1	2	>2	0
Chair	37	17	10	36	48	33	19	10
Table	12	1	-	97	33	2	-	75
Radio	26	-	-	84	41	-	-	69
Tea cup	23	20	49	18	8	43	53	6
Tray	54	24	17	15	39	39	23	9
Jerycan	24	70	16	-	6	79	25	-
Fanos	94	6	-	10	90	19	-	1
Milk container/can	37	12	2	59	47	39	5	19

Source; Household survey, 2011

From the table above it is possible to see the improvement in these assets for most of the households. That is, the percent of households who have the household equipments after safety net is higher than when compared with those who have before safety net. The number of households, who did not have the equipments before safety net has decreased after safety net for almost all of the household goods. Furthermore, the household equipments if not increased at least there are no depletion.

**Table 5.8 livestock before and after safety net**

Livestock	Before safety net				After safety net			
	1-2	3-4	>4	0	1-2	3-4	>4	0
Cattle	31	38	18	23	32	43	23	12
Sheep	35	51	6	18	37	47	17	9
Goat	32	41	12	25	31	46	23	10
Camel	40	34	3	33	35	46	8	21
Donkey	21	9	1	79	22	12	2	74
Poultry	11	24	21	54	13	22	25	50

Source; Household survey, 2011

These households were asked whether the absence of depletion or improvement in assets is due to PSP-PAP or not. In response to this, the result from table 5.9 reveals that most of them 70.9% for household assets and 75.5% for productive assets contribute the attribute the PSNP-PAP. Whereas those who said there is asset depletion accounts only 10.9% and 8.2% for household assets and productive assets respectively.

**Table 5.9 Response for absence of asset depletion**

	Household asset		Productive asset	
	Frequency	Percent	Frequency	Percent
No	12	10.9%	9	8.2%
Yes because of PSNP-PAP	78	70.9%	83	75.5%
Yes for other programmes	20	18.2%	18	16.3%
Total	110	100%	110	110

Source; Household survey, 2011

From this result, one can deduce that the PSNP-PAP is playing a significant role in reducing household asset depletion and at the same time asset building. In other words, PSNP-PAP is trying to meet one of its objectives.

The PSNP-PAP has also paramount importance in avoiding the sell of livestock and even acquiring a new livestock asset benefited from the household package, which is given for the beneficiaries. From table 5.8 one can understand that the households either acquired new livestock assets or avoided the depletion. From the table, most of the number of households who do not have livestock assets decreased after PSNP-PAP.

Respondents were also asked the reasons for the improvement of the livestock improvement; large number of the households (77 % out of those who said there is improvement) credited the PSNP-PAP whereas the remaining (33%) gave the credit to other reasons. It is only 22% of the total households that say 'no' when they are asked for the improvement (table5.10)

**Table 5.10 Response to the improvement of livestock ownership**

Responses	Frequency	Percent
No	22	20
Yes because of PSNP-PAP	68	61.8
Yes because of other reasons	20	18.2
Total	110	

Source; Household survey, 2011

### 5.2.3 Financial Capital and consumption pattern

As it is shown in table 5.11, saving is not made by most of the households the number of households that save money (31) is much smaller than those who don't save money (79).

**Table 5.11 saving culture of the households**

Responses	Frequency	Percent
No	79	72.8
yes	31	28.2%
Total	110	100%

Source; Household survey, 2011

The effect of the PSNP-PAP on the saving is the other aspect of the study. 64.5 % ( 71) of respondents avoided sell of household assets to by food because of safety net. Moreover 15.5% (17) of the respondents said that we have avoided sell of household assets but because of other reasons. The contribution of the programme to food consumption pattern is also significant. As presented in the table 99 (90%) of the respondents responded that they have consumed more or better food this year than the year before. From these respondents 68% and 31% said it is because of the PSNP-PAP and other reasons respectively.

**Table 5.12 responses of respondents for consuming more food or better food this year than last year**

Responses	Frequency	Percent
No	11	10
Yes because of PSNP-PAP	68	61.8
Yes because of other reasons	31	28.2
Total	110	100%

Source; Household survey, 2011

#### 5.2.4 Natural Capital

The main livelihood in the study area is Pastoralism. Hence, the programme in the area has engaged in rehabilitation of degraded grazing land, restoration of rangeland productivity and the management of riverine grazing. According to the reports from SC-USA, 25 hectare of fodder plots were established. To reduce area invaded by Prosopis 2911 hectare of land was cleared. 500 hectare of grazing land invaded by an exotic harmful weed called *Parthenium hysterophorous* was cleared and enclosed.

This information was supplemented by FGD and key informants. All of the focus group discussions agreed that the programme played important role for the management and sustainable utilization of grazing lands. They have indicated that the works help to rehabilitate and develop grazing lands which were damaged by overgrazing.

### 5.3 PROGRAM IMPLEMENTED VERSUS THE PROGRAM MANUAL

The PSPN-PAP Guideline stated that implementation of the program needs to follow some procedures and principles. This part of the analysis tried to incorporate these issues whether the target Kebeles follow these procedures and principles. The findings throw some light on the effectiveness of the public work and associated problems. Therefore, this part gives emphasis to the targeting condition of the beneficiaries, the problems encountering the public workers and the public work and related issues.

#### 5.3.1 Targeting Issues

In order to reach the intended beneficiaries appropriately, a strong consideration of targeting issue is required in chronically food insecure areas such as Dolo Ado. In this, assessment was made if the public work participants met the criteria set on the program implementation guideline as stated in Chapter three. In addition to these criteria, the responses of the respondents were included to assess the targeting.

#### *Selection of the beneficiaries*

Table 5.13 shows that 96 (87.3%) of respondents have the information why they are selected to the public work or for direct support. The rest of them (only 12.7%) don't even know why they are included in the program section

**Table 5.13 Households' response to their knowledge to why they are selected to the public work/direct support.**

Responses	Frequency	Percent
No	14	87.3%
Yes	96	12.7%
Total	110	100%

Source; Household survey, 2011

Of the total 83 Public work beneficiaries, responses concerning the reasons why they are selected for the category, all of the respondents replied that it is because we are the member of the community. The responses 'I am not disabled', 'I am not elderly', 'I am not patient and other reasons hold the rank from the second to the fifth. The result is shown is shown in table 5.14.

**Table 5.14 Reasons given for why beneficiaries are included in the public work (multiple responses)**

Reasons	Frequency	Percent
Not disabled	78	94.5%
Not elderly	76	91.8%
Not patient	74	89.1%
Live in the village	81	97.3%
Others	60	71.8%

Source; Household survey, 2011

Respondents of public work beneficiaries were asked whether they agree with the decision or not. 39.8% of the respondents indicated that they should not be included in the in the public work rather than direct support. In other words, table 5.15 shows that 33 out of 83 respondents do not agree with the decision. Most of them (60.2%), however agree with the decisions.

**Table 5.15 Respondents' agreement to the decision**

Responses	frequency	percent
No	33	39.8
Yes	50	60.2
Total	83	100.0

Source; Household survey, 2011

The disagreement to the decision was looked taking both sexes in to consideration. Based on the response from table 5.16, the majority of the female headed households (84.6%) do not agree to the decision. On the other hand, majority of the male headed households (68.6%) agree with the decision (see table 5.16). Therefore it is only 15.4% of female headed households that agree with the decision.

**Table 5.16 Responses of decision agreement in comparison to the respondents' sex**

			do you agree to the decision		total number
			no	yes	
respondents sex	male	count	22	48	70
		% within respondents	31.4%	68.6%	100%
	female	count	11	2	13
		% within respondents	84.6%	15.4%	100%
total		count	33	50	83
		% within respondents	39.8%	60.2%	100%

Source; Household survey, 2011

The target group of the study were asked why they don't agree to the decision. 11 out of 13 female headed households gave focus for the work burden they shoulder in the public work and home work. The rest (22) of them stressed that they are included even though they are elderly, disabled or they are sick.



### 5.3.2 Communal Benefits of public work

The works, which are done under the public work, must be for communal benefit. In this regard public work beneficiaries indicated that they were working on the communal land. 98% of beneficiaries stated that they have worked on communal/clan land.

### 5.3.3 Community Acceptance

The PSNP-PAP guideline states that the public work that is conducted should be within one hour walk from the household's home. This condition is proved to be in line with the ones which were being done in the study area. The survey displayed in table 5.17 shows that 26.5% of the beneficiaries undertake the work within a distant that takes from 20-40 minutes. 49.4% of the workers conduct the public work travelling 40 minute up to one hour. 20% of the respondents, on the other hand, reported that the public work site takes less than 20minute. It is only 3.61% of the respondents that say the working site take more than 1 hour.

*Table 5.17 The time that takes from households home to working sites*

Time taken	Frequency	Percent
<20m	17	20.5%
20-40m	22	26.5%
40-1hr	41	49.4%
>1 hr	3	3.61%
total	83	100%

Source; Household survey, 2011

### 5.3.4 Participation of the Community in the Public Work Selection

In the manual, it is also mentioned that the selection of the public works should incorporate the active involvement of the community. According to the manual, this is because priority should

be given to the demand of the community. Moreover, the involvement is important in creating sense of ownership. Concerning this issue, the survey result reveals that there is active involvement of the community.

According to the survey, 39% of the respondents indicated that they were not involved while selection of the public works conducted while 61% of public work beneficiaries stated they were not involved (see Table 5.18)

***Table 5.18 Participation in the Public work selection***

<b>Responses</b>	<b>Frequency</b>	<b>Percent</b>
No	32	39%
Yes	51	61%
Total	83	100%

Source: Household Survey, 2011

In the participation aspect of the program, it is worth mentioning to give attention to the women participation. The practical implementation of this indicates that women participation is lower than men. Table 5.19 supports this result. Out of the total number of women included in the study (13), it is only 30.7% that are involved in the selection of the work whereas among the men 50 i.e. 71.4% in the included in the selection.

**Table 5.19 Respondents' sex compared with public work selection**

			do you participate in the public work selection		total number
			No	Yes	
respondents sex	male	count	23	47	70
		% within respondents sex	32.9%	67.1%	100%
	female	count	9	4	13
		% within respondents sex	69.3%	30.7%	100%
total		count	32	51	83
		% within respondents sex	39%	61%	100%

Source: Household Survey, 2011

The respondents who did not involve in the public works were asked the concerned body that selects the works. Most of them gave priority to the CFSTF (37.5%) and for both CFSTF and KFSTF (28.1%). There are also respondents who said it is KFSTF (18.8%). Even some (6.25%) of them do not know the responsible body (see table 5.20). From this it can be understood that the respondents do not have clear information of the selection activity.

**Table 5.20 who selected the public work?**

Responses	Frequency	Percent
CFSTF	12	37.5%
KFSTF	6	18.8%
Both KFSTF and CFSTF	9	28.1%
others/ Save the Children	3	9.38%
I do not know	2	6.25%
total	32	100%

Source: Household Survey, 2011

### 5.3.5 Work Norms

The work norms set by MoA and WFP (MoARD, 2004) was used for PSNP-PAP public work activities. Additional relevant work norms to pastoralist area were developed at the local WFSTF. The community should have adequate information about the work norms. This is significant for the appropriate accomplishment of the work. As shown in the table 5.21, those who have the information about these work norms and those that do not have are almost proportional.

**Table 5.21 Households information to existing work norms**

Responses	Frequency	Percent
No	43	51.8%
Yes	40	48.2%
Total	83	100%

Source: Household Survey, 2011

Beneficiaries were asked to categorize the activities they have carried out as having work norms difficult to fulfil and easy to work. The majority of the respondents (25.3%) indicated that they consider Prosopis clearing as the most difficult work. Followed by, Access roads construction/maintenance (18.1%) and Birka construction and maintenance (14.5%). There are also respondents who said Construction of hand dug wells are difficult works (12%).

**Table 5.22 Activities that are perceived to have difficult work norms**

Responses	Frequency	Percent
Construction of livestock drinking troughs	3	3.6%
Birka construction and maintenance	12	14.5%
Construction of hand dug wells	10	12.0%
Pond excavation/rehabilitation	5	6.0%
Prosopis clearing for charcoal making	21	25.3%

Access roads construction/maintenance	15	18.1%
Construction of public toilets	6	7.2%
Construction of community mini-stores	4	4.8%
Rehabilitation of degraded pasture land through temporary enclosure, Establish fodder plots on cleared areas	2	2.4%
Rehabilitate existing traditional wells	5	6.0%
total	83	100%

Source: Household Survey, 2011

The easiest work, according to most of the respondents, is fencing of social infrastructure (schools, health centres, water points etc), Shade construction for schools with 25.3% of the respondents and the next one is Rehabilitate existing traditional wells (22.9%), followed by the Construction of public toilets (12%) and Construction of public toilets with 12%. (see table 5.23)

**Table 5.23 Activities that are perceived as easy**

Responses	Frequency	Percent
Construction of livestock drinking troughs	9	10.8%
Pond excavation/rehabilitation	6	7.2%
Construction of public toilets	10	12.0%
Construction of community mini-stores	8	9.6%
Rehabilitation of degraded pasture land through temporary enclosure, Establish fodder plots on cleared areas	10	12.0%
Rehabilitate existing traditional wells	19	22.9%
Fencing of social infrastructure i.e. schools, health centres, water points etc, Shade construction for schools	21	25.3%
total	83	100%

Source: Household Survey, 2011

### 5.3.6 Sustainability of Public Works

An attempt was made to ensure the sustainability of public works; by taking in to account the maintenance work, the participation of the respondents in the community work, follow-up and training given by the professionals. Moreover, the perception of the community to the sustainability of the work is taken into consideration.

The public works that are conducted by the program are contributing to the well being of pastoralist communities and their way of life. The perception of the study group is stated in previous topics on the contribution of PSNP-PAP for asset building and protection. Public work activities relevant to pastoralists such as rangeland management and development, developing water sources and construction of cattle troughs play a significant role. However, the advantage from this works of the program can only continue if there is a continuous maintenance, follow-up and training to the participants.

#### *Participation in the maintenance work*

The involvement of the community in the maintenance work is assessed during the survey work. The result from Table 5.24 portrays that 65% of the respondents involves in the activity whereas 35% doesn't. Here, it seems that most of them are not involved in the activity. Nonetheless, the respondents' response to the frequency of their involvement gives a different result. That is to say, the number of respondents who involve frequently in the activity is small.

The table also shows that male headed households (73% of the total male headed) are better in the involvement of the maintenance work than the female- headed households (23% of the female-headed households). This is most probably due to the work burden that they have.

**Table 5.24 the number of female and male headed households participating in the maintenance work**

			Response to participation		total number
			No	Yes	
respondents sex	male	frequency	19	51	70
		percent	27%	73%	100%
	female	frequency	10	3	13
		percent	77%	23%	100%
total		frequency	29	54	83
		percent	35%	65%	100%

Source: Household Survey, 2011

The table 5.25 below indicates the number of respondents who frequently involve in the maintenance work. Consequently, the result shows it is only 20% of the respondents who are involved in the maintenance work frequently whereas, 55% and 25% were involving sometimes and rarely, respectively. Therefore, this result provides the evidence that regular participation in the maintenance work is low.

**Table 5.25 Response to frequency of participation on maintenance work**

frequency of participation	Frequency	Percent
most frequently	11	20%
sometimes	30	55%
rarely	13	25 %
total	54	100%

Source: Household Survey, 2011

The respondents were asked the main reasons why they do not involve in the maintenance work. In this regard, 56% have responded that the work burden they bear in keeping livestock and domestic work. 15% replied that there was no maintenance of the public work in their specific

areas. 24% of the respondents believe that the maintenance work not necessary. The remaining respondents have given emphasis for the shortage of time (table 5.26)

**Table 5.26 Reasons of households for why they do not participate in maintenance work.**

frequency of participation	Frequency	Percent
work burden	16	56%
maintenance is not necessary	7	24%
there was no maintenance	4	15%
Shortage of time	1	5%
total	29	100%

Source: Household Survey, 2011

The respondents who involve in the maintenance work were asked to mention the maintenance work that they did most. Most of them put maintenance of Pond first (21%) followed by maintenance of Birka (20%). The remaining 19%, 18% and 17% replied Maintenance of communal building, Maintenance of livestock drinking troughs and maintenance of Access roads respectively.

**Table 5.27 Activities that household participate in maintenance work most frequently**

Maintenance works	Frequency	Percent
Rehabilitation/maintenance of Pond	11	21%
Maintenance of Birka	11	20%
Maintenance of Access roads	9.2	17%
Maintenance of existing traditional wells	2.7	5%
Maintenance of livestock drinking troughs	9.7	18%
Maintenance of communal building	10	19%
total	54	100%

Source: Household Survey, 2011



### ***Participation on community work***

The sustainability of the programme again can be examined by taking in to account the involvement to the community work. Conditional beneficiaries are expected to participate in community work in addition to the public work. This is carried out whenever there is shortage of workers. This was found to be totally non existence.

### ***Continuity of the work in the absence of the programme***

Respondents were asked whether they continue the work in the absence of the payment. 37.3% of them answered that they will continue even the programme's payment stopped. 54.2% of them however will stop the work if there is no payment. The rest of the respondents (8.4%) are not sure whether they continue the work or not. The result provided in table 5.28

***Table 5.28 Households response to continuation of the work in the absence of the payment***

<b>frequency of participation</b>	<b>Frequency</b>	<b>Percent</b>
No	45	54.2%
Yes	31	37.3%
I don't know	7	8.4%
Total	83	100%

Source: Household Survey, 2011

### ***Follow-up and training***

For the effectiveness of the public work, the follow-up and training provided by experts and concerned bodies is significant. As far as the follow-up to the public work is concerned, most of the respondents indicated that Save the Children USA follow-up the work. However; they have added that experts from the Woreda visit them rarely.

The result obtained from the fieldwork indicates that those who have observed the follow-up and those who do not observe the follow-up are 68.7% and 31.3% respectively as shown in table 5.29. The key informants also indicated that because of shortage of adequate field staffs of the SC-USA, they have observed less follow-up.

**Table 5.29 Response given to the presence of follow-up to the public works**

frequency of participation	Frequency	Percent
No	26	31.3%
Yes	57	68.7%
Total	83	100%

Source: Household Survey, 2011

Most of the respondents (36.8%) observed SC-USA mostly following up their work. There are also respondents (26.3%) who said that the KFSTF did the follow-up. Others said it is WFSTF (24.6%) who make up follow-up

**Table 5.30 Responses of households to who will follow-up the works that you have done**

frequency of participation	Frequency	Percent
SC-USA	21	36.8%
KFSTF	15	26.3%
WFSTF	14	24.6%
CFSTF	5	8.8%
Others	1	1.8%
Total	57	100.0%

Source: Household Survey, 2011

Training is one of the most important requirements in the public work since the participants follow some standard of doing the work. Concerning the training, almost 84% of the respondents

did not get training but the remaining 16% got training that can enhance the achievement of the public work.

According to the discussion with staffs of SC-USA, although government staff turnover at the *Woreda* is a real problem, working closely with the Kebele FSTF has made possible to build local knowledge and capacity which has a positive and lasting impact in the implementation of the program. Also it is evident that once empowered KFTSFs are able to influence positively new incoming WFSTFs to ensure that proven best practices are consolidated and built on. Save the Children have conducted training for 59 WFSTF members and relevant government officials. In addition, Save the Children organized workshops for 519 *Kebele* and *Woreda* staff and customary leaders.

### 5.3.7 Gender Issues

Gender sensitivity is mentioned in the programme implementation guideline as one of the principles. As a result, giving attention to this is very important. In this part, the involvement of women in the perception of the household is assessed. Moreover, an attempt was made to assess the support given to the female-headed households by male-headed households.

#### *Participation in the public work*

Based on the survey result, except 24.1% of the respondents most of them (75.9%) believe that the public work involve women equal to men (table 5.31)

**Table 5.31 Responses of households to whether the program lets women involve equally like men in the public work**

Responses	Frequency	Percent
No	20	24.1%
Yes	63	75.9%
Total	83	100%

Source: Household Survey, 2011

Respondents, who said ‘No’ to the above question, were asked their reasons. For those who believe the female the female headed households are not equally involved, the main reason was they believe that women have work burden at home. It was 55% of the respondents. The second and the third reasons were related believe that women are weaker than men (25%) and the prohibition to go out due to religious reasons (15%) (See table 5.32)

**Table 5.32 Reasons why respondents believe that women do not equally participate**

Reason given by participants	Frequency	Percent
Work burden at home	11	55%
They are weaker than men	5	25%
Women are not allowed to go out of home due to religious reasons	3	15%
I do not know	1	5%
Total	20	100%

Source: Household Survey, 2011

### **Support given to female- headed households**

According to the program implementation guide, Female headed household should be supported if they do not get support from either their children or their families. Regarding the support given to female-headed household, the study result (shown in table 5.33) revealed that 68.6% of male headed households stated they did not support them. 31.4% of male headed households supported female-headed households on their public work activity.

**Table 5.33 Male headed households response to their the support given to female-headed households**

Responses	Frequency	Percent
No	48	68.6%
Yes	22	31.4%
Total	70	100%

Source: Household Survey, 2011

As shown in table 5.34 and table 5.35, both of them were asked their priority reason for why and did not support the female-headed households. Those that participated in the support mentioned reasons like ‘She belongs to my clan’ and because ‘She is my relative’. The percentage for these responses was 40.9% and 22.7% respectively. The number of the respondents that said it was for removing the work burden without being relative of the female- headed households was 18.2%. The rest (18.2%) support them because they were in the same neighbourhood.

**Table 5.34 Response to why households give support to female headed households**

Reason	Frequency	Percent
She belong to my clan	9	40.9%
to remove the work burden of women	4	18.2%
She is my neighbour	4	18.2%
She is my relative	5	22.7%
Total	22	100%

Source: Household Survey, 2011

On the other hand, for those who did not support the female headed households, the most important reason which was 48% was that “ Even I do the public work in difficulty”. Whereas I do not have time, No one told me so, and because of other reasons, take the rank from second to fifth (See table 5.35).

**Table 5.35 Reasons for not supporting female-headed households.**

Reason	Frequency	Percent
Even I do the public work in difficulty	23	48%
I do not have time	16	33%
No one told me so	5	10%
Other reasons	4	8.3%
Total	48	100%

Source: Household Survey, 2011

### ***Representation of women in the WFSTK, KFSTF and CFSTF***

The program implementation guideline has emphasized that wherever possible women should be represented on the WFSTF, KFSTF and CFSTF. Representation of women in these task forces will help to ensure women participation in the Programme. Priority should be given to activities which women can work on and which help to reduce women's regular work burden and increase access to productive assets. Women should be prioritized and actively encouraged for training, especially involving skill development. While discussing with key informants it was understood that the representation of women in all levels of the food security task forces was minimal.

#### **5.3.8 Working Time**

Both Melkadida and Bokolomayo Kebeles are homogenous in respect to climate, livelihood and social conditions. Hence, the weekly allotment of the public work is the same for both Kebeles. That is, the community of the two Kebeles work three days per week. Food transfers were designed to coincide with the dry seasons (January, February, March and April and again in July and August) and hence periods of higher than average food prices, lower than normal livestock prices and poor terms of trade.

In relation to the working time, the focus group discussion participants indicated that they have not faced any problem in relation to the working time. The work burden during rainy season is high in pastoralist areas and the implementing NGO has reduced the working days during peak grazing periods.

## **5.4 PAYMENT RELATED ISSUES DIRECT SUPPORT AND PUBLIC WORK BENEFICIARIES**

Respondents were asked payment related questions to identify problems related to the payments. In this payment related issues, timing, inclusion of household family members, receiving payment, comparison of payment with local wage rate and the comparison with the public works done as follows.

### **5.4.1 Timings of the Payment**

Late payments of public work have impact on food insecure households especially during dry seasons of the year. From the Focus group discussion it is indicated that there was late monthly payments in some months of the year. Moreover they also pointed out that these delays were only for less than a month. Households have different coping mechanisms during these late payments. The majority of respondents (87%) reported that they took credit from retail shops for food items. The other coping mechanisms are selling domestic animals (6%) and looking for alternative coping strategies (7%).

### **5.4.2 Family Members Included and Excluded in the Payment**

The PSNP-PAP targets entire families (exceptions may exist where partial family targeting is practiced), and in this way seeks to meet a large portion of a family's food needs in the 'dry season' when food prices are high. The programme implementation guideline indicated that a given household will receive payment based on the family size. The result shown in table 5.37 depicts that the majority of the households are receiving as stated in the manual. 89.1% all family

**Table 5.37 the payment made to households based on their family size.**

Family size	Frequency	Percent
All	98	89.1%
with some/ not will all members of the family	12	10.9%
Total	110	100%

Source: Household Survey, 2011

### 5.4.3 Amount of Payment In Relation to the Local Wage Rates

The programme implementation guideline indicates that to enable self-targeting, the first wage rate will be set at Birr 6 or the price of 3 kg of grain (whichever is the higher) per day and then adjusted upwards in steps until the number of workplaces available has been filled. According to the report from SC-USA payment for beneficiaries was 3.5kg/person/day at the time of assessment. . As shown in the table 5.38, majority (81%) of the respondents indicated that this payment is smaller than the local wage. On the other hand, 12% of the respondents the payment is equal to the daily wages in their areas. The remaining 7% said that they said, they do not know.

**Table 5.38 payment to beneficiaries in comparison with local wage**

Responses	Frequency	Percent
Smaller	89	81%
equal to the local wage rate	13	12%
I do not know	8	7%
Total	110	100%

Source: Household Survey, 2011

Public work participants of the programme who said the daily wages rates are smaller as compared to local rates were further asked why not they look for another job if the payment is



small. Most of them (39.8%) indicated that the work in the town is difficult. There are also respondents who have said that it is because the work in the town doesn't stay for long time (30.1%). Some of the respondents (22.9%) indicated they are doing the job at lower wage rates because it is for the benefit of their village (Table 5.39).

**Table 5.39 reasons given to continue the public work despite smaller payments.**

Responses	Frequency	Percent
the work in the town is difficult	33	39.8%
the work in the town doesn't stay for long time	25	30.1%
because I am working for my village in the public work	19	22.9%
other	6	7.2%
Total	83	100.0%

Source: Household Survey, 2011

#### 5.4.4 Payment in Comparison to the Public Work

Comparison with the public work done is the other aspect of payment. 39% of respondents replied that payment is sufficient as compared to the work they do while 43% replied it is small. The remaining 18% said that the payment is very small.

#### 5.4.5 Problems during Payment

According to the beneficiaries of direct support and public work, there are problems during the time of payment (53%) while the remaining 47% said there are no problems. Respondents who said that there is problem during payment were further asked to what specific problem they encountered during payments. Base on table 5.40 respondents indicated problems like those that overcrowded payment places (33.6%), under scooping (43.6%), difficult to get cash payments (16.4%) and other difficulties (6.4%).

**Table 5.40** *problems occurred during payments*

<b>Responses</b>	<b>Frequency</b>	<b>Percent</b>
Over-crowded payment places	37	33.6%
Under-scooping	48	43.6%
Difficulty to get cash payment	18	16.4%
Other problems	7	6.4%
Total	110	100%

Source: Household Survey, 2011

#### **5.4.6 Payment Preferences**

To address the demand of beneficiaries it is paramount importance to see their preference. Based on the result given on table 5.41 below, the most preferred payment is food (79%), followed by cash (11%). The remaining 10% preferred both food and cash.

**Table 5.41** *Respondents preferences for type of assistance from PSNP-PAP*

<b>Responses</b>	<b>Frequency</b>	<b>Percent</b>
Food only	87	79%
Cash only	12	11%
Food and Cash	11	10%
Total	110	100%

Source: Household Survey, 2011

The reasons given by the respondents for referencing food over cash high food price, food can be stored while cash can be spent immediately and fear of wasting the cash unnecessarily. Reasons for preferring cash is that it is more flexible than food aid, need to buy different commodities and

cash allows more diverse diet than food aid. Reason for half cash and half food payments are possibility of buying commodities with the cash and the food for home consumption.

#### 5.4.7 Payment Utilization

Table 5.42 gives the information how the payment from the programme is utilized. Based on the information from the table below most of the respondents (28.2%) stated that they buy additional food with the payment from the programme. The next higher number is utilization for buying household equipments (23.6%). 20.9% of respondents said that they used payments to buy additional livestock.

*Table 5.42 payment utilization of households*

payment utilization	Frequency	Percent
to buy additional food items	31	28.2%
to buy household equipments	26	23.6%
to buy additional livestock	23	20.9%
to other social issues	13	11.8%
to buy chat	8	7.3%
to pay for social services	9	8.2%
other	4	3.6%
Total	110	100.0%

Source: Household Survey, 2011

### 5.5 PROBLEMS ON THE PUBLIC WORKS

In addition to payment related problems, respondents face problem during the field work. These are shown in table 5.43. Based on the finding, 55.4% of the respondents faced problem while the remaining (44.6%) do not.

**Table 5.43 Responses to the existence of problem during public works**

Responses	Frequency	Percent
No	37	44.6%
Yes	46	55.4%
Total	83	100.0%

Source: Household Survey, 2011

The respondents who have indicated the occurrence of the problem were asked to enumerate these problems. This is presented in the table 5.44. Most of the respondents (30.4%) have priority to absence of first aid service while the second position is occurred due to shortage of time to do other works with a percentage of 58.7.

**Table 5.44 Kinds of problems facing households during the work (multiple answers)**

payment utilization	Frequency	Percent
we face shortage of time to do other works	27	58.7%
we do not have enough equipments	21	45.7%
I do beyond my capacity	13	28.3%
absence of first aid service	29	63.0%
absence of child care service	11	23.9%
other	2	4.3%
Total	46	

Source: Household Survey, 2011

Most of public work activities are done in difficult terrain and out in the field. Hence absence of first aid was found to be the major challenge during injuries and emergency health problems. Absence of Child care services could also affect participation of women headed households with small children. Absence or shortage of materials could also reduce the quantity and quality of works done.

### *Absence from public work*

33.7% of the participants in the public work registered absent from work at least once. The rest (66.3%) participated on the work regularly (see table 5.45). From the same table it can be seen that, the female- headed households involve better than male headed households even though they have a work burden at home.

**Table 5.45 Absentees from public work in relation to respondents' sex**

			have you ever become absent from public work		total number
			No	Yes	
respondents sex	male	count	46	24	70
		percent	65.7%	34.3%	100%
	female	count	9	4	13
		percent	69.2%	30.8%	100%
total		count	55	28	83
		percent	66.3%	33.7%	100%

Source: Household Survey, 2011

## CHAPTER SIX: CONCLUSION AND RECOMMENDATION

### 6.1 CONCLUSION

In this research paper, an attempt is made to study productive Safety Net Programme –Pastoralist area Pilot in Two districts of Dolo Ado district, Somali Region of Ethiopia. The summary of the assessment is presented as follows.

One of the objectives of PSNP-PAP is asset protection and building. Assets are categorized in to human capital, physical capital, financial capital and natural capital. The findings clearly show that PSNP-PAP has positive contributions to asset protection and building.

In the health sector, a great majority of the study group indicated that they used health care more this year than in the previous years. In Education, although the programme contributed for improving enrolment of students in schools, almost half of the students enrolled in school were found to be dropout. The reasons were sending children to livestock keeping for grazing and some children are helping parents in public work. In the other aspect of human capital which is capability, the contribution of the programme for public work beneficiaries is found to be significant.

The numbers of beneficiaries who have household assets and livestock resources after safety net become higher than those who had before safety net. Hence it can be concluded that the programme is helping in protection and building of new livestock and household assets.

The contribution of the programme to food consumption pattern is also significant. A great number of respondents consumed more or better food after safety net. The programme has also played important role for the management and sustainable utilization of grazing lands. They have

indicated that the works help to rehabilitate and develop grazing lands which were damaged by overgrazing.

The study also attempted to assess the implementation of the Programme versus guidelines in the program Manual. Although overall programme implementation was according to the guideline, few issues were observed that are not in line with the guideline. Most of the sample beneficiaries of the have the information why they are selected to the public work or for direct support. However, more than a third of respondents feel that they should not be included in the in the public work rather than direct support. While majority of male headed households agree with the decisions, most of female headed households disagree with the decision. It was found that the distance of public work from residence of beneficiaries is in accordance with the guideline i.e within the one hour.

In the Manual, it is also mentioned that the selection of the public works should incorporate the active involvement of the community to give priority to the demand of the community to create sense of ownership. More than one third of the respondents indicated that they were not involved while selection of the public works conducted. Results from the study also indicate that women participation is lower than men.

The community should also have adequate information about the work norms. The findings from the study indicate that those who have the information about the work norms and those that do not have are almost proportional.

Prosopis clearing has been classified as the most difficult work in the public work while the easiest works according to most of the respondents, is fencing of social infrastructure.

Although most respondents involved in maintenance, the number of respondents who involve frequently in the activity is small. Male headed households are better in the involvement of the maintenance work than the female- headed household. The reasons for low involvement of female headed households in maintenance were that the work burden they bear in keeping livestock and domestic work.

Non-existence of participation of conditional and less willingness to involve in public work without payment in the future, less training to beneficiaries is also expected to affect the sustainability of the programme. The study also indicates that the public work lack follow up and training given to households.

Gender sensitivity is mentioned in the programme implementation guideline as one of the principles. The result showed that female headed households are allowed to equally participate with men. However they are forced to shoulder the domestic work burden. This is because most of male headed households do not help them in the farm work. Less representation of women in CFSTF, KFSTF and WFSTK has observed in the study.

In relation to the working time, the focus group discussion participants indicated that they have not faced any problem in relation to the working time. The work burden during rainy season is high in pastoralist areas and the implementing NGO has reduced the working days during peak grazing periods.

Problems related to payment of beneficiaries were also examined. It is indicated in the study that there was late monthly payments in some months of the year which did not dissolve the asset building and protection. In regard with number of household members included from a given household, most members aged more than 18 were included and have received payments



accordingly. Most of the households also indicated that the payment is smaller compared to the local wage rates.

According to the result from the study, problems that occurred during payment were overcrowded payment places, under scooping, and difficulty to get cash payments. While most of beneficiaries are happy that they are paid in the form of grain, some have expressed that they preferred both cash and grain for payment.

It was attempted to see the payment utilization of households. Based on the result in this regard, a large number of households utilize the payment to buy additional food, household equipments and to buy additional livestock.

In addition to payment related problems, respondents face problem during the field work like absence of first aid service. Absence of Child care services has also contributed for reduction of participation of women headed households with small children. Shortage of working materials could also reduce the quantity and quality of works done.

Generally, the results from the study show that the PSNP-PAP has contributed for improvements in human, financial, physical, natural wellbeing of the community living in the two Kebeles. Moreover the programme was implemented according to the guideline except minor variations. Some problems were also seen in relation to payments. Hence, if the implementing organizations go deeper to investigate these problems and re-design the programme to match it in to local conditions it can further contribute to the improvement in the livelihood of the community.

Summary of challenges/problems that need attention are

- High drop out of students to help their families in the public work while others are due to need to keep livestock for grazing in far areas and social problems like early marriage
- While majority of male headed households agree with the decisions whether to be included in public work or direct support, most of female headed households disagree
- Community involvement in the selection of the public works was found to be insufficient while women involvement was found to be much less than man.
- Half of the be beneficiaries do not have the information about the work norms
- While involvement of beneficiaries in the maintenance of public work was satisfactory the frequency of involvement was found to be low.
- More than half of beneficiaries are unwilling to continue working without payment which might affect the sustainability of the programme
- training of the beneficiaries to enhance the achievement of the public work was minimal
- Less support of female-headed households on their public work by male headed households has affected their participation. Moreover the representation of women in all levels of the food security task forces was minimal.
- Problems related to payment mentioned by the study group are insufficient amount of payment and delays of payments for some months. Other problems which need attention are overcrowded payment places, difficult to get cash payments and under scooping of grain.
- Other problem are absence of first aid in public work places for injuries and emergency health problems, absence of Child care services, shortage of working materials

## 6.2 RECCOMENDATION

Based on the findings of the assessment the following points are recommended

Although the programme has contributed to improve enrolment of students in to schools, almost half of enrolled students drop out before the end of academic year. Some of the children drop out to help their families in the public work while the majority of them are due to need to keep livestock for grazing in far areas and social problems like early marriage

The objective of the programme cannot be achieved without active participation of the community. Hence it is recommended to involve the community at every stages of the programme implementation. The community should be also trained to improve the quality and quantity of public works. Special emphasis should be given to involve the whole community during selection of the public works.

More than half of beneficiaries express that they are unwilling to continue public work without payment. This indicates that adequate there is a need to convince and aware the community that public works are for the wellbeing of the community. Public awareness on public work norms, selection criteria, should be also emphasized to ensure the sustainability of the project

Vast areas of grazing lands are degraded due to overgrazing which forced the community to travel far from their residence in search of fodder for their livestock. This has resulted in reducing enrolment of children; drop out from schools participation of beneficiaries in maintenance of public works. Scaling up of rehabilitation of degraded grazing lands, in the nearby areas is recommended which will is also contribute for overall improvements of livestock productivity.

Gender sensitivity was found to be less during programme implementation resulting in less participation of women headed households. Hence, gender concerns should be mainstreamed in every levels of the programme implementation.

Problems related to payment mentioned by the study group are insufficient amount of payment and delays of payments for some months. Hence it is recommended to regularly revise and update amount of payments. Other problems which need attention are overcrowded payment places and under scooping of grain. It is also recommended to effect payments in both food grain and cash for.

Facilities for first aid in public work places for injuries and emergency health problems should be in place. Shortage of working materials should be avoided buy distribution tools and equipments for participating households. Child care centres should be established to avoid obstacle on women headed households.

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## APPENDICES

### APPENDIX 1 HOUSEHOLD QUESTIONAIRE

#### *I. Household characteristics*

1. Name of respondent \_\_\_\_\_
2. Respondents Kebele \_\_\_\_\_
3. Respondents sex \_\_\_\_\_
4. Age \_\_\_\_\_
5. The marital status of respondents \_\_\_\_\_
6. Do you have more than one wife yes \_\_\_\_\_ no \_\_\_\_\_ how many \_\_\_\_\_
7. Do you have children yes \_\_\_\_\_ no \_\_\_\_\_ how many \_\_\_\_\_
8. How much family size do you have?
9. The educational status of the respondent is
  - a. Cannot read and write
  - b. Can read and write
  - c. Elementary education
  - d. Secondary education
10. Occupation  
Agriculture /animal husbandry, trading, daily labour, other \_\_\_\_\_

**II. Questionnaire for beneficiary**

1. which component are you included a) **Public work** b) **Direct support**
2. Do you think that the public work /direct support helped the community? How?

**Contribution to social services**

1. Have you sent more of your children in school this year than last year?
  - a) Yes because of safety net      b) yes because of other reasons      c) no
2. Have you kept your children in school for longer this year than last year?
  - a) Yes because of safety net      b) yes because of other reasons      c) no
3. Have you used health facilities this year more than last year?
  - a) Yes because of safety net      b) yes because of other reasons      c) no

**Consumption pattern**

1. Have you consumed more food or better food in this year more than last year?
  - a) Yes because of safety net      b) yes because of other reasons      c) no
2. Have you avoided having to sell household assets to buy food this year?
  - a) Yes because of safety net      b) yes because of other reasons      c) no
3. Have you acquired new skills or knowledge that has increased your income this year?
  - a) Yes because of safety net      b) yes because of other reasons      c) no
4. Does the household save money?
  - a) Yes      b) No
5. Have you avoided using household saving to buy food this year?
  - a) Yes      b) No
6. is there improvement in your household assets?
  - a) Yes      b) No
7. If Yes, list items you get because of productive safety net

House hold assets	Number of household asset before safety net				Number of household asset after safety net				
	1	2	>2	0	1	2	>2	0	
Chair									
Table									
Radio									
Tea cup									
Tray									
Jerycan									
fanos									
Other									

8. Is there improvement in the livestock ownership, what is the main reason?
  - 1) Yes, because of productive safety net
  - 2) Yes, because of other reasons
  - 3) No improvement



Livestock	Before safety net		After safety net	
Cattle				
Sheep				
Goat				
Camel				
Donkey				
Poultry				
Other s				

9. What do you benefit from the livestock you get because of safety net?

**Problems related to public works**

1. Were you involved in the selection of the beneficiaries?

a) Yes      b) No

2. Do you know why you are selected in the public work?

a) Yes      b) No

3. If yes what is/are the reason/s

1) I am not patient

2) I am not elderly

3) I am not disabled

4) I live in the village

5) I have enough time to work, I am not pregnant above six months, and I am not lactating within ten months

4. Do you agree to the decision?

a) Yes      b) No

5. If you say no, list the major reasons why you do not agree?

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6. Did you do a public work on private land?

a) Yes      b) No

If yes, Reasons for conducting on private land

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7. What do you construct by safety net program?

8. What benefit do you get from the infrastructures constructed?

9. How many hours it takes to reach to the place

1) < 20minute      2) 20-40 minute      3) 40-1 hour      4) >1 hour

10. Did you participate in the public work selection?

a)Yes    b ) No

11. Who selected the public works?

- 1) Kebele administration 2) community food security task force
- 3) Kebele food security task force 4) I do not know

12. Do you have adequate information about the work norms

a)Yes    b ) No

13. What are the activities that are perceived to have the most difficult work norms?

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14. What are the activities that are perceived to have the most easy work norms?

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15. Did you participate in the maintenance work?

a)Yes    b ) No

16. If not why did not participate

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17. If yes in which public work did you participate

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18. Do you continue the public work if the payment does not continue?

a)Yes    b ) No

19. Is there follow-up while doing the public work?

a)Yes    b ) No

20. If yes `who will follow-up the works that you have done?

- 1) Kebele administration 2) community food security task force
- 3) Kebele food security task force 4) I do not know

21. Do you believe that the public work let women involve equally like me?

a)Yes    b ) No

22. If not what are the reasons?

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23. Is there any special support given to female- headed families? What is it?

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24. What were the Previous Coping Mechanisms?

25. What is the form of payment for public work? How much?

- a) Grain    b) money    c) other

26. When you compare the payment to the local wage rate, is it

- a)smaller b)greater c) I do not know

27. If you say the payment is small, why do not you look for other job?

28. Have you faced problem during payment? Yes    no

29. If yes, what were these problems?

30. Which type of payment do you prefer at this time?

- a)Cash only                      b)food only                      c)cash and food

31. If you prefer food what are the most important reasons? (List two reasons in their order of importance)

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32. If you prefer cash only, what are the most important reasons? (List two reasons in their order of importance)

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33. If you prefer half food half cash what are the most important reasons? (List two reasons in their order of importance)

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34. What do you buy most with the money that you receive from the program?

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35. Have you faced any problem during the work? Yes no

36. If yes, what kind of problem did you face?

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37. Were you absent in this year from work? Why

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**For female headed families**

1. Who receives the public work payment?
2. Who decided on how to utilize the payment?
3. Do you do the work as men?
4. Does the public work interfere with your domestic and childcare responsibilities or with any other activities? How do you describe it?

**For non beneficiaries**

1. Do you actively involve in the community work? if not why?
2. Have you observed a change in the environment (like protection of the soil erosion) due to the public work?
3. Do you think the program contributed to asset protection and asset creation of the beneficiaries?
4. Do you see any problem related to community and public works? If yes, what are the problems?

### **Checklist for key informants**

1. Does the community have awareness to the objectives of the public work?
2. How do public work and direct support beneficiaries identified?
3. Do you make follow-up to the public work public works conducted by the program?
4. How do you evaluate the sustainability of the public work?
5. Do you think the program let women involve equally to men?
6. Is there any mechanism prepared to help female-headed households since they have work burden? If yes what are these mechanisms?
7. Do you think that public works are effective in bringing change on environment and livelihood of the community?
8. What are the problems facing the public works and the participants?
9. Do you think that the households have enough knowledge about work norms/type of activities/?
10. Do you think that the public works go in line with the principles and procedures of the PIM/ PSNP- PAP Program Implementation Manual/?if not why?

### **Checklist for focus group discussion**

For public workers

1. Do you have information to the objectives of the productive safety net?
2. Who decides the beneficiaries to be included in either in the direct support or public work?
3. What do you think you have selected for the public works program i.e working for the safety net transfers?
4. Is there any thing that you do to graduate from the program?
5. Do you want to more children so that you can benefit from the program longer?
6. What are the major difference between the public` work of the productive safety net and the food for the and the food for work in previous times?
7. Are the work norms the same for all workers? if there are (e.g for women or children ) please explain
8. Who did the public work most (men or women)? What about in terms of age wise?
9. What are the impacts of the productive safety net in the environment and in the livestock of the beneficiaries?
10. What problems did you face during public work?
11. Is there a difference between the daily wage of PAP and other unskilled work in the area?
12. What would you do to fill the food gap(shortage) before the coming of PAP?
13. Have you ever maintained soil and water conservation structures?

## APPENDIX 2 LIST OF KEY INFORMANTS

Ato Ahmed Hussien	Head of Save the Children USA, Dolo Ado District
Ato Hared Mohamud	Chairman of Bokolomayo Kebele and member of KFSTF
Ato Abdirahman Farah	Dolo Ado District Livestock, Crop and Rural development Biro
Ato Ahmed Abdlkadir	Chairman of Melkadida Kebele
Ato Hassen Teyib	Woreda Agricultural Office
Ato Ibrahim Ali	Community elder
Ato Beshir Hussien	Development Agent
Ato Mahamud Yusuf	Development Agent

## APPENDIX 3 ACTIVITIES CONDUCTED IN KEBELES

### Water project activities

Indicators of Planned Outputs	Unit	Achieved
Research and develop an appropriate plan of work which complies with IEE	Plan	1
Training on operation and maintenance of water points	Training session	2
Rehabilitate existing traditional wells	Sites	17
Construction of livestock drinking troughs	Sites	5
Birka construction and maintenance	Sites	11
Construction of hand dug wells	Sites	7
Pond excavation/rehabilitation	Sites	13

### Rangeland management activities

Indicators of Planned Outputs	Unit	Quantity
Research and develop an appropriate plan of work	Plan	1
Establish fodder plots on cleared areas	Ha	25
Prosopis clearing for charcoal making	Ha	2,911
Harmonization of traditional institution approaches	Survey	0
Support to customary grazing management institutions	Meetings	5
Participatory natural resource mapping through GIS	Mapping	1
Reactivate traditional customary institutions in rangeland and water management	Training session	3
Rehabilitation of degraded pasture land through temporary enclosure	Ha	500

### Activities to improve community-based services

Indicators of Planned Outputs	Unit	Quantity
centers, water points etc	Sites	15
Shade construction for schools	Sites	57
Access roads construction/maintenance	Kms	1,372
Strengthen health and environmental facilities	Garbage Pits	15
Construction of public toilets	Toilets	47
Construction of community mini-stores	Stores	24

## DECLARATION

I hereby declare that the Dissertation entitled **“ASSESSMENT OF PRODUCTIVE SAFTY NET PROGRAM- PASTORALIST AREA PILOT (PSNP-PAP), THE CASE OF MELKADIDA AND BOKOLOMAYO KEBELES IN DOLO ADO WOREDA, SOMALI REGION”** submitted by me for the partial fulfilment of M.A. in Rural Development to Indira Gandhi National Open University, IGNOU New Delhi is my own original work and has not been submitted earlier either to IGNOU or to any other institution for the fulfilment of the requirement for any course of the study. I also declare that no chapter of this manuscript in whole or in part is lifted and incorporated in this report from any earlier work done by me or others.

Place: \_\_\_\_\_

Signature: \_\_\_\_\_

Date \_\_\_\_\_

Enrolment No. \_\_\_\_\_

Name: \_\_\_\_\_

Address: \_\_\_\_\_

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