

**Evaluation of Productive Safety Net Program (PSNP)
Interventions in Northeastern Amhara Region of Ethiopia:
The case of Wag-Himra Zone**

A Research Report

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LIST OF ACRONYMS

ANRS	Amhara National Regional State
DS	Direct Support
FDRE	Federal Democratic Republic of Ethiopia
FGD	Focus Group Discussion
FSP	Food Security Program
GDP	Gross Domestic Product
GTP	Growth and Transformation Plan
KII	Key Informant Interview
MoA	Ministry of Agriculture
MoARD	Ministry of Agriculture and Rural Development
MoFED	Ministry of Finance and Economic Development
PASDEP	Plan for Accelerated & Sustained Development to End Poverty
PCC	Population Census Commission
PSNP	Productive Safety Net Program
PW	Public Works
R2D	Relief to Development
RDIR	Reducing Dependency and Increasing Resiliency
SC UK	Save the Children United Kingdom
SDPRP	Sustainable Development and Poverty Reduction Program
SPSS	Statistical Package for Social Science

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1 INTRODUCTION

1.1. Background

In Ethiopia, despite the 11.4% average annual GDP growth rates registered for the last seven years, poverty has persisted in the country living nearly 29.6% of the total population below poverty line (MoFED, 2012). Food insecurity has been one of the defining features of poverty, particularly in drought-prone areas of the country. Since 2002-03 the government has been acting against poverty through poverty reduction programs implemented in two phases, namely Sustainable Development and Poverty Reduction Program (SDPRP), which covered from 2002-03 to 2004-05, and Plan for Accelerated and Sustained Development to End Poverty (PASDEP), which covered from 2005-06 to 2009-10. Since 2010, the government has also implemented Growth and Transformation Plan (GTP), which is believed to sustain past economic growth and bring sectorial transformation in the country's economy (MoFED, 2010).

The general national development efforts are challenged by the poor performance of food insecure areas. In the past, the basic food needs of food insecure households in Ethiopia were addressed through a system dominated by emergency humanitarian aid (FDRE, 2002). However, beyond their success in averting mass starvation, such interventions did not grant the threat of further famine and prevention of livelihood asset depletion of food insecure households (Gilligan *et al.*, 2008). As a result, as part of the country's food security program (FSP), there was a need to devise a new development oriented intervention program. This program is called productive safety net program (PSNP) and

it was implemented since 2005. The objective of PSNP is to provide resource transfers to chronically food insecure population in a way that prevents asset depletion at household level and creates asset at community level (MoARD, 2006).

In the first phase of PSNP implementation (January 2005 to December 2006), programme processes established and transfers delivered to 4.84 million food insecure people. In the second phase (January 2006 to December 2009), the programme scaled up transfers significantly to cover 7.57 million people. The third phase (from January 2010 to December 2014) has been launched with the intention of strengthening its implementation and maximizing linkages with other elements of FSP to promote graduation of households from chronic food insecurity (MoA, 2010). Wag-Himra nationality administration is one of the PSNP beneficiary areas in Northeastern Ethiopia. Despite regular operational reports by stakeholders working in PSNP, the performance of the program in the administrative zone is not scientifically evaluated.

1.2. Statement of the Problem

Wag-Himra nationality administration is one of the chronically food insecure areas in Amhara National Region State (ANRS) of Ethiopia. Erratic rainfall, rugged topography, population pressure, and traditional agricultural practices in the area have led to severe natural resource degradation. This has been manifested as deforestation and soil erosion. This in turn has resulted recurrent drought in the area, hence most agricultural households are unable to produce enough food even for their own consumption in normal years. The successive years of failure to produce food have forced households to rely on emergency food aid. As a result, the area was identified for PSNP intervention.

PSNP interventions in Wag-Himra have been made in four main areas: cash and/ or food transfers for chronically food insecure households, public works to create sustainable infrastructure, capacity building for effective PSNP delivery, and coordination with other food security programmes. These are believed to help filling food gaps, eliminating distress asset sales, and building household assets as a mechanism to graduate households out of chronic food insecurity (MoA, 2010). Save the Children-United Kingdom (SC-UK) has implemented this programme in partnership with agricultural and rural development offices in the respective districts in the administrative zone. Even though considerable financial and food resources have invested in this area for so long time, most stakeholders have information gap on the overall performance of the program. Hence, scientific evaluation seems very timely as it provides relevant feedbacks and suggests further intervention options.

1.3. Study Objectives

The general objective of the study is to evaluate PSNP interventions made in Wag-Himra nationality administration. The specific objectives are:

- To evaluate the targeting process of PSNP beneficiaries
- To assess PSNP's integration with other food security programs
- To assess PSNP's contribution to rural infrastructure development

2 LITERATURE REVIEW

In this section, major terms and concepts are described. The purpose of the descriptions is to frame our thoughts and provide our working definitions of major terms used in this study. In addition, in line with the objectives of the study, food security policies and strategies in Ethiopia are briefly reviewed. The literature review section presents the processes involved in targeting of PSNP beneficiaries, the integration of PSNP with other food security programs, and contribution of PSNP to rural infrastructure development.

2.1 Definition of Terms

In this sub-section, definition of major terminologies used in this study document will be presented. The purpose is to set a working definition of terminologies in the context of this study.

Chronic Food Insecurity is a long-term (deep-rooted) inability of a household to ensure access to sufficient and quality food to live active and healthy life.

Direct Support (DS) is one of the components of the productive safety net programme in which household that are not able to participate in public works to receive assistance.

Eligible households are those that meets targeting criteria (community or administrative criteria) to participate in public works or benefit from direct support component of PSNP.

Error of exclusion is a situation by which a targeting process leaves out chronically food insecure households that are eligible to participate in productive safety net programme.

Error of inclusion is a situation by which a targeting process allows non-eligible households to benefit from the productive safety net programme at the expense of eligible chronically food insecure households.

Productive Safety Net Program (PSNP) is a food security program by which productive safety nets are provided to fill food gaps of chronically food insecure households, protect private asset depletion, and enhance community asset creation through public works and direct support program components.

Public Works (PW) is one of the components of the productive safety net programme in which chronically food insecure households who have able-bodied family members participate on productive works.

Targeting is a mechanism by which chronically food insecure households are selected to participate in productive safety net program so as to address inclusion or exclusion errors.

2.2 Food Security Policies and Strategies in Ethiopia

As the economic sector of Ethiopia has been dominated by agriculture and the resource base seems in favor of this sector, the country has adopted Agricultural Development Led Industrialization (ADLI) as a major development policy framework since 1991. Given that Ethiopia is a predominantly agrarian society, ADLI focuses on the development of the rural sector. The adoption of ADLI presupposes productivity enhancement of smallholder agriculture and industrialization, based on utilization of domestic raw materials via adopting labor-intensive technology. The strategy also focuses on the development of large-scale private commercial farms. In ADLI, it is generally believed

that the development of agriculture helps expand market for domestic manufacture, implying increased incomes of smallholders. This policy has served as a starting point for initiating the structural transformation of the economy and forms the basis of the Food Security Strategy (FSS) and other related development interventions in the country.

Ethiopia's FSS was issued in November 1996. The strategy highlighted Government plans to address causality and effect of food insecurity in the country. The overall objective of the FSS is ensuring food security at the household level (FDRE, 2002). This strategy addresses both the supply and the demand side of the food equation - that is, availability and entitlement respectively from both a national and household level perspective. In order to do so the strategy has placed three pillars:

- To increase the availability of food through increased domestic production.
- To ensure access to food for food deficit households; and
- To strengthen emergency response capabilities.

As part of the country's FSS, the PSNP has been designed for chronically food insecure households. The program is meant for those households that are regularly unable to produce or purchase enough food to meet their food needs, even during times of normal rain, and transitory food insecure households that face asset depletion due to shock and unable to meet their immediate food needs living in targeted areas (MoARD, 2010).

2.3 The Processes of Targeting PSNP Beneficiaries in Ethiopia

The PSNP has been executed in targeted areas, which were identified taking the 10 years drought historical records before the commencement of the programme in 2005.

Targeting can be defined as ‘the identification of those who will or will not be eligible for PSNP (Grosh, 1994 cited in Sharp, 1998). According to Sharp, targeting has two-edged nature: in order to select beneficiaries, it is inherently necessary to exclude others and restrict the distribution of resources. There are three types of reason for doing this: humanitarian reasons (to concentrate assistance on the neediest); efficiency reasons (to maximize the impact of scarce resources); and development reasons (to minimize dependency and economic disincentives).

2.4 PSNP’s integration with other food security programs

The food security objectives of the country are believed to be achieved only if the PSNP is objectively linked to other food security programmes (MoARD 2006). Therefore, it is believed to be complemented by a series of food security activities, collectively referred to as the Other Food Security Program (OFSP). This includes access to credit, agricultural extension, technology transfer (such as advice on food crop production, cash cropping, livestock production, and soil and water conservation), and irrigation and water harvesting schemes (Gilligan et al., 2008a).

Gilligan et al. (2008a) conducted a study, among others, to assess the linkages between PSNP and OFSP. Their report indicated access to the OFSP varied significantly by region. Access was best in Tigray, where 69 percent of households who had obtained public works employment under the PSNP also reported receiving support from at least one component of the OFSP and 49 percent reported receiving access to multiple components. More than 15 percent of these Tigrayan households reported receiving

support from programs that provided access to improved seeds, irrigation and water-harvesting schemes, soil and water conservation, credit, the provision of livestock or of chicks. Further, 27 percent received crop production extension services in the previous production year and 56 percent had contact with a Development Agent (DA).

The same report (Gilligan et al. 2008a) revealed access to the OFSP was somewhat lower in Amhara, where 29 percent of households who had obtained public works employment under the PSNP also reported receiving support from at least one component of the OFSP and 14 percent reported receiving access to multiple components. Only 6 percent received crop production extension services and 29 percent had contact with a Development Agent. Access to the OFSP was even lower in Oromiya and SNNPR with 12 and 20 percent of households receiving services, respectively.

2.5 PSNP's contribution to rural infrastructure development

The PSNP address immediate human needs through public works (PW) and direct support (DS). PW, the larger of the two programs, pays selected beneficiaries food/cash for their labour on labour-intensive projects designed to build community assets. DS, in the form of cash or food transfers, is provided to labour-scarce households in order to maintain the safety net for the poorest households who cannot participate in PW. Through PW what has been done is natural resource management works, rural infrastructural development works like small scale irrigation schemes for promoting food production and productivity, and rural feeder road construction to foster marketing linkages.

A study made by Ersado et al. (2003) has shown that the adoption of more efficient farming practices and technologies that enhance agricultural productivity and improve environmental sustainability is instrumental for achieving economic growth, food security and poverty alleviation in sub-Saharan Africa. Their study examines the interaction between public investments, community health, and adoption of productivity and land enhancing technologies by households in the northern Ethiopian state of Tigray. They modeled agricultural technology adoption decisions as a sequential process where the timing of choices can matter. We find that time spent sick and opportunity costs of caring for sick family members are significant factors in adoption. This tells us PSNP can contribute other economic developments through its contribution in infrastructure development like community health facilities.

3 METHODOLOGY

This chapter presents the methodology followed in the study. It presents description of the study area, the sampling strategy used, data collection procedures followed, data collection tools used, and data analysis techniques employed.

3.1 Description of the Study Area

Wag-Himra is one of the three nationality administration zones of Amhara National Region Sate (ANRS) in Ethiopia. It is located in Northeastern part of the region approximately between 12⁰7'-13⁰17' N and 38⁰20'-39⁰18' E (Figure 1.1). It has six districts and one town administration: Abergelle, Dehana, Gazgibla, Sehalla, Sekota, and Ziqualla woredas and Sekota town administration.

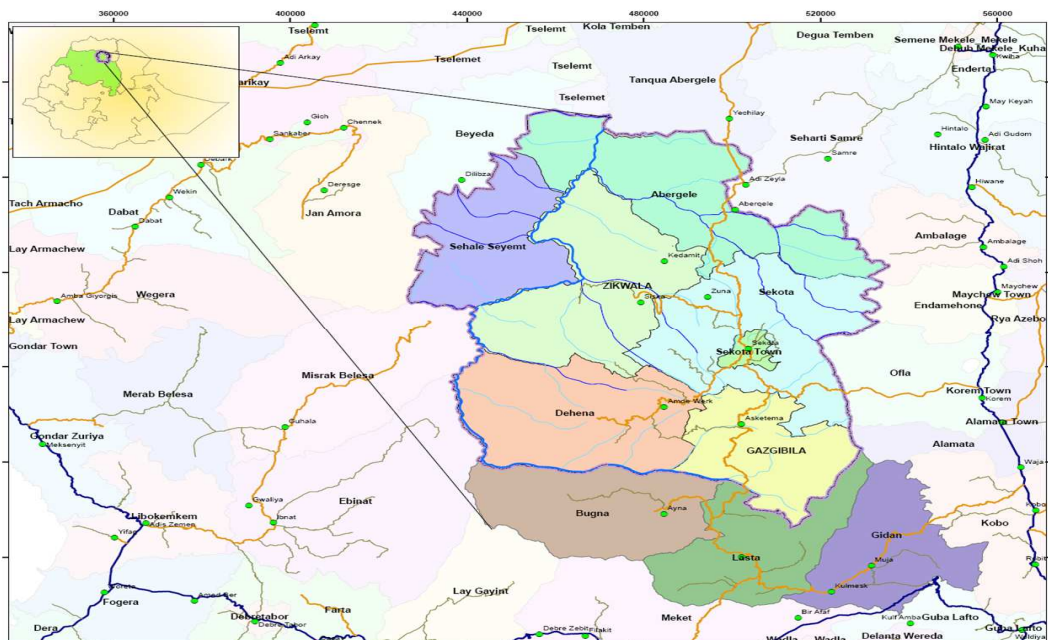


Figure 3.1-1 Location of Wag-Himra administrative zone

According to the third population and housing census conducted in May 2007, the total number of persons living in Wag-Himra administration was estimated to be 426,038. Of the total population, female and male account about 50% each. About 93% of the total population lives in rural areas (PCC, 2008).

Agriculture is the primary means of livelihoods for people living in Wag-Himra administration. More than 90% of the total population in the administration zone depends on agriculture for their livelihoods (EIAR and ARARI 2008). Crop-livestock mixed farming characterizes the agricultural system in the area (Adefris et al., 2000; Belay, 2006; Dereje, 2004; Ephrem et al., 2006). There are three agro-ecologies in Wag-Himra nationality administration: low land, mid land, and high lands.

Different crop types and varies are produced across the different agro-ecologies. Almost all crop production is practiced under rainfed condition. Small-ruminants are the dominant livestock types raised in the area. However, given the recurrent drought, among many other factors, agriculture fails to meet the food demand of the ever-increasing population even in normal years. As a result, the area remains one of the most food aid recipients in the country (Devereux et al, 2002).

3.2 Sampling

In this study, three woredas (districts) that represent these agro-ecologies were selected purposively. These are Dehana from highland, Sekota from midland, and Ziqualla from lowland areas. Furthermore, two kebeles (peasant association) from each woreda were

randomly selected. From each Kebele 20 farm households were randomly selected, which gives a total sample size of 60 farm households. The heads of the selected farm households were interviewed on PSNP targeting processes, integration of PSNP with other FSP, and rural infrastructure developments using interview schedule. In addition, 2 focus group discussions (FGD), and 10 key informant interviews were undertaken to collect the required data.

3.3 Data Collection Procedures

In order to get the relevant data and information, first secondary data were obtained from published and unpublished sources. The main secondary data sources were the PSNP document, the PSNP implementation manual, PSNP targeting guideline, different PSNP related reports by SC-UK programme office in the study area, and PSNP related reports from the district agriculture and rural development offices. Out of the list of secondary data, information that could be relevant for this study were reviewed for immediate use. In addition, interviews were made with beneficiary households and key informants (KII) from stakeholders of the programme. Furthermore, focus group discussions (FGD) with beneficiary communities and field observations were made. Gender, age, economic class, and geographic locations were taken care of in each and every data collection process.

3.4 Data Collection Tools

In order to facilitate the data collection process, different data collection tools were employed. Among these appropriate interview schedules, group discussion checklists, and observation guide were developed and used during household interview, KII, FGD, and field observation for data recording and documenting. In addition, sample

photographs on public works were taken as a visual aid.

3.5 Data Analysis

Depending on the nature of the data collected, the analysis technique used is on spot analysis, narration, and descriptive statistics. The descriptive statistics includes mean, standard deviation, and frequency. These statistics are presented in tables, graphs, and pie charts. These were produced after the quantitative data were entered in to Statistical Package for Social Science (SPSS) version 16 and analyzed using it.

4 RESULTS AND DISCUSSION

This section presents the major findings of the study. It specifically presents socio-economic profile of respondents, perceptions of sample households on PSNP targeting processes, the integration of PSNP with OFSP, and the contribution of PSNP to rural infrastructure development.

4.1 Socio-Economic Characteristics of Respondents

This sub-section presents descriptions on socioeconomic profile of sample households interviewed in the study. It specifically addresses the human, natural, physical assets, and wealth category.

4.1.1 Human Asset

Under human asset category, we considered household head's sex, marital status and education level. In addition, total family size and number of male and female able-bodied family numbers are considered. The summaries of variables considered are presented in Table 4.1 and Figure 4.1. As indicated in Table 4.1, the majority (about 73%) of sample households are headed by male. The average age of household heads is close to 42 years. More than 78% of the sample household heads are married and the average family size is close to six. About 77 percent of the head of the households considered are illiterate (Figure 4.1).

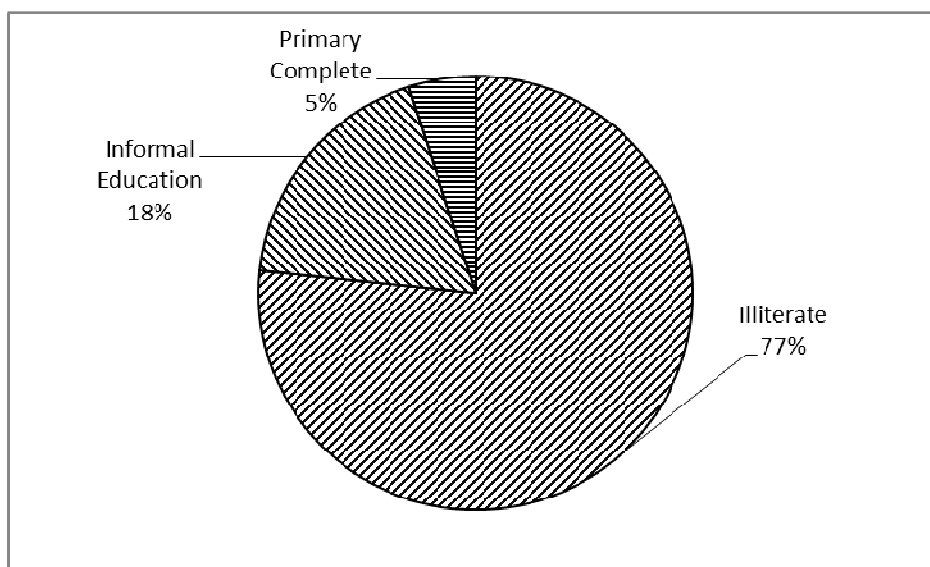


Figure 4 Household heads educational status

Table 4 Human asset of sample households

Socioeconomic Variables	Variable Value	Frequency	Percent
Household Head's Sex	Male	44	73.3
	Female	16	26.7
	Total	60	100.0
Household Head's Marital Status	Married	47	78.3
	Single	9	15.0
	Widowed	2	3.3
	Other	2	3.3
	Total	60	100.0
Variables		Mean	Std. dev.
Household Head Age		41.73	9.96
Household Size		5.55	2.23
Number of Female Able Bodied Members in the Household		1.37	0.80
Number of Male Able Bodied Members in the Household		1.67	1.41
N=60			

Source: Author's computation from data collected in 2013

4.1.2 Natural Asset

Land is one of the natural assets and it is a crucial asset to farm households whose livelihood depends on agriculture, especially crop agriculture. Land is a natural asset transferred to users in different tenure form. Land in Ethiopia belongs to the public and the government. Farmers have user rights. Among the sample households, 80 percent of them owned farmland. Among those who own farmland, about 17 percent have access to irrigation and the remaining use rainfall for crop production. The average holding size for irrigated and rainfed cropland is given in Table 4.2. The figures indicate, rainfed agriculture dominates and the size of irrigated field is relatively smaller than rainfed fields. However, the higher standard deviation of the rainfed cropland indicates there is size variability among holders relative to the irrigated cropland holders.

Table 4.1 Land holding of sample households

Socioeconomic Variables	Variable Value	Frequency	Percent
Does the HH Own Farm Land	Yes	48	80.0
	No	12	20.0
	Total	60	100.0
		Mean	Std. Dev.
Size of land in <i>Timad</i> * covered by crop under rainfed		2.28	1.58
Size of land in <i>Timad</i> covered by crop under irrigation		0.12	0.31
N=60			

Source: Author's computation from data collected in 2013

* *Timad* is a local measurement unit for land. 4 *Timad* is equivalent to 1 hectare of land

Livestock are among the natural assets which farmers consider them as liquid assets. They can easily convert them into cash whenever they need cash. They are also important source of food. Among sample household, about 78 percent said they have either one of the livestock types mentioned in Table 4.2.2.

Table 4.2 Livestock holding of sample households

Socioeconomic Variables	Variable Value	Frequency	Percent
Does the HH Own Livestock?	Yes	47	78.3
	No	13	21.7
	Total	60	100.0
Variable		Mean	Std. Dev.
Number of oxen owned by the household		0.95	0.83
Number of cows owned by the household		0.57	0.72
Number of heifer owned by the household		0.42	1.36
Number of bull owned by the household		0.18	0.47
Number of calf owned by the household		0.42	0.81
Number of goat owned by the household		5.53	8.75
Number of sheep owned by the household		0.75	1.90
Number of donkey owned by the household		0.67	0.71
Number traditional hives owned by the household		0.37	0.92
Number transitional hives owned by the household		0.12	0.37
Number of modern hives owned by the household		0.42	0.91
N=60			

Honeybees are important source of honey and wax, which are important source of food and income for households. Farmers practice beekeeping as a secondary activity to other farm businesses. Among our sample households, 35 percent of them had honeybees. However, the average per capita holding of traditional, transitional, and modern hives is below one (Table 4.2.3).

Table 4.3 Honeybee holding of sample households

Socioeconomic Variables	Variable Value	Frequency	Percent
Does the HH Own Honeybees?	Yes	21	35.0
	No	39	65.0
	Total	60	100.0
Variables		Mean	Std. Dev.
Number traditional hives owned by the household		0.37	0.92
Number transitional hives owned by the household		0.12	0.37
Number of modern hives owned by the household		0.42	0.91
N=60			

Source: Author's computation from data collected in 2013

4.1.3 Wealth Status

Sample households were asked to identify themselves in which wealth category they belong. All of them fall below rich wealth category, of which 75% are poor and 25% are medium. As PSNP is designed to poor households, the figures are in line to our expectation.

Table 4.4 Wealth category of sample households

Socioeconomic Variables	Variable Value	Frequency	Percent
Wealth Category of the Household	Medium	15	25.0
	Poor	45	75.0
	Total	60	100.0

Source: Author’s computation from data collected in 2013

4.2 Perceptions on PSNP Targeting Processes

Targeting is the first step in PSNP intervention. The targeting process of PSNP comprises two major components: targeting for public works and direct support programme.

4.2.1 Perceptions on targeting in public works component of PSNP

In order to fill food gaps of PSNP beneficiaries and ensure community asset creation so as to facilitate food security of beneficiaries, fully targeting of eligible-family members in a given household is essential. Households’ awareness in this regard is very important. As a result, we asked them whether they agree or not to the statement, “*All able-bodied family members are eligible to participate in public works*”. As indicated in Figure 5.1., about 83% of them agreed and the remaining did not agree, showing either there is awareness problem or failure to target fully eligible family members in PW. In order to know whether there was a gap in fully targeting eligible family members in PW, we asked beneficiaries the following statement: ‘*All able bodied family members of a given*

household in your community have been targeted to participate in PW of PSNP'. As indicated in Figure 5.2, about 80 percent of respondents agreed whereas the remaining disagreed, implying there is partial family targeting to PW participation in some cases. The results are in line with the findings of Sharp et al. (2006). Their study even recommended to consider transfers to all family members in labour-poor households who are eligible for the PW even if they cannot cover the full work allocated to them.

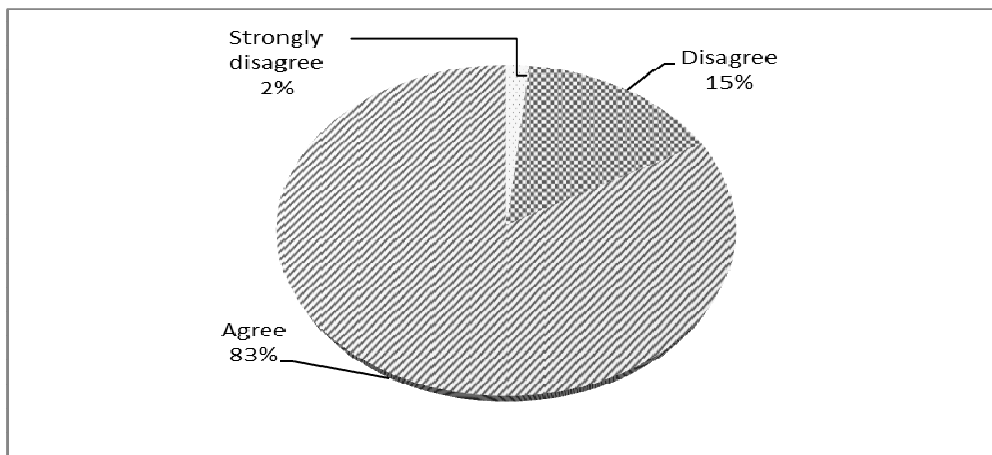


Figure 4-1 Attitude on eligibility to public work participation

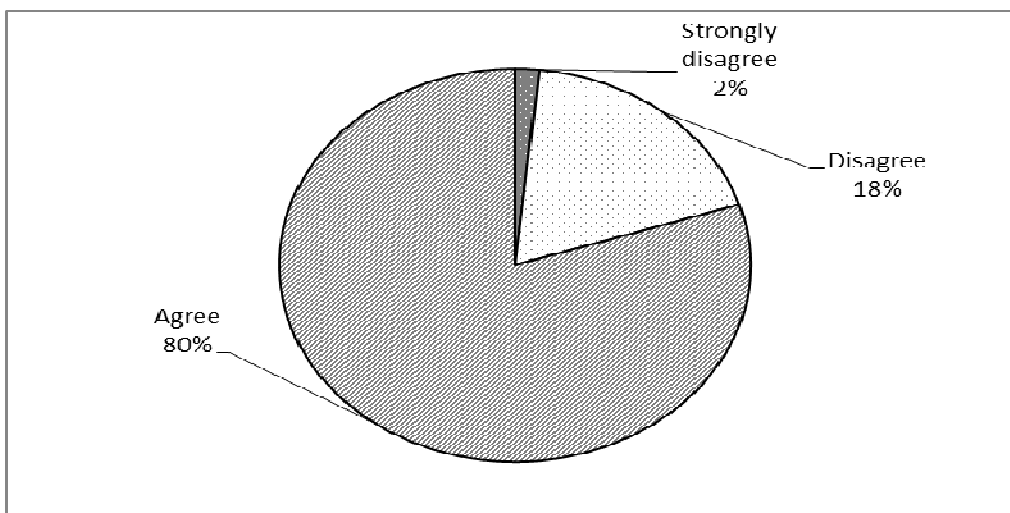


Figure 4-2 Perception on targeting processes in public work program

4.2.2 Perceptions on targeting in direct support component of PSNP

In principle, all unable-bodied family members of a given PSNP beneficiary household are eligible to participate in the direct support component of the PSNP. However, there is no assurance whether the food insecure households targeted to PSNP are well aware of and claim whenever there is exclusion problem in the program components. In order to know the perception of sample households about the targeting processes followed in direct support program, they were asked whether they agree or not to the statement, *‘All unable-bodied family members of a given household in your community have been eligible to participate in direct support component of the productive safety net program’*. As indicated in Figure 5.3, although close to 83 percent of the respondents agreed to various extents, there were also farmers who disagree by the statement. This might be due to their observation on partial targeting of eligible family members in the direct support component of PSNP.

In order to know farmers’ observation on practical experiences in direct support program targeting, they were asked to state whether they agree or not to the statement, *‘All unable-bodied family members are targeted to participate in direct support program of PSNP’*. The results show (Figure 5.4), the contradictions between their strong belief on eligibility of unable-bodied family members to direct support program and its less practicability on actual targeting process. About 92 percent of the respondents did not agree at different degrees. It indicates, targeting in direct support program participation was relatively more problematic than targeting in public work program participation. This is the result of exclusion problem of targeting eligible family members from program participation.

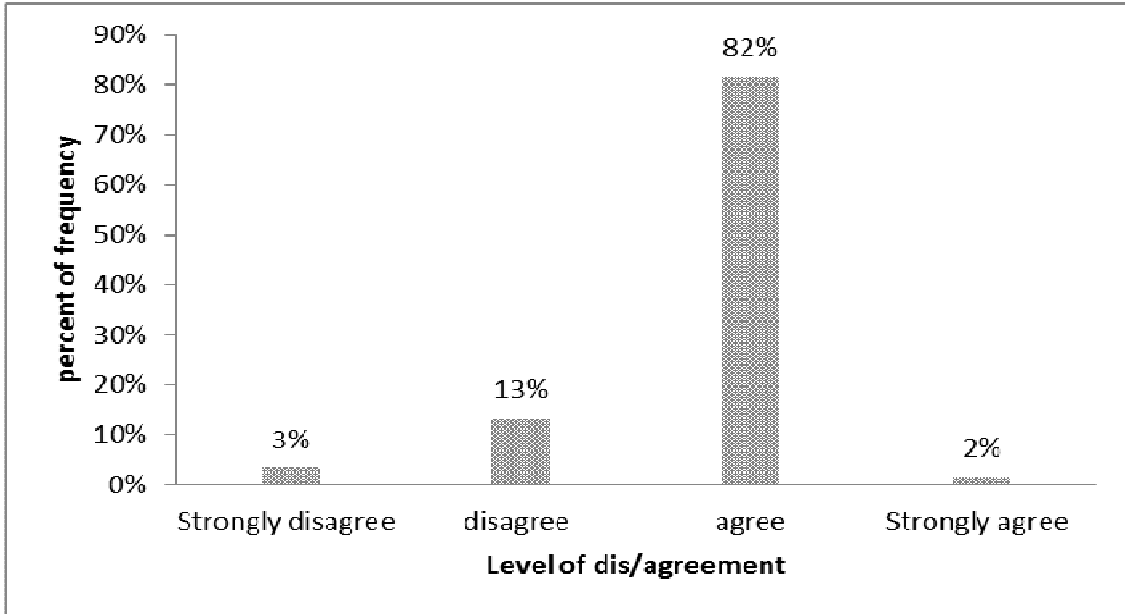


Figure 4-3 Perception on eligibility to DS program participation

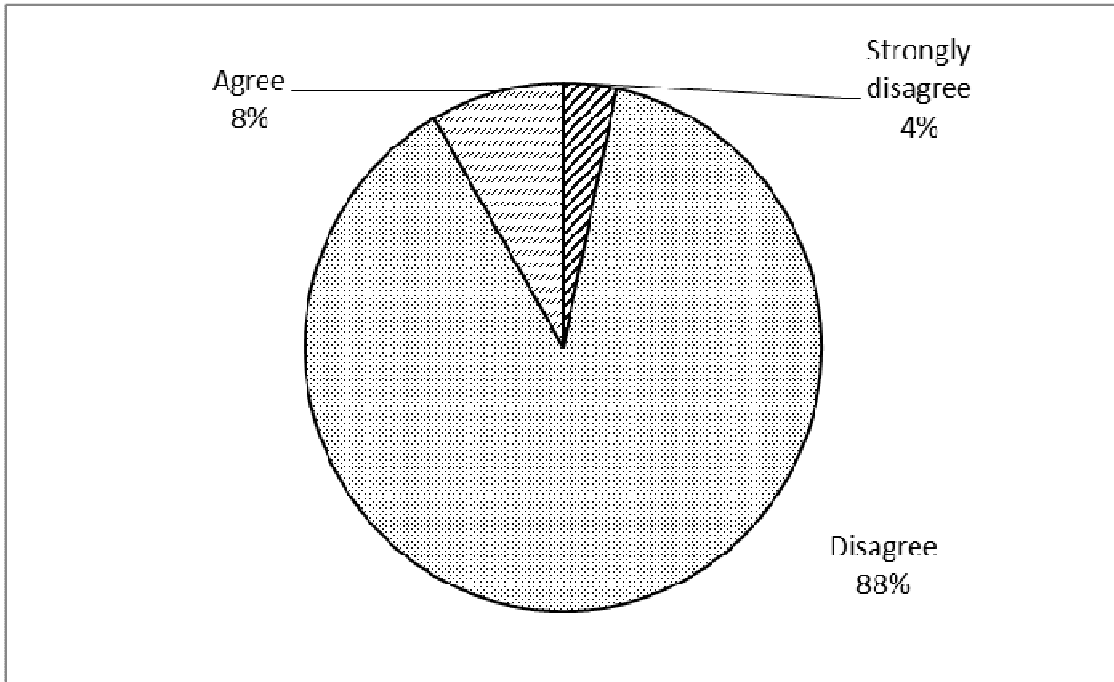


Figure 4-4 Perception on targeting processes in direct support program

As a social safety net programme, PSNP has been assumed to consider all physically capable household members to participating in public works and targeting of all those household members who are not physically capable of participating in public works (disabled, elders, etc) to participate in direct support program. This helps to achieve the objective of providing households with enough income (cash/food) to meet their food gap and thereby protect their household assets from depletion and building community assets to contribute to addressing root causes of food insecurity. However, unless a given food insecure household receives a full coverage in PW and DS programs to eligible household members, either the family has to share the food what they have or sell any assets they have and buy food. This will lead them to stay in food insecurity trap and may put a shadow on the overall achievement of objectives of the program.

Considering their perception on targeting processes in PW and DS programs, the sample households were asked their overall perception on whether they agree or not on '*PSNP targeting is a major problem in my locality*'. As shown in Figure 5.5, though the majority (about 67 percent) of the respondents showed their agreement to the stated statement, there were considerable number of respondents who expressed their disagreement. As indicated in Figure 5.6, the problems they observed on PSNP targeting processes were related to asset identification problem of households for proper wealth status classification. This means, food security beneficiaries are targeted based on their wealth status and food situation. Livestock ownership, for instance, is important indicator but there is no clear registration, which makes identification very difficult. Sometimes farmers also sell what they have to look like they are poor so that they can be targeted. This leads inclusion/exclusion problem in DS and/or PW. The other problem is lack of full family targeting. The

findings of partial family targeting in both DS and PW are in line with the findings of Sharp et al. (2006) and Gilligan et al. (2007).

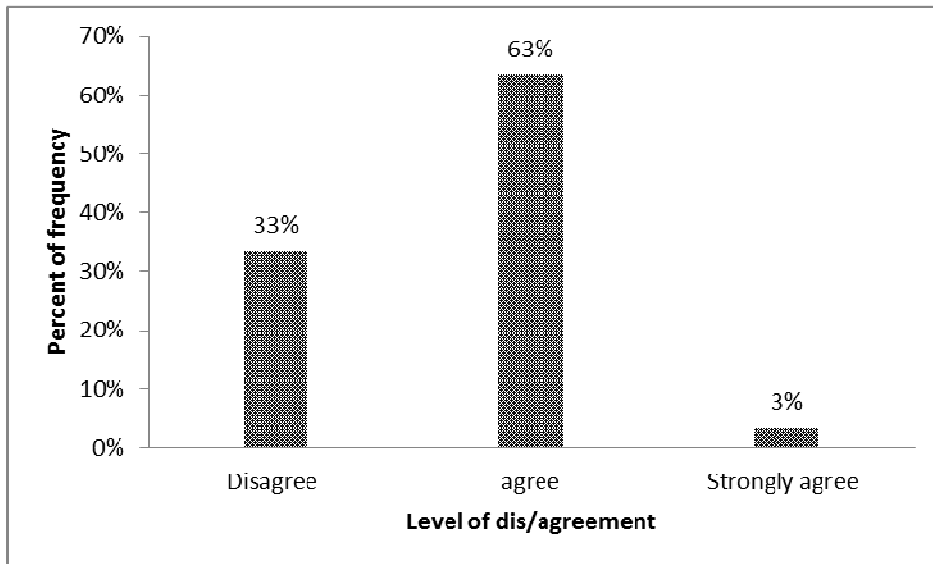


Figure 4-5 Perceptions whether PSNP targeting is a major problem in the study site

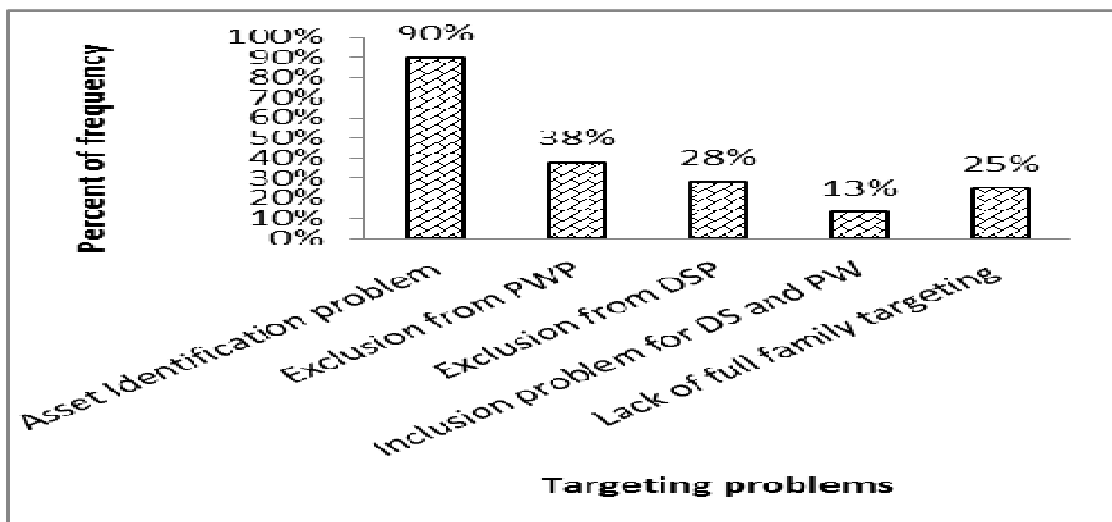


Figure 4-6 Reasons for perceiving targeting in PSNP as a problem in the study site

4.3 Perceptions on Integration of PSNP with OFSP

Participation in PSNP itself is not a guarantee to ensure food security of beneficiaries. Although the program may help them to fill food gaps, prevent private asset depletion, and contribute to community asset creation, it has to be integrated with other food security programs and overall development interventions to graduate from PSNP and ensure food security of beneficiary household. Depending on the resource base of a given food security intervention area and available opportunities, the other food security programs can include resettlement, credit access, livestock production and marketing, crop production and marketing, and the like. In our study site, the intervention areas for other food security programs include resettlement, credit service delivery, cattle fattening, goat production, and beekeeping. However, availability of, preference to, and participation in these other food security programs are not uniformly distributed across geographic locations and beneficiaries.

Sample households were asked which OFSP are available to PSNP beneficiaries to participate. Availability in this sense refers to whether the specific OFSP exist in their area, whether they preferred it or not and whether they are participating or not. As indicated in Table 5.2.1, about 34 percent, 57 percent, 41 percent, 58 percent, and 35 percent confirmed the availability of resettlement, credit, fattening, beekeeping, and goat production, respectively. In terms of availability, the frequency from highest to the lowest is reported for beekeeping, credit, fattening, goat production, and resettlement. Given the production potential of beekeeping and goat production, availability of such programs is rational. However, the availability gives sense if there is preference by households.

Table 4.5 Availability of OFSP in Wag-Himera zone, northeastern Ethiopia

OFSP	Response	Availability of OFSP	
		Frequency	Percent
Resettlement	No	26	43.30
	Yes	34	56.70
Credit	No	3	5.00
	Yes	57	95.00
Fattening	No	19	31.70
	Yes	41	68.30
Beekeeping	No	2	3.30
	Yes	58	96.70
Goat Production	No	25	41.70
	Yes	35	58.30
N=60			

Source: Author's computation from data collected in 2013

In order to identify the preferred OFSP intervened in the study site, sample households were asked which programs they like to participate among the available options. Preference refers to whether PSNP beneficiary households would like to participate in if conditions allow them to participate. As indicated in Table 5.2, the preference of farmers to these programs, from highest to the lowest frequency, is beekeeping (55%), credit (53%), goat production (52%), fattening (33%), and resettlement (2%).

Table 4.6 Preference to OFSP in Wag-Himra zone, northeastern Ethiopia

OFSP	Response	Preference	
		Frequency	Percent
Resettlement	No	59	98.30
	Yes	1	1.70
Credit	No	28	46.70
	Yes	32	53.30
Fattening	No	40	66.70
	Yes	20	33.30
Beekeeping	No	27	45.00
	Yes	33	55.00
Goat Production	No	29	48.30
	Yes	31	51.70
N = 60			

Source: Author's computation from data collected in 2013

What is more important to PSNP beneficiaries is participation in the OFSP they preferred to participate. However, due to different reasons the level of participation in the available and preferred programs may be constrained. Participation in this sense refers to whether at least one of family members in the household engaged in at least one of the OFSP. As indicated in Table 5.3, the participation pattern ranked, from highest to the lowest, is credit, fattening, goat production, and beekeeping. None of the respondents reported any

family members who participated in resettlement program.

Table 4.7 Participation in OFSP in Wag-Himra zone, northeastern Ethiopia

OFSP	Response	Participation	
		Frequency	Percent
Resettlement	No	60	100.00
	Yes	0	0.00
Credit	No	30	50.00
	Yes	30	50.00
Fattening	No	43	71.67
	Yes	17	28.33
Beekeeping	No	45	75.00
	Yes	15	25.00
Goat Production	No	48	80.00
	Yes	12	20.00

Source: Author's computation from data collected in 2013

The results show, the level of participation of PSNP beneficiaries into OFSP seem relatively low than expected. Gilligan et al. (2008) have observed the same situation and they noted such loss of integration of PSNP with OFSP might have a consequence of reducing the likely magnitude of the impact of the PSNP and OFSP on outcomes of interest.

As indicated in Figure 5.7, among the reasons that hindered PSNP beneficiaries from

participating in OFSP are, lack of awareness on availability of the programmes and procedures required to access the services. Farmers have also fear to participate on programmes like resettlement and credit services. Furthermore, some programs have limited coverage due to infrastructure constraints. Specially credit service delivery, as it is important source of capital to start the OFSP, its amount, timing, and loan acquisition procedures are the main bottlenecks of participation.

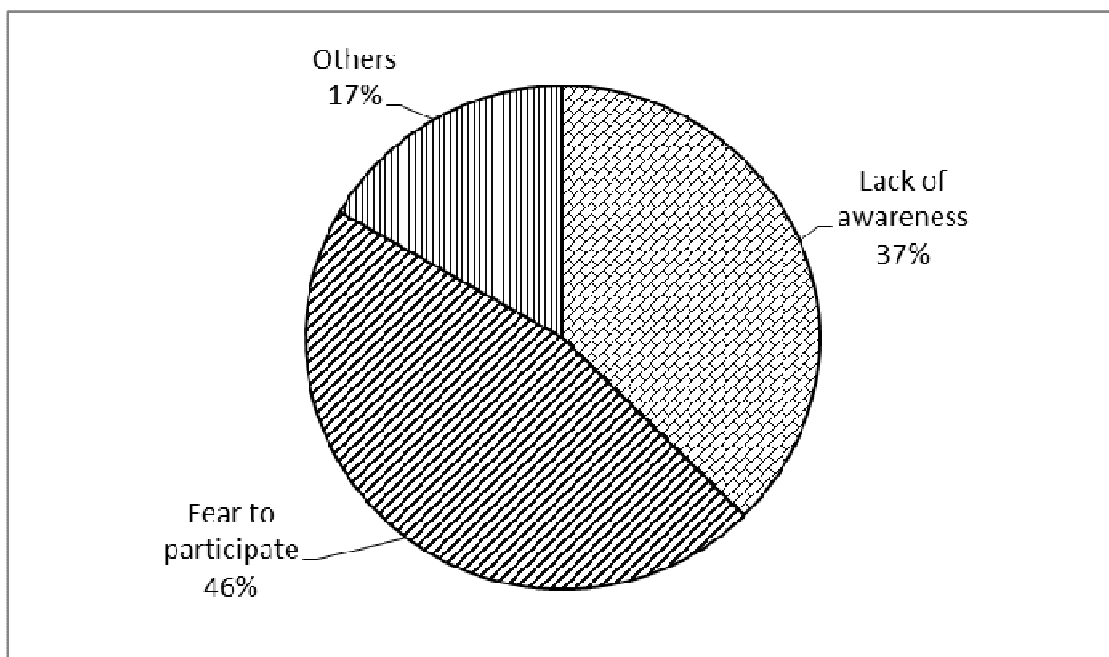


Figure 4-7 Reason that hinder PSNP beneficiaries from participating in OFSP

Farmers who participate in any of OFSP were asked whether they believe participating in such OFSP helps them to graduate from PSNP and ensure food security. About 77 percent of them said 'Yes'. As indicated in Figure 5.8, their reasons are, participating in OFSP enables them to create asset, access to credit, fills their food gap, and access to agricultural technologies. All these factors are believed to help them graduate from the program and ensure their food security.

Those households who said they do not think participation in OFSP help them graduate from PSNP reasoned there are awareness problems among the beneficiaries to fully exploit the available opportunities withing the available OFSP, they are not receiving sufficient technical support to benefit from the programs, and though they may participate it is not active to gain benefits fully.

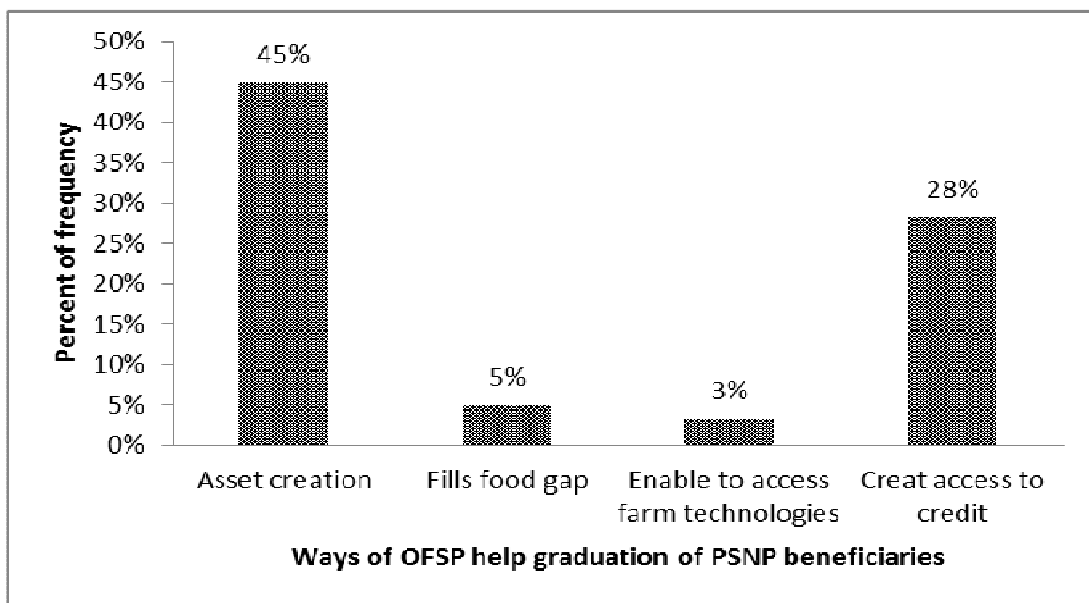


Figure 4-8 Reasons how OFSP can help PSNP beneficiaries graduation from PSNP

The findings of this study on access to OFSP are in line with Gilligan et al. (2008). Their study showed access to the OFSP in Amhara, where our study site located, was somewhat lower. Only 29 percent of households who had obtained public works employment under the PSNP also reported receiving support from at least one component of the OFSP and 14 percent reported receiving access to multiple components. Only 6 percent received crop production extension services and 29 percent had contact with a development Agent.

4.4 PSNP's Contribution to Rural Infrastructure Development

One of the expectations from PSNP is its contribution to rural infrastructure development through public works. Public works create employment opportunity and those households who involve in public works receive cash and/or food payments for the labour and time they allocate into public works. The community where those PSNP beneficiary households belong benefits from the infrastructure built through the program. Depending on the development priorities of the intervention are and available resources, the infrastructures developed or maintained through PW of PSNP are mainly feeder-road, irrigation, schools, and health posts.

The study site is one of the areas with very low road density in the region. In order to supply agricultural inputs and increase farmers' market accesses developing rural feeder roads has been one of the intervention areas through PW of PSNP. As it is indicated in Table 5.4, about 98 percent of sample households said they involved in feeder road construction. This has created important employment opportunities to them and helped the community in their area to have access to rural feeder roads. In addition, the study site crop agriculture contributes the highest share of food and income in the livelihood of farmers. The source of water for crop production is mainly rainfall. However, the amount and distribution of rainfall is usually not suitable to crop production. As a result, irrigation development is one of the priority development needs of farmers in the study area and it is one of the activities undertaken by PW of PSNP. About 62 percent of the respondents reported they have been participating in irrigation infrastructure development and maintenance. About 78%, 77%, and 72% of the respondents reported they

participated in constructing water point, schools, and health posts infrastructures, respectively.

Table 4.8 Participation in infrastructure development through PW of PSNP

Infrastructure	Response	Participation	
		Frequency	Percent
Irrigation	No	23	38.30%
	Yes	37	61.70%
	Total	60	100.00%
Water point	No	13	22.00%
	Yes	46	78.00%
	Total	59	100.00%
Feeder road	No	1	1.70%
	Yes	59	98.30%
	Total	60	100.00%
School	No	14	23.30%
	Yes	46	76.70%
	Total	60	100.00%
Health post	No	17	28.30%
	Yes	43	71.70%
	Total	60	100.00%

Source: Author's computation from data collected in 2013

Depending on the location where the infrastructures built, the beneficiaries may differ from participants who involve in constructing the infrastructures. In order to bring significant impacts of livelihoods using the infrastructures, sense of ownership is believed to be very important. For that, the construction sites are assumed to be close to households who actually involve in the construction work. Beyond employment opportunity creation, this is believed to assist beneficiaries through increasing access to infrastructure. PSNP beneficiaries were asked whether they are benefiting from such infrastructure development works. As indicated in Table 5.5, about 47 percent, 65 percent, 87 percent, 63 percent, and 65 percent of the respondents say, they are using/benefiting from the services provided by irrigation, water point, feeder road, schools, and health post.

Depending on the development needs and prior intervention measures taken, the distribution of the infrastructures built varies from community to community. In some areas, irrigation may be the first priority whereas in some other areas feeder road may be the first priority. If that is the case, the level of participation across the different infrastructure construction activities may not be the same among the different communities covered in this survey. The same is true for perceptions about infrastructure utilization. What is important about PSNP is, food insecure households do not get free food aids so that they will not develop dependency syndrome. They invest their labor and time on infrastructure construction works that give them important employment opportunity in off-seasons and get paid either in-cash or in-kind for the labor they allocated. In addition, the constructed infrastructures benefit them and their community at large.

Table 4.5 Participation in infrastructure development through PW of PSNP

Infrastructure	Response	Utilization	
		Frequency	Percent
Irrigation	No	32	53.30%
	Yes	28	46.70%
	Total	60	100.00%
Water point	No	21	35.00%
	Yes	39	65.00%
	Total	60	100.00%
Feeder road	No	8	13.30%
	Yes	52	86.70%
	Total	60	100.00%
School	No	22	36.70%
	Yes	38	63.30%
	Total	60	100.00%
Health post	No	21	35.00%
	Yes	39	65.00%
	Total	60	100.00%

5 CONCLUSION AND RECOMMENDATION

Wag-Himra nationality administration faces recurrent drought and most agricultural households are unable to produce enough food even for their own consumption at normal years. The successive years of failure to produce food have forced households to rely on emergency food aid. As a result, the area was identified as the most food insecure and become PSNP beneficiary. Through PSNP, cash and/ or food transfers for chronically food insecure households, public works to create sustainable infrastructure, capacity building for effective PSNP delivery, and coordination with other food security programmes have been the intervention areas.

Even though considerable financial and food resources have invested in the program for so long time, there is scanty information on the overall performance of the program. This can be seen in terms of targeting processes to identify PSNP beneficiaries, integration of PSNP with other food security programs so that beneficiary households can graduate from the program, and contribution of PSNP to rural infrastructure development. In order to address these issues a study was conducted in purposively selected three woredas in the administrative zone. The selection was made based on agro-ecological zone. Ziqualla from *Kola*, Sekota from *Wina-dega*, and Dehana from *Dega* are the selected woredas. From each woreda 20 PSNP beneficiary households were randomly selected. Household interview questionnaire was prepared and used to interview the sample households. In addition, the household survey was complemented by key informant interviews and focus group discussions. The collected data and information were analyzed using on spot analysis, narration, and descriptive statistics analysis techniques.

The findings on attitudes of PSNP beneficiary households on targeting processes have shown that about 83% of the respondents agreed on the eligibility of all able-bodied family members to participate in public works. The remaining households did not agree, showing either there was awareness problem or partial targeting of eligible household members. This was witnessed by about 20 percent of sample households who disagree on the participation of all able bodied and eligible family members of a given household in PW of PSNP. The same conclusion can be reached on the DS component of the PSNP.

The percent (83 percent) of the respondents who agreed on the principles of eligibility of all unable-bodied family members to participate in DS program is the same. However, a higher (92 percent) number of sample households did not agree on the actual participation of unable-bodied family members in participating in the DS program. It indicates, targeting in direct support program participation was relatively more problematic than targeting in public work program participation. This is the result of exclusion problem of targeting eligible family members from program participation.

If we see the attitude of sample households on integration of PSNP with OFSP, PSNP beneficiaries indicated different levels of availability, preference, and participation in various other food security programs. These include resettlement, credit, fattening, beekeeping, and goat production. Sample respondent who range from 34 to 58 percent agree on the availability of these OFSP in their area. Their preference to these interventions ranges from two to 55 percent. Their involvement in these intervention programs range from 0 to 50 percent. About 50%, 28%, 25%, and 20% involve in credit, fattening, beekeeping, and goat production, respectively. None of them participated in

resettlement. Due to its liquidity advantage of credits in cash, many of the respondents reported they are participating in credit service delivery. Given the limited capital they have, we would expect participation rates to be more than this. We can conclude, participation levels stated above in OFSP in general seem very low. Concerning the benefits earned from the infrastructures built through PSNP, feeder road construction, irrigation infrastructure development and maintenance, construction of water point, building of schools, and health posts constructions are helping a lot. These have created important employment opportunities to individuals. In addition, they help the community to have access to basic infrastructures.

Despite the gaps identified in the targeting process, integration of the program with OFSP, and contribution to rural infrastructure developments, PSNP is highly contributing towards ensuring food security of individuals and creating communal assets. In order to maximize the effectiveness of the program implementation and achieve fully its stated objectives, intervention have to be undertaken in the following major areas.

- **Beneficiary targeting should be improved:** in order to ensure the food security of households who are chronically food insecure, eligible households and individuals to public works and direct support programs should be fully targeted. Inclusion and exclusion problems can be reduced through implementing effective household profile and asset endowment registration and communication system. This system will help identification problem for targeting of beneficiaries for PW and DS program components in PSNP. In addition, we have to make sure eligible family members of targeted households are fully included in PW and DS

components. Sometimes the drive to partial targeting is implementation of quota system on targeted kebeles due to resource limitation. This can be avoided by ensuring efficiency with the available resource (effective targeting) and pulling additional resources from concerned government resources, donor agencies, and partner NGOs (the need of an integrated effort).

- **The integration of PFNP with OFSP should be strengthen:** implementing government agencies have to believe PSNP alone will not ensure food security of beneficiary households. They have to think how they can effectively integrate it with other food security programs. This can only happen if they can plan together, share responsibility, and accountability. In addition, setting workable monitoring and evaluation system will help them to assess overall performance and take proper corrective measures timely when needed.
- **Rural infrastructure development should be enhanced:** in order to successfully implement PSNP and ensure the achievement of desired goals rural infrastructures like irrigation, road, schools, and health care centres have a catalytic role. Once PSNP beneficiaries graduate from the program, their livelihood improvement efforts need market access and their welfare gain could be sustained if rural infrastructures are developed. The efforts in this regard should be strengthened.

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Annex I

Evaluation of Productive Safety Net Program (PSNP) Interventions in Northeastern

Amhara Region of Ethiopia: The case of Wag-Himra Zone

Checklist for Focus Group Discussion

Introduction by the facilitator:

Good morning/afternoon, I am _____, the facilitator of this FGD, and _____ is my co-facilitator. Thank you for coming. We are here today to learn from you about the overall performance of *Productive Safety Net Program (PSNP) Interventions* undertaken in your community. You are being invited to participate in this discussion because we feel that your experience can contribute to our understanding and knowledge in this regard. So we really appreciate your willingness to share your views. Since we are a group, it would be good to have a patience to allow one person to finish speaking before the next one starts, this way we can all hear what everyone has to say. Additionally, this is a safe place to listen to different views and opinions therefore we urge everyone to treat each other with respect and avoid degrading comments and name calling. Bear in mind, there is no right or wrong answer. You are kindly requested to actively participation in this discussion freely. Do you have any questions before we begin? ...Let us begin....

1. Lets discuss about the targeting processes followed in selecting PSNP beneficiaries

Probe: Stakeholders involved and their responsibility

Criterion used for public work and direct support participation

Inclusion and exclusion error sources and mitigation measures

The level of targeting of beneficiary households/ Full or partial

Challenges and opportunities prevailed in targeting PSNP beneficiaries

2. Please discuss about PSNP's integration with OFSP in your area

Probe: Types of other food security programmes (OFSP) available in the area

Consideration of PSNP beneficiaries in these programmes

Perceptions of PSNP beneficiaries on their eligibility to these OFSP

Perceptions of PSNP beneficiaries on contribution of OFSP for graduation

Challenges and opportunities prevailed in integrating PSNP with OFSP

3. Please discuss about PSNP's contribution to rural infrastructure development

(RID)

Probe: Types of rural infrastructures developed by PSNP intervention

Sort of benefits the society has received as a result of such interventions

Perceptions of PSNP beneficiaries on contribution of RID for graduation

Challenges and opportunities prevailed in PSNP interventions on RID

Annex II

Evaluation of Productive Safety Net Program (PSNP) Interventions in Northeastern Amhara Region of Ethiopia: The case of Wag-Himra Zone

Household Interview Schedule

Directives to the Interviewer

- Please greet your interviewee very politely and respecting their cultural values/ norms
- Introduce yourself very friendly and let them know you are there to make an interview
- Induct the objectives of the survey to your interviewee very briefly and clearly
- Assure to your interviewee about the information they are providing is confidential

Identification of Survey Area

Woreda _____ Kebelle _____ Village _____

Interview Profile

Interviewer's Name: _____ Interview Date: _____

Start time for interview: _____ End time for interview _____

Household Head's/Interviewee Identifiers

1.1. Name: _____

1.2. Sex: 1= Male 2= Female

1.3. Age _____ years

1.4. Marital Status 1= Married 2= Unmarried 3= Widowed 4. Other, _____

1.5. Religion: 1= Orthodox 2 = Muslim 3 = Protestant 4 = Other

1.6. Education: 1= Illiterate 2= Informal 3= Formal (____years of schooling)

1.7. Total family size _____

1.7.1. Female family members who can involve in public works _____ of which targeted

1.7.2. Male family members who can involve in public works _____ of which targeted

1.8. Do you own cropland? 1. Yes 2. No

1.8.1. If yes, size of the crop land that develop by rainfed in Kert/Timad _____

1.8.2. If yes, size of the crop land that develop by irrigation in Kert/Timad _____

1.9. Do you have livestock? 1. Yes 2. No

1.9.1. If yes in 1.9, how many of the following?

Oxen _____ Cow _____ Heifer _____ Bull _____ Calf _____

Goat _____ Sheep _____ Donkey _____ Mule _____ Horse _____

1.10. Do you have honey bees? 1. Yes 2. No

1.10.1. If yes in 1.10, how many? Traditional _____ Transitional _____ Modern _____

1.11. In which wealth category does the community assign you?

1. Rich

2. Medium

3. Poor

2. Household Head's Perception and Attitude in PSNP targeting practices

2.1. Please indicate your choice for the statement '*All able bodied family members of a given household in your community are eligible to participate in PW of PSNP*'

1. Strongly disagree 2. Disagree 3. Indifferent 4. Agree 5. Strongly agree

2.2. Please indicate your choice for the statement '*All able bodied family members of a given household in your community have been targeted to participate in PW of PSNP*'

1. Strongly disagree 2. Disagree 3. Indifferent 4. Agree 5. Strongly agree

2.3. Please indicate your choice for the statement '*All individuals who don't have able bodied family members to participate in PW of PSNP were targeted for direct support programme*'

1. Strongly disagree 2. Disagree 3. Indifferent 4. Agree 5. Strongly agree

2.4. Please indicate your choice for the statement 'There were some individuals *who have able bodied family members to participate in PW of PSNP but targeted for direct support programme*'

1. Strongly disagree 2. Disagree 3. Indifferent 4. Agree 5. Strongly agree

2.5. Please indicate your choice for the statement '*PSNP targeting is a major problem in your locality*'

1. Strongly disagree 2. Disagree 3. Indifferent 4. Agree 5. Strongly agree

2.6. If your answer for 2.5 is *I agree/strongly agree*, please state your reasons why?

2.7. If your answer for 2.5 is *I strongly/agree*, please state what should be done to solve targeting problem?

2.8. If you propose something in *2.5 to be done*, please state how these activities should be done?

3. Household Head's Perception and Attitude on the integration of PSNP with OFSP

3.1. Which of the following OFSP exist in your locality to complement PSNP?

- 1= Resettlement 2= Credits 3= livestock fattening
4= Beekeeping 5= other (please specify) _____

3.2. For which of the above mentioned OFSP you/your family members have an interest to engage in?

- 1= Resettlement 2= Credits 3= livestock fattening
4= Beekeeping 5= other (please specify) _____

3.3. Is there any of your family members who have been benefiting in any of the above OFSP?

1. Yes 2. No

3.4. If your answer to 3.3 is Yes, which of the OFSP benefiting you/your family members?

- 1= Resettlement 2= Credits 3= livestock fattening
4= Beekeeping 5= other (please specify) _____

3.5. Can all eligible household members access such OFSP?

1. Yes 2.No

3.6. If you are involving in OFSP, do you think this will facilitate your graduation from PSNP?

1. Yes 2.Not sure 3.I don't think

3.7. If your answer to **3.6** is *yes*, please state in what respect?

3.8. If your answer to **3.6** is *I don't think*, please state why? _

3.9. If your answer to 3.3 is *No*, can I know why?

4. Household Head's Perception and Attitude on PSNP's contribution to RID

4.1. Which of the following infrastructure is constructed by PSNP in your community?

1. Irrigation scheme 2.Potable water 3.Road 4. Other _____

4.2. Are you/your family members benefiting from such rural infrastructure development (RID) activities?

1. Yes 2.No

4.3. If your answer to 4.2 is **yes**, from which of the following infrastructure you are benefiting?

1. Irrigation scheme 2.Potable water 3.Road 4. Other _____

4.4. If you are benefiting from such infrastructures, do you think this will facilitate your graduation?

1. Yes 2.Not sure 3.I don't think

4.5. If your answer to 4.4 is **yes**, please state in what respect?

4.6. If your answer to 4.4 is **I don't think**, please state why? _

4.7. If your answer to 4.2 is **No**, can I know why?

I THANK YOU INDEED FOR YOUR VALUABLE TIME!

Annex III

Evaluation of Productive Safety Net Program (PSNP) Interventions in Northeastern Amhara Region of Ethiopia: The case of Wag-Himra Zone

Checklist for Key Informant Interview

Introduction by the facilitator:

Good morning/afternoon, I am _____, the facilitator of this FGD, and _____ is my co-facilitator. Thank you for coming. We are here today to learn from you about the overall performance of *Productive Safety Net Program (PSNP) Interventions* undertaken in your community. You are being invited to participate in this discussion because we feel that your experience can contribute to our understanding and knowledge in this regard. So we really appreciate your willingness to share your views. Since we are a group, it would be good to have a patience to allow one person to finish speaking before the next one starts, this way we can all hear what everyone has to say. Additionally, this is a safe place to listen to different views and opinions therefore we urge everyone to treat each other with respect and avoid degrading comments and name calling. Bear in mind, there is no right or wrong answer. You are kindly requested to actively participation in this discussion freely. Do you have any questions before we begin? ...Let us begin....

1. Lets discuss about the targeting processes followed in selecting PSNP beneficiaries

Probe: Stakeholders involved and their responsibility

Criterion used for public work and direct support participation

Inclusion and exclusion error sources and mitigation measures

The level of targeting of beneficiary households'/ Full or partial family targeting

Challenges and opportunities prevailed in targeting PSNP beneficiaries

2. Please discuss about PSNP's integration with OFSP in your area

Probe: Types of other food security programmes (OFSP) available in the area

Consideration of PSNP beneficiaries in these programmes

Perceptions of PSNP beneficiaries on their eligibility to these OFSP

Perceptions of PSNP beneficiaries on contribution of OFSP for graduation

Challenges and opportunities prevailed in integrating PSNP with OFSP

3. Please discuss about PSNP's contribution to rural infrastructure development

(RID)

Probe: Types of rural infrastructures developed by PSNP intervention

Sort of benefits the society has received as a result of such interventions

Perceptions of PSNP beneficiaries on contribution of RID for graduation

Challenges and opportunities prevailed in PSNP interventions on RID

Annex IV

PROFORAMA FOR SUBMISSION OF M.A. (RD) REPORT FOR APPROVAL

Signature:

Name &:

Address of Guide:

.....

.....

Name & Address of the Student:

.....

.....

Enrolment No. :

Date of Submission:

Name of the Study Centre:

Name of Guide:

Title of the Project:

Signature of the Student:

Approved/Not Approved

Date:

Annex V

DECLARATION

I hereby declare that the Dissertation entitled **EVALUATION OF PRODUCTIVE SAFETY NET PROGRAM (PSNP) INTERVENTIONS IN NORTHEASTERN AMHARA REGION OF ETHIOPIA: THE CASE OF WAG-HIMRA ZONE** submitted by me for the partial fulfilment of the M.A. in Rural Development to Indira Gandhi National Open University, (IGNOU) New Delhi is my own original work and has not been subtitled earlier either to IGNOU or to any other institution for the fulfilment of the requirement for any course of 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: **Addis Ababa**

Signature: _____

Date: **August 2014**

Enrolment No. **ID1051251**

Name: **Hellen Yilma Shiferaw**

Address: **Addis Ababa**

Annex VI

CERTIFICATE

This is to certify that **Mrs Hellen Yilma Shiferaw**, student of M.A. (RD) from Indira Gandhi National Open University, New Delhi was working under my supervision and guidance for her project work for the course **MRDP-001**. His/Her project work entitled **EVALUATION OF PRODUCTIVE SAFETY NET PROGRAM (PSNP) INTERVENTIONS IN NORTHEASTERN AMHARA REGION OF ETHIOPIA: THE CASE OF WAG-HIMRA ZONE**, which she is submitting, is her genuine and original work.

Place:

Signature:

Date:

Name:

Address of the supervisor: