

ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES
COLLEGE OF DEVELOPMENTAL STUDIES

*Assessment of Productive Safety Net Program with Particular
Emphasis on Public Work, (the Case Study of Two Kebeles in Lanforo
Wereda, SNNPR)*

**Thesis Submitted to the School of Graduate Studies of Addis Ababa
University in Partial fulfillment of Requirements for the Degree
of Master of Arts in Developmental Studies**

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Advisor: Abdulhamid Bedri (PhD.)

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Approved by Examining Board

Advisor

Signature

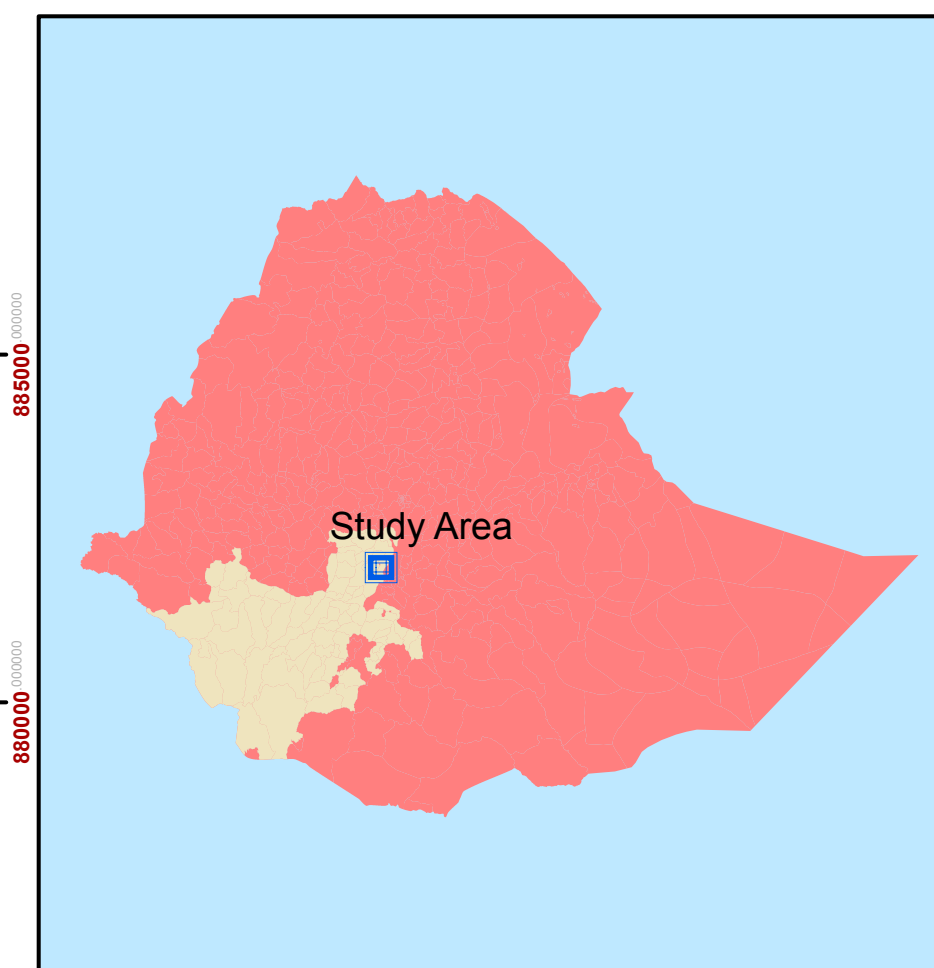
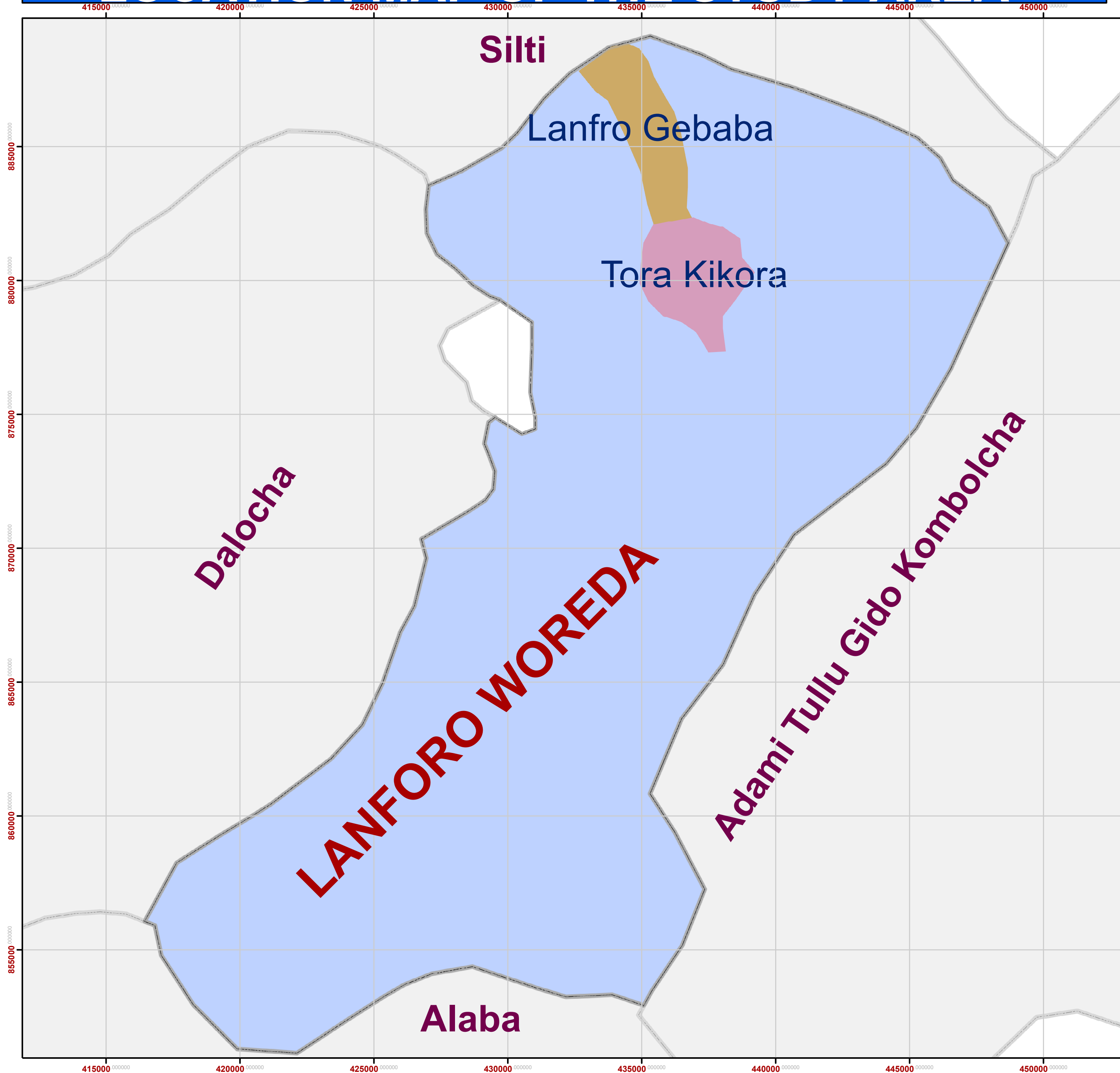
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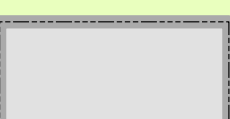
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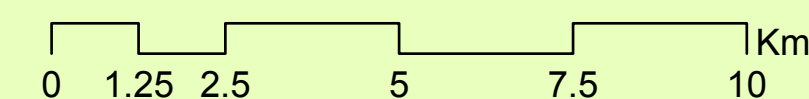
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LOCATION MAP OF THE STUDY AREA



Legend

-  Lanfro Gebaba
-  Tora Kikora
-  Lanforo Woreda
-  Neighbours



Projection: UTM WGS 84 Zone 37N
The Kebele Boundaries are Not official
May 2008

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LIST OF ACRONYMS

CFSTF	Community Food Security Task Force
CIDA	Canada International Development Agent
DCI	Development Corporation of Ireland
DFID	Department for International Development
DPPC	Disaster Prevention and Preparedness Commission
E.c	Ethiopian Calendar
EBSN	Employment Based Safety Net
EGS	Employment Generation Scheme
EIA	Environmental Impact Assessment
EU	European Union
FFW	Food-For-Work
FSP	Food Security Program
FSS	Forum for social studies
FTC	Farmers Training Center
GOE	Government of Ethiopia
GR	Gratuitous Relief
KFSTF	Kebele Food Security Task Force
LWRAO	Lanforo Wereda Rural and Agricultural office
MDG	Millennium Development Goal
MOA	Ministry Of Agriculture
MoARD	Ministry of Agricultural and Rural Development
OFSP	Other Food Security Program
PIM	PSNP Program Implementation Manual
PSNP	Productive Safety Net Program
PW	Public Work
SNNPR	Southern, Nations and Nationalities Peoples Region
SWC	Soil and Water Conservation
TGE	Transitional Government of Ethiopia
UK	United Kingdom
UNICEF	United Nation International of Cultural and Educational Fund
USAID	United State Agent for International Development
WB	World Bank
WFP	World Food Program

LIST OF APPENDICES

Appendix 1: Questionnaire

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Abstract

The productive safety Net Program is the component of the larger food security program in Ethiopia. The program (PSNP) has two key objectives namely preventing household asset and creating community assets through public works. It is practiced in the rural parts of the major regions of Ethiopia. The study wereda, Lanforo, started to benefit from the program since 2005.

Though there are reports for the contribution of the program to asset protection, there are also observed problems particularly on the public works. These include poor quality of public works, maintenance problem, work burden on female-headed households, low participation of both beneficiaries and non –beneficiaries in the community work. Taking these problems into consideration, this paper aimed at assessing the PSNP with particular emphasis on the public works.

This research is expected to shed some light on the PSNP particularly on the public work. It is important to ensure the effectiveness and the sustainability of the public work that is the core component of the program. This can be achieved by giving input to concerned bodies who work for the improvement of the program. Furthermore, it can be a base for further research work.

*The research was conducted in Lanforo wereda taking two kebeles namely **Lanforo Gebaba** and **Tora Kikora**. They are taken as representative kebeles since they are located in one of the two agro- ecological zones in the wereda. Moreover, these kebeles practice intensive public works. From these kebeles 125 sample households, which is 13% of the total beneficiaries, was taken for the study.*

The major findings of the research include that PSNP program has contributed to the protection of assets (household assets, productive asset, and livestock assets) and creating community assets. Nonetheless, the study made on the public works of the program especially on soil and water conservation practices indicated that there are challenges of the public work that can threaten the sustainability of the work. According to the survey result, most of the households were not involved during the selection of the public work. They also reported that they did not regularly participate in the maintenance work and in the community work. In addition to the beneficiaries, the participation of the non-beneficiaries to the community work is low.

Most of the respondents also indicated that they face problems like lack of equipments and lack of training and follow up, absence of child health care, lack of first aid service. Since there is weak support given to female-headed households, they are forced to shoulder work burden that have created problem in domestic work and childcare. The study also revealed that most of the households stated payment related problems like late payment, low amount compared to the public work. Besides, the existing type of the payment (cash only) is also a problem for most of the respondents.

In general, the study shows that the PSNP has registered a positive result in asset protection and building. Nonetheless, these results can be reversed unless measures are taken to solve the problems. Regarding the public works, most of the works do not go in line with the principles and procedures of the program implementation manual.

CHAPTER ONE

INTRODUCTION

1.1. Background of the Study

Sub-Saharan Africa is the only region in the world currently facing widespread chronic food insecurity as well as persistent threat of famine (Devereux and Maxwell, 2005). Moreover, report of the World Bank and the United Nations Agencies demonstrated that over 40% of the sub-Saharan Africa is living in Absolute poverty or on purchasing power parity of less than US\$1 per day. As a result, Africans are not able to feed themselves (Breth, 2004). Moreover, the countries could not produce enough food to feed their people. According to the FAO, 1998 (in Degefa 2002), Sub-Saharan Africa produces less food per person than it did three decades ago. Therefore, the region remains the most malnourished in the world. One in every three children under the age of five years is underweight and about 42% are stunted (Yambi, in Degefa, 2002).

The Horn of Africa is considered as one of the most food insecure regions of the world. In the Inter-governmental authority on development (IGAD) regions, out of almost 160 million people in the seven countries, some 70 million people live in areas which have been subjected to extreme food shortage and a risk of famine at least once in a decade over the past 30 years (Acc-Inter Task Force Report, 2000).

As it is true in most of sub-Saharan African countries, Ethiopia has been far less successful in maintaining food security following major drought-induced production shortfalls. Major droughts in Ethiopia occurred in 1971-75, 1984-85, 1990-00 and 2002-03, but nearly every year since 1980 at least some parts of the country have been affected by drought (mainly, central and south eastern highland, and southern lowlands) (Von Braun et al.,1998).

According to Del Ninno, C., et al, (2006,414), it is stated, “*maintaining food security at the national and household level is a major priority for most developing countries both for the welfare of the poor as well as for political stability*”. In order to help assure food security, developing countries like Ethiopia have adopted various strategies together with the international donor countries and institutions.

Ethiopia has implemented different safety net programs. These programs are explained in detail in Webb and Braun (1994) based on the projects examined in different part of the country. This intervention falls into four broad categories with six variants. Namely Direct food transfers (feeding camps and food aid distribution), public works (food for work and cash for work), Asset transfers (or-seed distribution) and technology transfers (single ox plough).

These programs have conducted different activities to reach the poor. They were used to function as a means to address the short-term acute food shortages created by periodic monsoon failures (Subbarao and Smith, 2003). From the total amount of food aid flow, a large proportion has been linked to environmental rehabilitation initially through massive soil conservation works, especially during the 1980s. During the period of 1995-96, for example, FFW accounted for 60% of the total food aid distributions by the programs (Clay et al 1998).

Nonetheless, the effort to link relief activities with development programs through food for-work programs was not effective as hoped (Yeraswork, 2000 in Samuel, 2005 and TGE, 1993). Food-for-work programs in chronically food insecure areas has failed to stop the process of environmental degradation and the rehabilitation of natural resources including agricultural lands, soil and forests which are the basis for sustainable agricultural system (Admassie, 2001). In the food for work program, there were disincentives that limit success in environmental rehabilitation and conservation. These include technology related issues, weak institutions, poor markets, population pressure, land tenure, and poor access to education.

Cognizant of this fact, the government of Ethiopian together with donors planned multi-annual funding commitments, productive safety nets (PSNP). The program was designed to address chronic food insecurity and announced this under the banner of the “Food security coalition”. Initial estimates put the chronically food insecure at 5.6 million rural people, current estimates put the total at about 7 million (MoARD, 2006). At the beginning of the program, there were 8 regions (excluding Afar and Somali) and 267 weredas involved. However, with the revised estimate, the number of weredas is certain to increase.

The PSNP is a five-year social protection scheme being implemented by the Federal Food Security coordination Bureau (FFSCB) through regional and *wereda* level food security coordination office (MoARD, 2006).

PSNP has two key objectives (1) preventing household asset depletion and (2) creating community assets through public works. PSNP has two main components. The first and the crux of the program is intensive public works to build ‘community assets’ through using the labor of chronically food insecure households. A secondary component of the PSNP is direct support to the non-able bodies.

Lanforo is one of the 8 weredas of *Silte* zone, found in the SNNPRS region. Because of reasons like, high population density, unpredictable climatic condition, resource degradation, scarcity of land and other problems, it is a chronically food insecure wereda. Based on this and fulfillment of *wereda* targeting criteria, *Lanforo wereda* became one of the 267 *weredas* that are beneficiaries of the PSNP.

1.2. Statement of the Problem

The PSNP, as elsewhere in the country, was started in *Lanforo* wereda in 2005. Since its implementation, the program has conducted different activities in the *wereda*. However, its achievement in addressing its objectives should be subjected to research. Of course, there are reports that indicate the achievements of the program. These include household assets protection and building. The report also indicates the presence of problems that affects the results of the program like late payment, payment preference of the community and including some part of household family members and inappropriate household packages.

The result of these problems is manifested through the recent report (2008) of the *wereda*. This report from Rural and Agricultural Bureau shows that the numbers of households who are ‘graduated’ and become independent from the program are very small i.e. about 90 from 5344 households. This clearly shows that there are problems that hindered the “graduation”.

In addition to household assets, the program is aimed at community asset building through public works. One of the key components of these community assets is soil and water conservation practice .With regard to this practice, there are problems. Based on the report of the *wereda* as

well as from informal discussion with the community members the problems include poor quality of public works, maintenance problem, work burden on the female-headed household and wrong perception of non-beneficiaries to the public works. The report from the wereda also states that the public works are not conducted according to the work norms of the WFP and MOA. The participation of the beneficiaries and non-beneficiaries in the community work is also low. These and other problems raise the question of sustainability of the public work.

Hence, assessing the productive safety net program particularly the public work is a timely issue. Taking this into consideration the research was conducted in relation to the PSNP since the program is one of the three-food security program the country.

1.3. Objectives of the Research

The overall objective of the research is concerned with assessing PSNP with particular emphasis to Public works.

The specific objectives of the research are:

- 1) To assess the contribution of the program in protecting household asset and community asset creation.
- 2) To assess the problems encountering the public works.
- 3) To assess whether the public works are in line with the program implementation manual.
- 4) To assess the sustainability of the soil and water conservation works.
- 5) To forward possible recommendation

1.4. Research Questions

The research questions of the program are given as follows

- 1) Is the program effective in protecting household asset and community asset creation?
- 2) What are the problems encountering the public works?
- 3) Are the public works in line with the program implementation manual?
- 4) Are the soil and water conservation practices sustainable?

1.5. Significance of the Research

Since the commencement of the program in 2005, there are small numbers of researches conducted in the country in general and in SNNPR in particular. As a result, the research will enable to gain lessons from the program's achievement in particular to soil and water conservation practice. Particularly in the wereda, there is no detailed research that has been done to improve the capacity and effectiveness of the program.

In addition to this, in order to achieve the objectives of the program in the remaining two years, it is important to evaluate the performance of the program. In this research, the public work achievement of the program was assessed in detail. On the other hand, to promote the achievements, it is important to know how the communities perceive the different activities of the program.

In general, since the PSNP is expected to contribute to the food security process in the country; this research will be an input for those concerned bodies that work for the improvement of the program. Moreover, it will serve as a base for further research works.

1.6. Scope of the Study

The study was carried out in *Lanforo* Wereda on the assessment of the productive safety net giving emphasis to the Public work. Although the numbers of PSNP beneficiaries in the wereda are 19 Kebeles, the study focused on two kebeles namely *Lanforo Gebaba* and *Tora Kikora*. Within these Kebeles, there are two types of beneficiaries i.e. those that involve in public work and receive direct support. The study, however, focused on the public work beneficiaries. In addition to this, the Communities receive only cash from the program; therefore, the study did not include food recipients.

1.7. Limitation of The study

One of the limitations is related to the respondents' outlook. Since they are afraid of "graduating" from the program, many of the respondents were skeptical about the research work. Therefore, there was a difficulty of getting accurate information about their household and productive assets. In order to solve this problem, however, the information from the wereda rural and agricultural office was used for cross checking the data obtained from the respondents. Furthermore, an attempt was made to convince the respondents by informing that the study is only for academic

purpose. In addition to this, during the field work there was water scarcity problem in the wereda. Therefore, there was difficulty of conducting a group discussion with the non- beneficiaries since they travel long distance to fetch water.

The other limitation of the research was related to the secondary data. In the first place, there was no organized report in the wereda rural and agricultural office about the program's and their activities before the productive safety net. It was also difficult to find the number of beneficiaries in terms of female and male-headed house holds in the beneficiary kebeles. Moreover, there are limited literatures on the productive safety net in the country.

1.8. Organization of the Study

Following the introduction, **chapter two** offers the review of the literatures related to the topic of the study. **Chapter Three** describes the methodology that was devised for this study –data sources; sampling data collection and analysis are included. **Chapter four** sheds some light on the description of the study wereda and the productive safety net in the wereda. **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 Definitions 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 that are expected to participate in the public work.

Direct support beneficiaries- These are beneficiaries of the PSNP 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 (2998Birr) 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.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1. Concepts of Social Safety Nets

Social safety nets gained great attention in development discourse following the 1990 world development report on poverty (WB, 1990). According to this report, social safety net is explained as some form of income insurance to help people through short-term stress and calamities.

World Bank also gives a wider definition as “safety nets are programs which protect the person or households against the adverse outcomes in welfare; chronic incapability to work and earn (chronic poverty) and decline in this capacity from a marginal situation that reserves (transient poverty) (Subbarao, 1996 in Devereux, 2001).

Social Safety nets have two components: (1) Social assistance programs, such as transfers(payment in cash , near cash and in kind), subsidies and workfare, designed to help individuals or households cope with income risks or situations of chronic poverty; and (2) social insurance schemes, such as policy provided or mandated insurance for unemployment, old age (pensions), disability ,sickness, etc., which is designed to help mitigate income risks.

Social safety nets can serve an important role in ameliorating poverty and in promoting long-term growth by providing households with the protection that the markets and informal networks may not supply. They may not redistribute resources toward disadvantaged groups, or sustain political coalitions to support critical structural reforms (conning, J. et. al, 2002). In very poor countries, social transfer may offer an important option to tackle inequality and ensure that the benefits of growth reach those living in chronic poverty (DFID, 2005).

In general, the guiding principles of social safety net programs include helping the poor maintain access to basic social services, avoid social exclusion; minimize the adoption of erosive coping strategies during livelihood shocks; promote adoption of higher return economic activities and avoid inefficient informal risk sharing mechanisms.

2.2 Types of Safety Nets

Safety nets are classified into formal and informal. The formal, social policy aspects of safety nets are primarily concerned with officially instituted programs meant to transfer income. They include a broad range of mechanisms for protecting individuals from acute deprivation or in advent declines in income. These formal safety net programs include food or cash related transfer programs such as public works, cash transfer, micro credits and price subsidies as well as school voucher and health fee waivers (Feleke and Zemedu, 2004). They are mostly transferred to benefit the individual and households that are chronically unable to work as well as those who experience sudden and transitory declines in their purchasing power (Subbarao, et al 1997).

According to Subbarao and Smith (2003), the performance of formal safety net programs can be affected by different factors. These include information, political and fiscal constraints.

The second type of safety net, informal safety net , refers to community based arrangements and private safety nets that help to mitigate deprivation and temporary income shortfalls(Tasew, 2004) They include cash and food transfers, labor exchange, ‘Mitswat’ and ‘Zekat’ between households and social groups (Feleke and zemedu, 2004).

2.3 Experience of Developing Countries to Safety Net Programs

Developing countries have experienced different forms of safety net programs to achieve food security. In this literature review, an attempt is made to give emphasis on the experience of developing countries in relation to employment-based (labor-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 (Maxwell, 1993).

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 and Zimbabwe are observed briefly.

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 programs. 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 the second was to provide employment especially to women and in the slack agricultural season (Subbarao and Smith, 2003). 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 (Von Braun, 1995).

The maintenance and utilization of assets created under EGS in Maharashtra are often far from satisfactory. There are two problems in ensuring adequate maintenance. In the first place there has been considerable administrative delay in handing over completed works to the district councils. In the second place, when the works are handed over, local bodies have often not allocated resources for the maintenance of the EGS assets. Consequently, maintenance of assets was neglected (ibid, 1995).

Zimbabwe had a good experience of employment programs. They have the potential to strengthen food security at a 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 this experience of different African and Asian countries Von Braun, (1995, 299) has made the following major policy conclusions:

- Past and current approaches to employment generation programs have often 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, labor and local-resource intensive investment programs targeted at longer-term employment-intensive growth and at poverty reduction.

- Employment- intensive works programs establish operational linkages between micro-and macro planning and programming. In turn area specific experiences provide options for policy decision 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 institutions.
- There is a need to further develop district or area funds to support basically through cash-sharing arrangements, 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 into action.

2.4 Food security- environment relationship in Ethiopia.

There are different theories concerning environment and food security relationship. These theories explain the causes of environmental degradation in different ways. One of these theories is Neo- Malthusian. According to this theory, as population pressure increases, people degrade their environment in order to maintain food security (Devereux, 2005, Rattan et al, 2003). This inexorably leads to a spiral of land degradation, declining productivity and greater food insecurity (Deveruex, 2005). The other theory is known as political ecology. It is an attempt to develop a theory of environmental change in its social, economic and political context. Blaikie and Brook (1987) are responsible for an important publication on political ecology.

Though these theories explain the causes of environmental degradation in different context, it is important to note that environmental degradation is one of the causes for food insecurity in developing countries like Ethiopia. According to Devereux (2000), the food insecurity of Ethiopia are described taking into account the small and uneven distribution of land, population pressure on fragile natural base, decline in soil fertility, recurrent drought and limited off-farm employment opportunities.

Equally important to the considerations of the environmental sustainability for food security is the extent and depth of poverty in both the developed and developing world (Rattan et al, 2003).

The poor face the most severe constraints in their own food production and in their access to food from markets that makes them vulnerable to food insecurity crisis (Webb et. al, 1994).

The MoARD (2004, 1) Program Implementation Manual states the existing poverty and food insecurity condition of the country and its coverage showing the degree of the problem.

Food insecurity has become one of the defining features of the rural poverty, particularly in drought- prone areas of Ethiopia. Poverty is wide spread in both rural areas 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.

2.5. Overview of Food –based Safety Net Programs in Ethiopia

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

“Food aid in Ethiopia has historically taken two forms: free distribution (FD), which falls under the category ‘emergency’ distribution and food-for work (FFW)” (Yosef 2001:25). According to Webb and Von Braun (1994), the major food aid-based programs include free food distribution (Gratuitous Relief (GR), Employment generation program (EGS), food-for-work program (FFW) and school feeding program (SFP). Out of these programs two of them (EGS and FFW) require a work requirement where as the remaining do not insist on work requirement. In this part of the literature, emphasis is given to the programs that require work. The brief description of these programs is presented in the following part.

2.5.1. Employment Generation Schemes (EGS)

The programs were first introduced in 1993. They are labor-intensive work scheme that provides able-bodied but vulnerable members of a community access to food in exchange for their labor, while at the same time creating generally sustainable assets for the community (DPPC, 1995). 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 etc (Subbarao, 2003). This program also aimed at providing necessary assistance to disaster affect population while avoiding dependency on free food and assisting in the alleviation of poverty and

vulnerability (TGE, 1993). Therefore, it was considered as food aid that is channeled through “developmental” 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 channeled through the work program and no more than 20% are transferred as “gratuitous relief to vulnerable groups.

The program, 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 in Feleke and zemedu 2004).

2.5.2. Food for Work

The FFW has a long history. It began in 1980. The program was funded by WFP and was carried out in selected districts in different Regions identified to be food insecure. The program 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 into the program at times when the program wage is over than the market wage. When the program wage exceeds the market wage, some non-poor farmers may also participate.

Some of the FFW projects in Ethiopia include Micro project programme in Northern Tigray in 1992 that was aimed at constructing 500 micro-dams (Subbarao, 2003). The Adele keke (in Alemaya district) site projected which was initiated in 1984 involved in making soil bunds, contour terracing and afforestation (Webb et. al, 1994).

2.5.3. Cash-for work

This program is the other type of public works in Ethiopia. This 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 in Ethiopia kasha woreda, Wollaita zone can be mentioned as an example. This project has conducted different physical works in the wereda.

It was believed that recipients of cash in such 'pockets' of famine could shop in regional markets where food was still available at reasonable prices, thereby stimulating flows of food to distressed areas. This program was anticipated to reduce intervention costs, reduce delays in wage deliveries, and prevent migration toward food distribution points. For example, Koro Degaga and Doma's irrigation projects initiated by UNICEF and the RRC can be mentioned for practicing cash for work.

To summarize the difference among the above work related food/cash aid programs' targeting, Sharp, K. (1997, 25) in her extensive study has indicated as follows:

An EGS is a work scheme transferring relief resources to vulnerable groups in the areas and periods of emergency, which is to be implemented only when an emergency relief need has been officially recognized, and only for the duration of emergency. FFW or CFW are work schemes transferring regular (non-emergency) resources. The location, initiation and duration of the work do not depend on an emergency declaration (though they are most often located in the chronically food insecure and/or disaster prone areas). They may or may not be seen specially targeted at the household level. Both types of projects can be seen as components of an EBSN. The basic idea of an EBSN is a network of varied and independent labor intensive project which, by providing employment of last resort, can prevent the poor and vulnerable falling through into destitution, either because of disasters or chronic problems.

Ethiopia's three decades experience of utilizing relief resources for development is largely a failure according to different researches. For example aid related development activities such as food-for-work programs in chronically food insecure areas has failed to stop the process of environmental degradation and the rehabilitation of natural resources including agricultural lands, soil and forests which are the basis for sustainable agricultural system (Admassie, 2001 in Subbarao and Smith, 2003a).

Moreover, in Ethiopia, although according to official policy, about 80% food aid is to be disbursed through FFW programs (i.e. Employment Generation Scheme, EGS, and FFW). In reality, a large proportion of this food aid has been distributed in the form of free transfers, because of administrative constraints, lack of non-Wage (cash) components for materials and in emergency relief situations, by the poor health of recipients (Subbarao and Smith, 2003a).

The type of disbursement, food aid, also raised different arguments from scholars. Some argue that food aid induces agricultural productivity, employment opportunity and income. Others consider that food aid distribution results in discouraging agricultural production by creating labor competition for farm activities as well as depressing prices in local markets (FSS, 2004).

According to Subbarao and Smith (2003a), the programs though brought some achievements were not successful because of three shortcomings. First, the framework failed to address the issue of chronic food insecurity. In other words, there has been no national level safety net policy framework that addressed all of the poor, in all nations and in both good years and bad years. Second, the entire framework fell outside the planning process. Third, the policy framework as a whole did not include the implementation of structural measures such as diversification of income-generating activities, encouragement of work-related migrations from areas with excessive pressure of population on land, population control etc.

Generally, there has been an increasing concern in Ethiopia, however, that a national policy-makers and the international community have adopted a 'crisis management' strategy that has resulted in dependence on food aid, rather than addressing the underlying problems of poverty and livelihood insecurity (Devereux et al, 2004).

Taking these problems into account, the government of Ethiopia in close collaboration with its development partners, has developed a Food Security Program /FSP/. One of the major components of this program is Productive Safety Net Program. The other components are direct food production intervention and Voluntary Resettlement Program (MoARD, 2006).

2.6. Productive Safety Net Program in Ethiopia

The Ethiopia PSNP provides a topical case study of a large –scale government implemented social transfer program in one of African's poorest country. The program was emerged from the frustrations, successes and lessons of over 20 years of emergency appeals (IDL, 2006).

The PSNP is one of GOEs flagship reform programs and represents a significant transformation of the government's strategy for meeting the poverty and hunger Millennium Development Goals (MDGs) in Ethiopia. The program is initiated with the objectives of reducing household vulnerability, improving household and community reliance to shocks and breaking the cycle of dependence on food aid. The underling principle of the PSNP is to facilitate *“a gradual shift away from a system dominated by emergency humanitarian aid to productive safety net system resources via multi year framework* (GOE, 2004).

The specific objectives of the cash and food transfers provided through the PSNP include. First, to smooth household consumption this means to bridge production deficits in chronically food insecure farming households that are not self-sufficient even in good rainfall years. The program is also targeted to protect household assets. That is, to prevent poor households from falling further towards destitution vulnerability to further shocks and chronic dependence on external assistance. The third specific objective is to create community assets. This refers linking the delivery of transfers to activities that are productivity enhancing in order to promote sustainable development outcomes (Devereux, S. et al, 2006).

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 those who face chronic food deficits, because of poverty rather than food shock have been transferred from the annual emergency appeal to the PSNP (ibid, 2006).

The program is planned to be implemented for five years at the end of which beneficiaries who have received predictable transfers and complementary interventions throughout the program period will be expected to 'graduate' out of dependency on external support, except during food crisis (MoARD 2006).

The PSNP has been developed by intensive collaboration between the government of Ethiopia and donor group involved in the vulnerability policy dialogue and the coalition for food security. The joint donor group made up of the European commission (EC) ,World Bank (WB) ,Development Cooperation Ireland (DCI), United States Agency for International Agency(USAID),Canada International Development Agency (CIDA), and the UK Department for International Development (DFID)(Devereux , S. et al ,2006).

Regarding the institutional arrangement of the Productive Safety Net Program, the PIM (2006) of the program states that “Food Security line agencies at every level of Government will be accountable for the oversight and coordination of the program, with the implementation of program activities being undertaken by weredas and kebeles, line ministry /agencies and other partners”.

2.7. Components of Productive Safety Net

The PSNP has two core components (1) Labour intensive public works that meet the productive objective of the Ethiopian safety net to be sure a transfer to those who are poor but have labour that they can contribute (2) direct transfers that meet the welfare objective of a safety net Act -to assure a transfer to those who are labour poor (e.g. the elderly, disabled, orphan, and those that lack productive labour).

The revised program implementation manual of the MoARD (2006) indicates different issues under public works and direct transfer. In the public works side, it states the different strategies and principles of the work, the payment of the public work participants and the kind of public work that can be under taken. Moreover it shows the difference between the present public work under safety net and the previous Employment Generation Scheme. Activities that are not eligible and the places of the 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. Therefore, the next part of this paper shows these issues by taking directly from the manual. This is done to avoid the possibility of distortion and omission.

2.7.1. Public Work

a) What are public works under the Safety Net Programme?

Public Works are labour intensive community-based activities which are designed to provide employment for chronically food insecure people who have “able-bodied” labour.

b) Selection of households

Public work is intended for able-bodied adult men and women from households which are:

- Within the category of chronic food insecure rural households
- Facing severe food shortages and unable to meet their basic food needs while preserving essential productive assets
- An individual is eligible to work in public works if he/she is
 - An able-bodied adult
 - Accepted by the community as meeting the established selection criteria
 - A member of the community

- This includes:
 - Pregnant women up to six months and lactating women after ten months
 - Female heads of households
- It excludes:
 - Sick or mentally challenged people unable to undertake even light work
 - Pregnant women after the sixth month
 - Lactating women in the first ten months after child birth

c) What are the basic principles of public works?

The fundamental principles of safety net public works are:

- *Labour-based:* Works must be labour-intensive and use simple tools as much as possible. Public works sometimes can be supported by machinery if it is essential for the work. The ratio of labour to capital inputs should be flexible at woreda level and activity level. At woreda level, the ratio can be up to 20%. At activity level the ratio can be even higher and depends on technical specifications of each project.
- *Participation:* the community participates in the selection, planning, monitoring and evaluation of projects.
- *Predictability:* Public works are provided through a multi-annual resource framework.
- *Targeting:* A combination of administrative and community targeting is used to identify able bodied food insecure households who can participate in the programme.
- *Proximity:* Public works are provided as much as possible in the immediate localities of the people in need.
- *Integration:* Public works are integrated into woreda development plans and planned on an inter-sectoral basis.
- *Complementarity:* Public works must not compete with agricultural activities or voluntary work.
- *Gender Sensitivity:* Public works are designed to enable women to participate, and priority is given to works which reduce women's regular work burden.

d) What kinds of public works can be undertaken?

The selection of activities to be undertaken under the public works component should be driven by the local planning process, in order to identify community needs and prioritise activities based on those needs.

- The planning process is a key to the success of the public works component, allowing a pipeline of public works projects to be developed. This will permit the appropriate planning of public works according to seasonal restrictions, and the rapid scalability of the public works component should needs within a woreda increase due to shocks.
- In periods of relative labour shortage, such as harvest time, public works should be scaled down so as not to distort the labour market and reduce the availability of labour for other important productive activities.
- Planning starts by identifying the key outcomes the community wishes to achieve, and then developing an appropriate prioritised list of activities that will achieve these outcomes.
- Although the principal level of decision-making for determining appropriate activities will be the community, projects determined to be priority by the woreda level should also be included in the pipeline of planned public works projects.
- The creation of household assets is not the direct objective of the public works component, and households cannot be paid to work on their own plots or assets. However, certain activities, particularly those critical to watershed management, require work to be undertaken on both private and community land if outcomes are to be achieved. In this situation public works that take place on private land are permitted. These activities must be endorsed through the community planning process,
- In addition, public works activities can be undertaken on private land belonging to female-headed households with no labour in order to enhance their productivity. These activities must be endorsed through the community planning process.

e) Activities that are not eligible

Certain activities are not eligible under the public works component of the programme. These include five main types of activities:

- i. Activities designed to develop private household assets, unless the specific criteria mentioned above are met.
- ii. Activities that solely benefit private, for-profit organisations.
- iii. Activities to undertake regular, minimal maintenance activities and maintenance activities on assets that the community already undertakes as an in-kind contribution to the protection of those assets.
- iv. Activities for military or defence purposes.

f) Public works in pastoralist areas

In pastoral areas, emphasis is on a set of interventions that reduce risk and increase the resilience of communities to shocks. Possible interventions include:

- Development of water points (using traditional and innovative methods);
- Reclamation and rehabilitation of grazing areas and creation of grazing reserves through improved water harvesting and conservation-based activities (rainfall multiplier systems for improved pastures, agro-pastoralist systems, irrigation, etc.);
- Agro-forestry systems in grazing reserves to improve aerial pasture and multipurpose species, and access to fruits, dyes and gums;
- Other initiatives related to livestock trade and livestock health;
- Development of sustained agro-pastoral systems through rehabilitation of crusted and desertified areas (use of run-off/run-on systems integrated with dry land conservation measures);
- Windbreaks and fodder belts in protected areas.

Note: The above list covers suggested activities. Specific projects and labour organisations for pastoral areas will be identified in collaboration with the regions and clan leaders concerned

g) Where should public work activities be organised?

- Public works should be organized in rural areas.
- Public works sites should be widely distributed within affected target areas. In cropping areas (highlands), they should be within one hour's walk from the homes of the intended beneficiaries, whenever possible. (This implies that, in cropping areas, work sites should normally be within five kilometres of the labourers' homes where the terrain is fairly flat). Distances should be less in areas of steep or difficult terrain, but the community is free to decide to work further from their homes.
- In pastoral/nomadic areas, public works will be organized at strategic locations to which families can move or send selected able-bodied members.

2.7.2. 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 members who cannot work and do not have any other reliable support. The Community Food Security Task Force will supervise this component.

a) Strategy

The Direct Support component is a mechanism for delivering assistance to households who are labour-poor and do not have reliable support. Some households who qualify for Direct Support are supported by poor households, while others have no support at all. The strategy for the first category is to provide food security interventions, including Safety Net to the supporters so as to reduce the burden on the poor supporter. The strategy for the second category is to provide direct transfer.

b) Who is Eligible?

The Direct Support component is guided by strict and narrow selection criteria. It targets only two groups of individuals.

The first group includes individuals who (i) do not have labour to participate in public works, (ii) do not have sufficient and reliable support from sons/daughters, or remittances from relatives away from the village; and (iii) cannot participate or contribute to other community-based activities/initiatives. Such individuals include some disabled persons.

The second group that the Direct Support component can assist includes individuals who (i) do not have labour to participate in public works, (ii) do not have sufficient and reliable support from sons/daughters, or remittances from relatives away from the village, but who (iii) can participate or contribute in other community activities (e.g. managing day-care facilities). Such individuals include lactating mothers (in the first ten months after birth), pregnant women, and orphaned teenagers.

c) What Activities are Eligible?

The first group of individuals eligible for Direct Support are not expected to take part in any activities in exchange for receiving benefits.

The second group should participate in community activities, such as:

- managing a crèche (community child-care centre) at public works sites;

- community managed child care centres to (i) free adult able-bodied labour in other households in the community and (ii) free girls of school-going age from domestic chores to enable them to attend school;
- participating in child nutrition and growth promotion classes; and
- Participating in adult literacy/ numeracy classes.

d) What will the Direct Support component pay for?

- Transfer to the beneficiary households.
- The transfer should meet the assessed food and nutritional needs of the household. At present this estimated at 30 birr worth of food per person per month. This amount of money is recently improved and became 40 Birr(Wereda Agricultural and Rural Development,2008)

2.8. Program coverage and beneficiaries

The MoARD (2006) implementation manual states that the beneficiaries of the program are the 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 the country. The number is estimated to be about 8 million people.

The definition of chronically food insecure weredas and households are given as follows:

(1)Chronically food insecure weredas:

For the purpose of the safety net , a wereda is considered chronically food insecure if it (a) is in one of the eight regions (Tigray , Afar , Somali, Oromia ,SNNPR ,Amhara, Rural Harerghe and Dire Dawa).and (b) has been the recipient of food aid for the a significant periods generally at least for 3 consecutive years.

(2) Chronically food insecure households:

- For the purpose of the safety net, household is food is considered chronically food insecure if it is located in one of the eight regions mentioned above.
- Has been assessed by a mix of administrative guidelines and community knowledge to have faced continuous food shortages (usually 3 months of food assistance prior to the commencement of the PSNP).

- This also includes households that suddenly become more vulnerable as a result of severe loss of assets and unable to support themselves (last 1-2 years).
- Any household without family support and means of protection and support.

The following table shows the number of PSNP beneficiaries in the food insecure regions of Ethiopia for 2006.

Table 2.2 Number of Safety Net Beneficiaries in 2006

No	Region	Safety Net Beneficiaries		
		Public Work	Direct Support	Total
1.	Amhara	2,246,827	272,702	2,519,529
2	Oromia	1,166,849	212,027	1,378,876
3	SNNPR	1,079,583	219,398	1,298,981
4	Tigray	1,294,062	159,645	1,453,707
5	Dire Dawa	47,355	5,259	52,614
6	Somali	0	1,102,017	1,102,017
7	Afar	0	472,229	472,229
8	Harari	13,811	2,325	16,136
Total		5,848,487	2,445,602	8,294,089

Source; MoARD, 2006.

According to the table the total number of beneficiaries in 2006 was about 8,249,089. Out of this number 5,848, 477 are engaged in public work activity where as the rest are direct support beneficiaries. Among the regions, Amhara has the highest beneficiaries (2,519,529) and Harari has the least beneficiaries (16,136). The manual also states that these numbers will be revised periodically on the basis of retargeting.

2.9. Graduation

There are at least three definition of graduation in the productive safety net program. These definitions are in common use without a uniform understanding of which applies in which situation (Salter, R and et. al, 2006).

- (A) Graduation from the Productive Safety Net Program, which requires households to achieve food security for one year only according to the Program Implementation Manual.
- (B) Graduation into food security, which implies a more sustainable transition away from chronic food insecurity.

- (C) Graduation out of poverty, which is more substantial objective which goes beyond food insecurity.

From the above description, it can be concluded that graduation from PSNP is the first step in the process where as graduation from food insecurity and from poverty takes the second and the third stages respectively. Here, a given household that graduated from PSNP may not necessary graduates from food insecurity and poverty. Moreover, a household may graduate from food insecurity but may not necessary from poverty.

The indicators of graduation are different for each definition given above and according to study made by Salter, R and et al (2006) some regions use criteria like:

- Use of the MDG goal of \$1 per day, translated into Birr assuming household size of 4.5 giving a figure of 18000 birr per household. This has been applied in Tigray and Amhara regions.
- Use of national per capita average income of just over 1060 birr so that household of 5 needs an annual income of 5,300 birr to be food secure. This has been used in SNNPR.
- There is also some discussion of using the cost of a basket of food, the purchasing of which indicates food security.

Graduation is a key goal of the PSNP. Nevertheless, it is not achieved because of the program alone. Therefore, the Other Food Security Program (like credit and household package) and other government program (like extension services) should assist PSNP. That is, many safety net beneficiaries should benefit from other food security program intervention to graduate the program as well as from food insecurity. The overall strategy to achieve food security also includes a program of resettlement.

The Environmental and Social Management Framework (2006) states that graduation and thus the achievements of the objectives of the PSNP is dependent upon the appropriateness of public work, the soundness of their design, their expedition and satisfactory implementation and their social and environmental sustainability.

2.10. Performance and challenges of productive safety net program in Ethiopia.

The implementation report up to the third quarter of 2006 by MoARD plan (February 2006) shows results concerning the cash transfer, food disbursement and public works accomplished. Regarding the cash transfer a total of Birr 1 billion (77.4% of the total earmarked) was dispersed to the regions, which were used for transfer to the beneficiaries, to cover management and administrative costs. On the other hand, starting from January up to the end of the third quarter, a total of 214, 155.52MT of food was (cereals, pulses, and oil) channeled through WFP was delivered to the weredas through the government (DPPC).

The major public works undertaken include rural infrastructure development, water harvesting, water supply schemes, irrigation development, soil and water conservation, afforestation/Reforestation, education, and health and development centers. The summary of these works completed by the end of the third quarter of 2006 for the six regions (Oromia Tigray, Amhara, SNNPR, Harari, and Diredawa) are indicated in appendix 3.

There are also studies indicating the strengths and weaknesses/challenges of the PSNP. According to Devereux, S. et al, (2006) study made in the four regions (Amhara, Oromia, SNNPR, and Tigray) at different times, the program has helped to bridge the food gaps faced by millions of beneficiaries that were relief recipient in the past. The studies also indicated the positive impacts of the program in helping to protect household asset, utilization of health services, and community asset creation.

On the other hand, the evaluation of USAID supported PSNP implemented in 35 weredas of Ethiopia indicates the challenges of the program. Some of them are series overlap of the implementation period of the public work with normal agricultural activity, the existence of exclusion error and the inability to make payments to the beneficiaries on time. The report made by Sharp, k. et al (2006) and Amdissa (2006) also add challenges of the program like inadequate staff members and high turn over, lack of linkage between programs to enable graduation. Furthermore the reports emphasized that there is a danger that house holds become more, not less, dependent on the PSNP because the public work requirement reduces their ability to pursue successful alternative livelihood activities.

2.11. PSNP in the Southern Nation, Nationalities and Peoples Region (SNNPR).

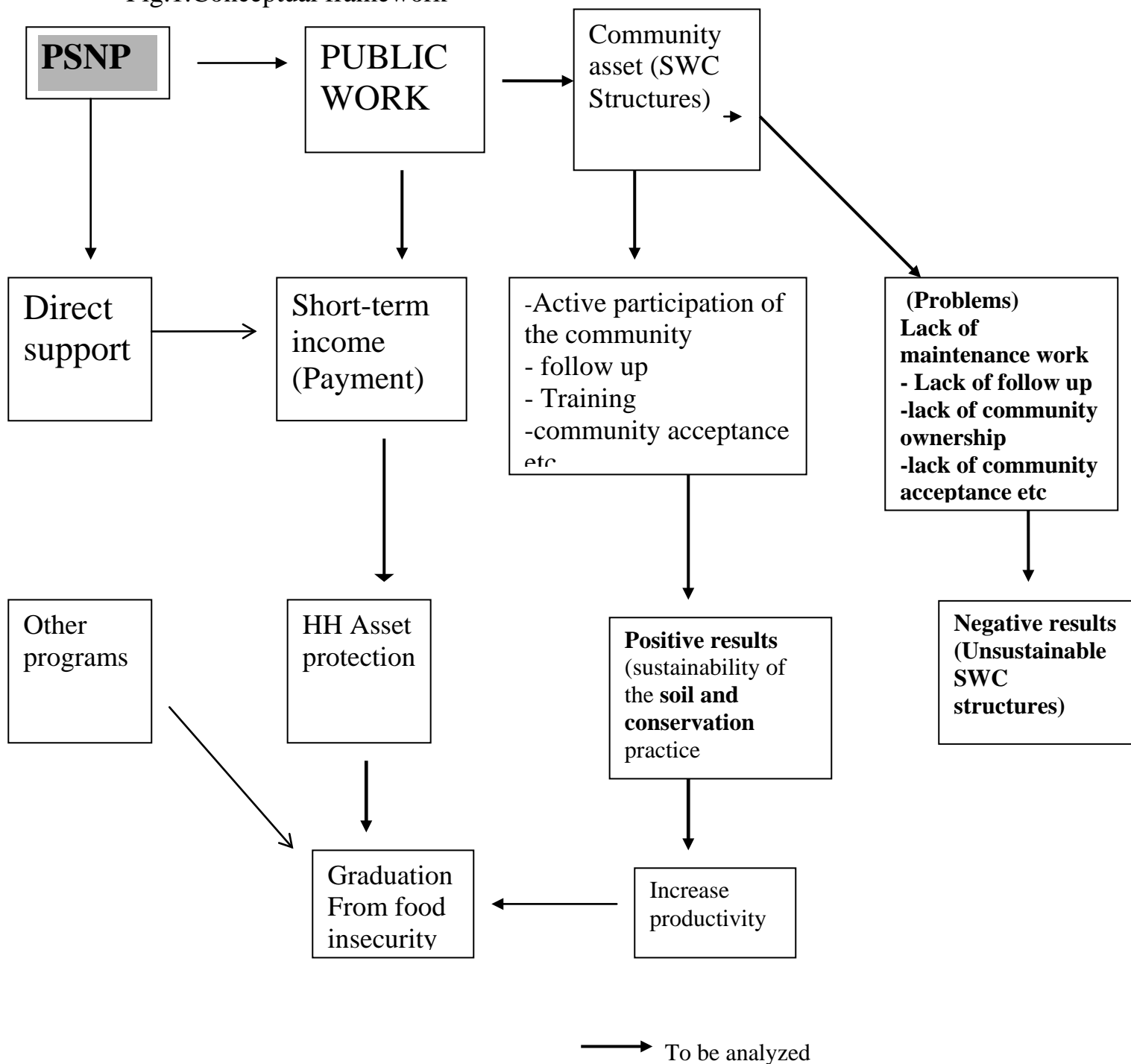
SNNPR is one of the eight regions that are categorized as food insecure. Thus, like the other regions the number of people that require food aid is very high. Based on the DPPC (2003) the total number of food insecure people was 1,114,652. Every year there is high number of people requiring food aid. To address this problem, the SNNPR has benefited from PSNP since 2005. The number of beneficiaries at the beginning of the program was 760,000 from 58 weredas but this number went up to 1.4 million from 79 weredas in 2007.

According to MoARD's third quarter of 2006 report, the PSNP carried out different public works (shown in appendix 3) like roads, potable water, school, health institution and Farmers Training Center's. And these are made accessible to all weredas. Mitiku (2007) On his part indicated the constraints like inclusion and exclusion error, poor awareness of the community, low participation of the community during planning and implementation, expansion of peasant associations instead of including excluded members.

Though the studies from all over Ethiopia and particularly from SNNPR region provide the success and challenges of PSNP, they do not provide detail information on the public work. Therefore, it is of paramount importance to look at the challenges and success of the public work which is the core part of the PSNP.

2.11. Conceptual framework

Fig.1. Conceptual framework



Source –prepared based on the program implementation of PSNP-2004 and 2006

Figure one gives the conceptual framework of the paper. It shows the productive safety net and its components. The main part, which is important for the study, is the public work. The participants of this work can benefit from two aspects. First, they receive a short-term payment that can fulfill the food gap that they face during the year. The payment is important to protect the household assets that can otherwise be sold.

The second aspect that benefits the households is community asset building. Among the community asset the soil and water conservation practice give emphasis in the analysis part of this paper. This practice can be sustainable or unsustainable. The former one can be resulted from inputs (like active community participation, community acceptance, follow up and training given and etc). The later one, on the other hand, can result from when there are inappropriate practices conducted by the participants. Hence, the main analysis part of this paper relies on these issues.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1. Data Sources and Data Collection Techniques

The data (information) important for the research work were gathered from both primary and secondary data sources.

Primary Data

The primary data were generated through, key informant interview; focus group discussions (FGD), household cross-sectional survey, and direct observation of the public works.

Key informant interview

The key informants were identified and interviewed individually. These informants include Development Agents, soil conservation experts, local government officials, the wereda food security unit, Agricultural and Rural Development Administrators, and Non- Governmental Organization . This interview was conducted to obtain maximum knowledge and information on community livelihood structure, population change, environmental stress, access to resources, the accomplishment of the public works, the change brought by the program, and the problem facing these works.

Focus group discussion

With regard to FGD, a total of five FGDs were held in the two *kebeles* included in the study. Four of the FGDs were conducted with public work participants (beneficiaries) and one with non-beneficiaries by involving eight (8) members from each group. The FGDs with beneficiaries were organized in recognition to heterogeneity in terms of headship. Consequently, two of the sessions were held with male-headed households whereas the other two sessions were held with female-headed households. The discussion was carried out with ‘*Siltigna*’ which is the local language.

The discussion with public work participants was conducted with both male and female-headed households. This was aimed to attain detail information about the public works, the problem they encounter and the overall perception about PSNP. The FGD with non-beneficiaries, on the other hand, was made to see their participation in the community work and to assess their sense of

ownership to the works done by the program. Moreover, it was important to get information on the change that they observe in the lives of the beneficiaries.

For both, the key informant interview and for the focus group discussion, a checklist was used as a framework and to explore in- depth perception of the participants (see appendix 1).

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 household's about the program's achievements in relation to the public works giving emphasis to soil and water conservation practice. Besides, it enabled to get the perception of the beneficiaries on the impacts of PSNP 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.

Observation

The other method that was used to collect primary data was direct observation. This was important for cross-checking the data that were generated through the survey method and focus group discussion. In other words, the observation was conducted to see the public works done and to see the participation of the beneficiaries on the public works. The participation of the community in general (beneficiaries and non-beneficiaries) in the community workdays was also observed. Using the life situation of the beneficiaries, an attempt was made to see the real change and the problems facing the community.

Secondary Data

The secondary data were obtained from published and unpublished materials of government organization particularly from agricultural and rural development offices that work on food security, the *wereda's* report of the accomplished public works since the commencement of the program. Books written on the research topic were also used. These data were used to substantiate the primary data on the program.

3.2. The process of Data collection

Before the actual data collection process, a personal visit was made to *Lanforo wereda* office. During this time, secondary data sources related to the study area (like, records of program beneficiaries, annual reports and program evaluation reports) were reviewed. Besides, informal discussions were held with the members of the community, with the head of rural and agricultural office of the *wereda* and staff regarding the background of safety net programs and the current situation of the Productive safety net.

For the main data collection, enumerators were recruited and trained to fill the questionnaire by interviewing the community with close supervision of the researcher. But, this process was undertaken after pre-test of the questionnaire that was prepared for the data collection.

3.3. Sampling

According to the *wereda* council annual report, the study *wereda* has 24 rural *kebele* administrations (KAs). Out of these, 19 *kebeles* are found to be included in the PSNP program. These beneficiary *kebeles* are generally stratified into lowland and midland altitude. The study, therefore, has taken one *kebele* from each altitude. *Lanforo Gebaba* was the first *kebele* included from lowland and with high vulnerability. The second *kebele*, *Tora Kikora*, was taken from midland. In addition to this agro ecological variation; these *kebeles* were selected for their intensive public work activity.

According to the report from the *wereda*, the two *kebeles* have a total of 1926 households of which 1242 households are beneficiaries of the program (See appendix 5). These beneficiaries again are classified into direct support beneficiaries (304) and those that participate in the public work (938). To meet the objectives of the research, the study relied on the public work beneficiaries. Moreover, based on the Program implementation manual most of the program beneficiaries (80%) are expected to contribute for the public work. As a result, giving attention to the public work beneficiaries is essential. Furthermore, it is this group of the beneficiary that is given priority in the household package and expected to graduate from the program unlike the direct support beneficiaries.

The public work participants in *Tora Kikora* and *Lanforo Gebaba* are 360 and 578 respectively. For conducting the research, a total number of 125 beneficiaries (13%) were taken as a sample from the total beneficiaries (938). From these *kebeles*, the sample sizes were taken using the proportional systematic sampling (as shown in the Table 3.1). Out of this sample, 97 and 28 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 3.1. The number of samples drawn from the study *kebeles*

Beneficiaries	The Total number of beneficiaries	Sampled Households		Total No of Sample Size
		Male	Female	
<i>Lanforo Gebaba</i>	360	38	10	48(38.4%)
<i>Tora kikora</i>	578	59	18	77(61.6%)
Total	938	97(77.6%)	28(22.4%)	125(100%)

3.4. Data Analysis

Different analytical techniques were applied for analysis in the household survey of both qualitative and quantitative description. For the quantitative part, SPSS (version 15) was applied to make the analysis more accurate. Descriptive statistics were used for the substantial part of the analysis.

Analysis of the qualitative data collected through the techniques were summarized and reviewed for consistency checks and completeness. In the process of the Analysis, it was attempted to look for patterns, differences, variations and contradictions. Lastly, the information was summarized under each key issues or theme. It was important in order to access the issues that couldn't be obtained from structured questionnaire. Moreover, tables were used to display the analysis.

CHAPTER FOUR

DESCRIPTION OF THE STUDY AREA

4.1. Location of Lanforo Wereda

Lanforo is one of the eight (8) *weredas* in *silte zone*, SNNPR region. The absolute location of the *wereda* is described as 7.58°N-7.90°N and 38.23°E- 38.52°E. Regarding the vicinal location of the *wereda*, it shares boundary in the East with Adami Tulu Gido Kombolcha (Oromia regional state), in the west with *Siltti* and *Dalocha Wereda*, in North *Siltti Wereda* and in the South with *Alaba wereda* (See the location map 1).

Lanforo is located at 37km away from, *Werabe* (the zonal capital), 159km away from Hawassa and 183km from Addis Ababa. The *wereda* has 2 urban areas and 24 rural *kebeles*. *Tora* is the capital town of the *wereda*.

4.2. Topography and Climate

The *wereda* with a total area of 54,054 hectare has an altitude that range from 1501-2500 meter above mean sea level. The topography of the *wereda* reveals that 60% is plain, 15% mountainous, 15% rugged topography and 10% undulating land. Moreover, the *wereda* is located within the rift valley

Because of its altitude, the *wereda* has two temperature zones namely *dry Woina dega* (areas close to *kola* area) and *Woina Dega*. The *wereda* has a mean annual temperature ranging from 17.6°C – 22.5°C and a total rainfall of 800-1200mm.

In the *wereda*, there is high rainfall variability. As a result, it is susceptible to frequent drought. Based on the information from the *wereda*, 30-40% of the people were vulnerable from 3-6 months of food shortage.

4.3. Natural resources and Land use

Out of the total area size (54,054 hectare), 38,564 hectare (71.34%) is agricultural land, 5775 hectare (10.68%) is pastureland, 2320 hectare (4.29%) for others and the rest 625 hectare (1.15%) is forest area .This indicates that forest coverage of the *wereda* is very low

Annually about 37% ton hectare soil is eroded mainly because of deforestation (forest resource degradation) .In terms of the water resources there is a lake by the name ‘little’ Abaya at the boarder area of the *wereda* and swampy areas like *Gooelsha* , *Archuma* , *cheleleke*, *Wnchicho*, and *cho cho*. There is also a river *Dijo* that crosses the *wereda*. According to the *wereda* report, these swampy areas are shrinking in size due to unreliable rainfall and Siltation. *Gooelsha* is almost dried due to these reasons.

4.4. Demographic Characteristics

The total population of the *wereda* is 122,327 out of this 50.5% are female and 49.5% are male. From the total population, 10,213 live in urban areas where as 112,114 live in rural areas. *S/koshame* (7672) and *G/Shefode* (3072) *kebeles* have the highest and the lowest number of population respectively. In terms of household, the *wereda* has a total household of 24,465. Out of this, 12,110 and 12,355 are male and female households respectively (see appendix 4).

The population density of the *wereda* is calculated to be 207 persons/ km², which is one of the dense *wereda* in the zone. Moreover, the population dependency ratio is 79.8/100.The settlement pattern, on the other hand, indicates that 91.58% is rural and 8.62% is urban settlement. The ethnic composition of the *wereda* shows that 98% are *siltti* and the rest are from other ethnic groups.

4.5. Social Service Characteristics

According to the *wereda* health bureau, there are a total of 3 health centers that are found in *Tora area*, *Mito area* and *Gebaba area*. Besides, there are 24 health posts distributed in the *kebeles* of the *wereda*.

Concerning education, the report from the *wereda* indicates that the educational coverage increased in the last three years. The student enrolment in 1999E.c was 22,882.This number was 13,937 in 1997.This result also explained by the number of schools constructed. According to the

2000 report, the number of schools has reached 41 (24 schools for grade1-4, 15 schools for grades 1-8 and 2 schools grades 9 and 10) (See the table 4.1 below).

Table 4.1. Number of schools in Lanforo wereda from 1998-2000 E.C

Grades	Number of schools		
	1998E.c	1999E.c	2000E.c(up to February)
1-4	13	20	24
1-8	10	12	15
9 and 10	2	2	2
Total	25	34	41

Source; *Lanforo wereda* education bureau, 2008

4.6. Description of the PSNP program in the wereda

4.6.1. Background of the PSNP

The *wereda* is among the most food insecure *wereda* in SNNPR regional state. Before the introduction of productive safety Net in the *wereda*, *Lanforo* was receiving food aid like most part of the country. The lion share of the support was from EU and SoS-Sahel. EU Provided the support for eleven *kebeles* that were then considered as chronically food insecure where as SoS-Sahel was giving a support for three *kebeles*.

EU and SoS-Sahel conducted different physical works like roads, afforestation, and terracing with the provision of food (Food for Work). However, due to the absence of well-organized data in the *wereda*, it is difficult to present the details of the works. When the PSNP was implemented in 1997, the eleven *kebeles* were directly included in the program. Later on, with retargeting eight *kebeles* were added and the total number became 19.

4.6.2 Beneficiaries and Coverage

In the *wereda*, there are 19 *kebeles* which are beneficiaries of the PSNP out of the total *kebeles* (26). In these beneficiary *kebeles*, there are a total of 6667 households of which 5344(80%) are engaged in the public works and 1323(20%) receive direct support. Among the *kebeles*, *L/Gebaba* has the maximum number of the beneficiary households (785) whereas *A/Gola* has the

minimum number (121). This allocation coincides with the Program Implementation Manual of the PSNP. The total family size in both groups of beneficiaries is 24,114 (20,750 for public works and 3364 for direct support beneficiaries).

The non-beneficiaries include *Tora* and *Mitto* which are towns, and *R/chefuna*, *Repe*, *G/Gogilo*, *A/Agawo* and *S/Koshame* from rural *kebeles*. In these *kebeles*, the entire people are non-beneficiaries. There are also non-beneficiary households within the beneficiary *kebeles* (See also appendix 5).

According to the *wereda* Rural and Agricultural office report, retargeting was made about three times and attempted to minimize the inclusion and exclusion errors. This was made in the last two and half years but now, the retargeting is already completed. This is because of the fact that a given household at least should stay in the program for two and half years to examine the effectiveness of the program.

4.6.3 Household package beneficiaries

Household package is a credit instrument. The implementation of the Other Food Security Program ,household package, differs between regions but in general it comprises a menu of package Loans for agricultural activities and non agricultural activity, which can be selected according to which is most appropriate for a specific household. The package mainly targets the public work participants .This is due to households that receive direct support are unlikely ever to “graduate” from the PSNP, but in all probability need external assistance for a long time, possibly for their entire lives(Salter, R and et al, 2006).

According to the Program Implementation Manual, Household package is one of the supportive program give to the PSNP beneficiaries in order to help them graduate from the program and from food insecurity. This is mainly true for the public work participants.

In *Lanforo Wereda*, the Package was started in 2006(1998 E.c). At the beginning, the package was given to very poor households but nowadays it is given for those that are close to graduation to facilitate the process. The package, in this *wereda*, includes activities like provision of livestock (cows, heifers, goats and sheep), provision of perennial crops (papaya and Mango) and giving credit for off farm activities.

Until the first round report (January) of 2008, there are about 2407 number of household package beneficiaries (See table 4.2). The beneficiaries were selected from each beneficiary *kebeles* proportionally. Most of them receive Livestock and perennial crops and one *kebele* benefits from credit for off-farm activities. The package works in the form of rotation. The package will be provided for ‘graduates’ in addition to the beneficiaries. The highest number of beneficiaries is from *Lanforo Gebaba*.

Table 4.2. Household package beneficiaries from 2005/6-2008

Year	Number of beneficiaries
2005/6	965
2007/8	942
2008(up to January)	500
Total	2407

Source; LWRAO, 2008

4.6.4. ‘Graduates’ from the PSNP program

As mentioned in the review of literature of this paper, graduation is described in three ways i.e. graduation from PSNP, graduation from food insecurity and graduation from poverty. Even though it takes long to graduate from food insecurity and poverty, currently, there are reports of graduates from the PSNP program in the *wereda*.

According to the report from the *Lanforo wereda* food security unit report (2008), the number of beneficiaries who graduated from the program is 90 households out of the total beneficiaries of 5543. Of these ‘graduates’, 27 are female headed households and the rest (63) are male headed households. From these households the total number of the family members is 335. When the graduates are disaggregated in terms of *kebeles*, *W/Doye* had the largest number (24) of graduates followed by *W/Bodity* with 19 graduates whereas *G/Weregise*, *M/Kusaya*, *M/Gagebo* and *M/Tora* had only one graduate each. There are also beneficiary *kebeles* without any graduate. These include *A/Gola*, *Sh/Debar*, *T/Kikora*, *W/Banchi* (See appendix 5).

In addition to the above report, the *wereda* has recruited 84 graduate households for the coming time. Therefore, this will make the number of graduates 174 in the first round of the program assessment.

4.6.5. Activities conducted by the PSNP

Based on the report from the *wereda*, since the commencement of the program in 2005, the public work beneficiaries conducted physical works like soil and water conservation, road construction and social services construction (schools and health posts). The activities conducted in the last three years are presented in the appendix 6. From the table one can see that for most of the activities there are improvements year after year (from 2005-2007).

There are also activities that had not been started in the first two years (2005 and 2006) but were started in the third year (2007). These include Compost making, planting on bund, Bund maintenance, Stone faced soil bund construction, Fanya-juu, Eye-brown basin construction and Cut-off drain construction. Regarding road construction, in three years 135.89 km length of rural road was constructed.

In addition to the Soil and Water conservation practices, in the *wereda* there are social services constructed with the assistance of the PSNP. According to the report, 5 health posts, 19 Schools (from grade 1-5) and 17 Farmer training centers were constructed up to 2006/07.

CHAPTER FIVE

RESULT AND DISCUSSION

5.1. Respondents Characteristics

In this part of the paper, an attempt was made to show the characteristics of the respondents. It includes the sex composition, response to more than one wife, educational status, land holding and consumption pattern of the produced crops.

Sex composition

Out of the total respondents, 77.6% are male-headed households whereas 22.6% are female-headed households. This indicates that the number of male-headed households is more than three times of the female-headed households.

Table 5.1. Respondents' sex

Sex	Frequency	Percent
male	97	77.6
female	28	22.4
Total	125	100.0

Source; Household survey, 2008.

Marital Status

The respondents were asked for their marital status, in this regard, 72% are married, 10.4% are widowed, 3.2% are unmarried and 6.4% are divorced (table 5.2)

According to the male-headed response to more than one wife, 80.4% are monogamous. Whereas, the remaining 19.6% are polygamous. (Table 5.3)

Table 5.2. The marital status of respondents

Marital status	frequency	Percent
Unmarried	4	3.2
Married	90	72
Widowed	13	10.4
Divorced	8	6.4
Total	125	100

Source; Household survey, 2008.

Table 5.3. Respondent's response to polygamy

Responses	Frequency	Percent
No	78	80.4
Yes	19	19.6
Total	97	100.0

Source; Household survey, 2008.

Family size

Concerning family size, 41.6% of the respondents have a family size ranging from 5-6 whereas the households with less than four and with four family sizes are 9.6% and 28.8% respectively. There are also respondents with a family size of more than six. This accounts 20% of the respondents.

Table 5.4. The family size of the respondents

Family size	Frequency	Percent
<4	12	9.6
4	36	28.8
5-6	52	41.6
>6	25	20
Total	125	100.0

Source; Household survey, 2008.

Educational status

Based on the survey result (Table 5.5) about the educational status of the respondents, 56.8% cannot read and write .36.8%, on the other hand, can read and write. The remaining 5.6% and 0.8% have primary and secondary education respectively.

Table 5.5. Educational status of the respondents

Educational level	frequency	Percent
Cannot read and write	71	56.8
Can read and write	46	36.8
Elementary education	7	5.6
Secondary education	1	0.8
Total	125	100

Source; Household survey, 2008

Land holding

Except 4%, all of the respondents had land during the last production year. The size of the land, for the majority of the respondents (88.3%), is less than or equal to 1 hectare (less than four 'timads'). Those with greater than one hectare are only 11.7 % (see Table5.6).

The result indicates that like many parts of Ethiopia, land holding in the study *kebeles* (*Tora kikora* and *Lanforo Gebaba*) is small. This is the result of the high population density of the kebele (See table 5.7).

Table 5.6. Land ownership in the last production year

responses	Frequency	Percent
No	5	4.0
yes	120	96.0
Total	125	100.0

Source; Household survey, 2008.

Table 5.7. Size of the land owned by the households

Land size in hectares	Frequency	Percent
0.25-0.5	46	38.3
0.5-1	60	50
>1	14	11.7
Total	120	100.0

Source; Household survey, 2008.

Consumption of the produced crops

The respondent's response for how many months do they use the produced crops mainly maize indicates that 58.4% of them use the produced crops from 6-7 months. There are also households that use the produce for less than six months. This holds 35.2% of the house holds .Therefore, from the total households it is only 6.4% that can used for more than 7 months. From this result,

one can observe that the majority of the households (93.6%) have a food shortage at least for five months (See Table 5.8).

Table 5.8. Number of months that the produced crops used

Responses	Frequency	Percent
<6	44	35.2
6-7	73	58.4
>7	8	6.4
Total	125	100.0

Source; Household survey, 2008.

5.2. The Contribution of PSNP to Asset Protection and Building.

As it is mentioned in Chapter two, one of the objectives of the PSNP program is asset protection and building. Assets are categorized into human capital, physical capital, financial capital, and natural capital. This part of the analysis attempts to address the contribution of PSNP 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 program to these human capitals was assessed. To start with, the result portrayed that out of the total 125 households, 86(68.8%) of them reported that they used health care more this year than in the previous years. And 63 of them (50.4%) credited PSNP for the improvement. Whereas 18.4% of them stated that, it is for another reason. The remaining respondents 39 (31.2%) said we did not get a better health service even after the implementation of the program (See Table 5.9)

Regarding education, school enrolment of children and drop out of students were surveyed. Households with school age-children were 87 out of the total sample (125). These households were asked whether they have sent more of their children to school this year than the previous years. 69 of these households replied positively. And out of these 44 households said it is due to the PSNP. The result is portrayed in the Table 5.9 below.

The survey was also made to check the drop out of the students. In this case, there is different answer i.e. Significant number of students spent less time in school. Almost half (50.57%) of the students enrolled in school this year are found to be dropouts. According to the households, these dropouts are because the children were involved to fetch water from distant areas since there is a shortage of drinking water 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.

Even though there are dropouts, the Program was attributed for keeping children longer in school compared with other reasons other reasons. That is, 28.74% of the beneficiaries stated the enrollment for longer period due to PSNP whereas 18% of them gave the credit to other reasons (See Table 5.9).

The other aspect of the human capital is capability, which can be expressed through acquiring a new skill and knowledge. In this regard, the contribution of the program is small. Compared with other reasons, the number of household beneficiaries acquiring new skill and knowledge due to the PSNP is very small (only 7.2%). This number is out of 47 households who acquired a new skill and knowledge. The remaining (62.4%) beneficiaries did not get any kind of new skill and knowledge (See Table 5.9).

Table 5.9. Contribution of PSNP to social service provision

	Yes there is improvement			No	Total
	Yes because of safety net	Yes because of other reasons	Total		
Use of better health care facilities	63(50.4%)	23(18.4%)	86(68.8%)	39(31.2%)	125
Have you sent more of your children to school	44(50.5%)	25(28.7%)	69(79.2%)	18(20.7%)	87*
Kept children in school for longer	25(28.74%)	18(20.69%)	43(49.43%)	44(50.57%)	87*
Have acquired new skills or knowledge	9(7.2%)	38(30.4)	47(37.6%)	78(62.4)	125

**Note- Households with school-age children are 87 out of the total (125)*

Source; Household survey, 2008.

5.2.2. Physical Capital

The second type of asset is physical capital, which includes Land, Livestock, farm equipments and other household assets.

From the table 5.10 and 5.11, it can be understood that there is a protection and building of new farm equipments and other household assets. Most of the respondents attributed it for the productive Safety Net program.

The Respondents were asked about their asset before and after safety net. The next two tables provide the productive and the household assets summary.

Table 5.10. Household assets of Respondents before and after productive safety net program

Household goods	Before safety net				After safety net(now)			
	1	2	>2	I did not have	1	2	>2	I do not have
Chair	16 (12.8%)	33 (26.4%)	4 (3.2%)	72 (57.6%)	19 (15.2%)	30 (24%)	13 (10.4%)	63 (50.4%)
Table	10 (8%)	1 (0.8%)	-	114 (91.2%)	13 (10.3%)	-	-	112 (89.6%)
Radio	27 (21.6%)	-	-	98 (78.4%)	32 (25.6%)	-	-	93 (74.4%)
Tea cup	88 (70.4%)	1 (0.8%)	-	36 (28.8%)	96 (76.8%)	1 (0.8%)	-	28 (22.4%)
Tray	38 (30.4%)	49 (39.2%)	13 (10.4%)	25 (20%)	19 (15.2%)	68 (54.4%)	27 (21.6%)	11 (8.8%)
Jeri can	22 (17.6%)	69 (55.2%)	-	34 (27.2%)	28 (22.4%)	78 (62.4%)	10 (8%)	9 (7.2%)
'Fanos'	30 (24%)	1 (0.8%)	-	94 (75.2%)	21 (16.8%)	-	-	104 (83.2%)
can	75(60%)	-	-	50(40%)	85(68%)	-	-	40(32%)

Source; Household survey, 2008.

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. This result is also true for productive assets like, sickle, pickaxe, wood metal, axe, hoe etc. It is shown in the table 5.11.

Table 5.11. Productive assets of the respondents before and after productive safety net

Productive equipments	Number of each equipments Before safety net				Number of each equipments After safety net(now)			
	1	2	>2	I did not have	1	2	>2	I do not have
Sickle	68(52%)	26(29.6%)	1(0.8%)	30(12.5%)	65(52%)	37(29.6%)	13(10.4%)	10(8%)
Pick axe	22(17.6%)	3(2.4%)	-	100(80%)	50(40%)	6(4.8%)	-	69(55.2%)
Wood metal	34(27.2%)	9(7.2%)	-	82(65.6%)	66(52.8%)	5(4%)	1(0.8%)	53(42.4%)
Axe	59(47.2%)	4(3.2%)	2(1.6%)	60(48%)	60(48%)	17(13.6%)	4(3.2%)	44(35.2%)
Hoe	60(48%)	24(19.2%)	2(1.6%)	39(31.2%)	63(50.4%)	37(29.6%)	-	25(20%)
Spade	24(19.2%)	-	-	101(80.8%)	59(47.2%)	1(0.8%)	-	65(52%)
Hand saw	15(12%)	-	-	110(88%)	8(6.4%)	4(3.2%)	-	113(90.4%)
Stone grain	47(37.6%)	1(0.8%)	-	77(61.6%)	38(30.4%)	1(0.8%)	-	86(68.8%)
plough	108(86.4%)	1(0.8%)	-	16(12.8%)	109(87.2%)	4(3.2%)	-	12(9.6%)
Animal cart	16(12.8%)	-	-	109(87.2%)	17(13.6%)	-	-	108(86.4%)

Source; Household survey, 2008

These households were asked whether the absence of depletion or improvement in assets is due to productive safety net or not. In response to this, the result from table 5.12 reveals that most of them (70.4%) for household assets and 72% for productive assets attribute the productive safety net. Where as those who said there is asset depletion accounts only 6.4% and 4.8% for household assets and productive assets respectively.

Table 5.12. Responses for absence of asset depletion

	Household asset		Productive asset	
	Frequency	percent	frequency	percent
No	8	6.4	6	4.8
Yes because of Productive safety net	88	70.4	90	72
Yes for Other programs	29	23.2	29	23.2
Total	125	100	125	100

Source; Household survey, 2008.

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

As far as Land is concerned, respondents indicated that because of the program they have stopped renting out land which most of them did prior to the coming of the Program. The findings of the survey show that 92.8% of the respondents did not rent out their land last year whereas only 7.2% rented out their land (See Table 5.13). In addition to the beneficiaries, many of the non-beneficiaries during the focus group discussion stated that selling of land and giving the land for share (share- cropping) have almost stopped after the coming of the PSNP.

Table 5.13. Responses given to renting out land in the last production year

Responses	Frequency	Percent
No	116	92.8
Yes	9	7.2
Total	125	100.0

Source; Household survey, 2008.

The PSNP is also of 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 5.14, it can be noticed 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 productive safety net.

Table 5.14. Ownership of Livestock before and after productive safety net program

Livestock	Before safety net		After safety net	
	No	yes	no	Yes
Oxen	71(56.8%)	54(43.2%)	64(51%)	61(48.8%)
Improved milking cow	97(77.6%)	28(22.4%)	83(66.4%)	42(33.6%)
Local milking cow	118(94.4%)	7(5.6%)	110(88%)	15(12%)
Heifers	99(79.8%)	26(20.8%)	74(59.2%)	51(40.8%)
Calves	116(92.8%)	9(7.2%)	90(72%)	35(28%)
Sheep	75(60%)	50(40%)	45(36%)	80(64%)
goats	110(88%)	15(12%)	106(84.8%)	19(15.2%)
donkeys	118(94.4%)	7(5.6%)	110(88%)	15(12%)
horses	124(99.2%)	1(0.8%)	123(98.4%)	2(1.6%)
Mules	123(98.4%)	2(1.6%)	123(98.4%)	2(1.6%)
poultry	97(77.6%)	28(22.4%)	56(44.8%)	69(55.2%)

Source; Household survey, 2008.

Respondents were asked the reasons for the improvement of the livestock; large number of the house holds (61.2% out of those who said there is improvement) credited the Productive safety net whereas the remaining (38.2%) gave the credit to other reasons. It is only 32% of the total households that say 'No' when they are asked for the improvement (See Table 5.15)

Table 5.15 Response to the improvement of Livestock ownership

Responses	Frequency	Percent
No	40	32.0
Yes because of safety net	52	41.6
Yes because of other reasons	33	26.4
Total	125	100.0

Source; Household survey, 2008.

5.2.3. Financial Capital

As it is shown in table 5.16, saving is not made by most of the households. The numbers of households that do not save (68%) are more than two times greater than those that save (32%).

Table 5.16. Saving culture of the households

Responses	Frequency	Percent
No	85	68
Yes	40	32
Total	125	100.0

Source; Household survey, 2008.

The effect of the PSNP program on the saving is the other aspect of the study. Findings presented in the table 5.17 show that 56.2% of the total respondents avoided use of their savings to buy food because of safety net. Moreover 9.4% of the respondents said we have avoided to use our savings but because of other reasons. However the remaining 34.4% reported that savings having been used for consumption purpose.

Table 5.17 The impact of PSNP to protecting households' saving

Responses	Frequency	Percent
No	11	34.4
Yes-because of safety net	18	56.2
Yes-for other reasons	3	9.4
Total	32	100

Source; Household survey, 2008.

5.2.4. Natural Capital

One of the most important objectives of the public work is soil and water conservation. Since the head of the households observe in their agricultural activity, they were asked their perception about the contribution of the program to soil erosion problem. The result of the survey indicates that, 80 % of the respondents said soil and water conservation works done by the public works helped to reduce the problem. Others (20%) indicated that the public works did not protect the soil erosion. (See Table 5.18)

This result was also supplemented from both the focus group discussion and key informants. All of the focus group discussant agreed that the program's work played an important role for the protection of the soil erosion from communal lands. They have also indicated that the works helped to protect the downhill lands from the water that flows from the uplands. The key informants on the wereda soil and water conservation unit told the writer that there is a decrease of soil erosion problems after the public works.

Table 5.18. Contribution of PSNP to protecting soil erosion

Responses	Frequency	percent
Yes	100	80
No	25	20
total	125	100

Source; Household survey, 2008.

5.2.5. Consumption pattern

The contribution of the program to food consumption pattern is also significant. As presented in Table 5.19, 94(75.2%) of the respondents responded that they have consumed more or better food this year than the year before. From these respondents 61.7% and 38.3% said it is because of the PSNP and other reasons respectively.

Table 5.19. Responses of Respondent for consuming more food or better food this year than last year

Responses	Frequency	Percent
No	31	24.8
Yes-because of safety net	58	46.4
Yes-for another reason	36	28.8
Total	125	100.0

Source; Household survey, 2008

The focus group discussion with the non –beneficiaries gives evidences to the change in the livelihoods of the beneficiaries. Most of the non–beneficiaries have observed improvements in the lives of the PSNP beneficiaries. On the other hand, some said, “*We have not observed a change in the beneficiaries’ livelihood*”. The remaining said, “*We do not know whether there is a change*”.

5.3. Program implemented versus the Program Implementation manual

In the Program Implementation Manual of the MoARD (2006), it is stated that the 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 *Lanforo*. In this regard, assessment was made if the public work participants met the criteria set on the Program Implementation Manual as stated in chapter two. In addition to these criteria, the responses of the respondents were included to assess the targeting

Selection of the public work beneficiaries

Table 5.20 shows that 104(83.2%) of respondents have the information why they are selected to the public work rather than as direct beneficiaries. The rest of them (only 16.8%) don’t even know why they are included in the program section.

Table 5.20. Households’ response to their knowledge to why they are selected to the public work

Responses	Frequency	Percent
No	21	16.8
Yes	104	83.2
Total	125	100.0

Source; Household survey, 2008

Concerning the reasons why they are selected, All of the respondents replied that it is because we are the member of the community .The responses ‘I am not elderly’, ‘I am not disabled’ , I am not patient and other reasons holds the rank from the second to the fifth. The result is shown in table 5.21.

Table 5. 21. Reasons given for why beneficiaries are included in the public work (Multiple Responses)

Reasons	Frequency	Percent
I am not patient	100	80
I am not disabled	103	82.4
I am not elderly	96	92.3
I live in the village	104	100
Others	76	73.07

Source; Household survey, 2008

Respondents were asked whether they agree with the decision or not. Less than one third of the respondents indicated that they should not be included in the public work rather in the direct support. In other words, table 5.22 shows that 36 out of 104 respondents do not agree with the decision. Most of them (54.4%), however, agree with the decision.

Table 5.22. Respondents’ agreement to the decision

Responses	Frequency	Percent
No	36	28.8
Yes	68	54.4
Total	104	83.2

Source; Household survey, 2008

The disagreement to the decision was looked taking both sexes into consideration. Based on the response from table 5.22, the majority of the female-headed households (63.6%) do not agree to the decision. On the other hand, majority of the male-headed household (73.2%) agree with the decision (See Table 5.23). Therefore, it is only 36.4% of female-headed households that agree with the decision.

Table 5.23. 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	60	82
		% within respondents sex	26.8%	73.2%	100.0%
	female	Count	14	8	22
		% within respondents sex	63.6%	36.4%	100.0%
Total		Count	36	68	104
		% within respondents sex	34.6%	65.4%	100.0%

Source; Household survey, 2008

The target group of the study was asked why they do not agree to the decision. The female-headed household (14) gave focus for the work burden they shoulder in the public work (fieldwork) and homework. The rest of them (22) stressed that they are included even though they are elderly, disabled or they are sick.

5.3.2. Communal Benefits

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 private lands. Out of the total beneficiaries 68% stated that they have worked on private land. However, this result does not contradict with the program implementation manual because the manual states that works may be done on private lands if it is found to be important for watershed management (See Table 5.24).

Table 5.24. Response of households to working on private lands

Responses	Frequency	Percent
No	85	68.0
Yes	40	32.0
Total	125	100.0

Source; Household survey, 2008

Most of the respondents have said, “*We are told to work on private lands because they are important for the watershed management.*” This is mainly true in the soil and water conservation activity.

5.3.3. Community Acceptance

The program manual states that the public work that is conducted in PSNP should be within one-hour's walk from the households' home. This condition is proved to be in line with the one which is being done in the study *kebeles*.

The survey displayed in Table 5.25 shows that 59% of the beneficiaries undertake the work within a distance that takes from 20-40 minutes. 8% of the workers conduct the public work traveling between 40 minutes up to one hour. 31.2% of the respondents, on the other hand, reported that the public work site takes less than 20m. It is only 1.6% of the respondents that say the working site takes more than 1 hour.

Table 5.25. The time that takes from households home to working sites

Time taken	Frequency	Percent
<20m	39	31.2
20-40m	74	59.2
40-1hr	10	8.0
>1hr	2	1.6
Total	125	100.0

Source; Household survey, 2008

5.3.4. Participation of the Community in 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 a sense of ownership. Concerning this issue, the survey result reveals that there is no active involvement of the community particularly the female segment of the community.

According to the survey, 52.8% of the respondents indicated that they were not involved while the selection of the public works was conducted. And they also stated that they most of the time do what is ordered by the DAs or other professionals. It is only below half (47.2%) of the target group of the study were included to the selection activity (see Table 5.26).

Table 5.26. Participation in the public work selection

Responses	Frequency	Percent
No	66	52.8
yes	59	47.2
Total	125	100.0

Source; Household survey, 2008

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 the men. Table 5.31 supports this result. Out of the total number of women included in the study (28), it is only 32.1% that are involved in the selection of the work whereas among the men 97 i.e. more than half are included in the selection.

Table 5.27. Respondent’s sex compared with participation in the public work selection.

			Did you participate in the public work selection?		Total Number
			No	yes	
Respondent’s sex	male	Count	47	50	97
		% within respondents sex	48.5%	51.5 %	100.0%
	female	Count	19	9	28
		% within respondents sex	67.9%	32.1%	100.0%
Total		Count	66	59	125
		% within respondents sex	52.8%	47.2%	100.0%

Source; Household survey, 2008

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 (32.8%) and for both CFSTF and KFSTF (20.9%). There are also respondents who said it is the KFSTF. Even some (28.4%) of them do not know the responsible body (See Table 5.28). From this, it can be understood that the respondents do not have clear information of the selection activity.

Table 5.28. Who selected the public works?

Responses	Frequency	Percent
Development Agents	8	11.9
CFSTF	22	32.8
KFSTF	3	4.5
Both CFSTF and KFSTF	14	20.9
Others	1	1.5
I do not know	19	28.4
Total	67	100.0

Source; Household survey, 2008

5.3.5. Work norms

Prior to the commencement of the PSNP's public work, there was work norm used in Ethiopia. These work norms were set by MOA and WFP (2000) workshops proceeding on the revision of soil and water conservation work norms in Ethiopia (See appendix 7).

In addition to the participation in selection of the works, 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 5.29, those who have the information and those that do not have are almost proportional. That is half of them have adequate information and half of them do not have.

Table 5.29. Households information to existing work norms

Responses	Frequency	Percent
No	62	49.6
Yes	63	50.4
Total	125	100.0

Source; Household survey, 2008

Though the norms have been the framework for the implementation of the conservation and infrastructure activities in the country, they are applied for all part of the country regardless of their climatic, physical and social differences. Beneficiaries were asked to categorize the conservation activities they have carried out as having work norms difficult to fulfill and easy to work.

The majority of the respondents (46.4%) indicated that they consider the hillside terrace as the most difficult work. Followed by, the check dams (22.4%) and cut-off drains (11.4). There are also respondents (10.4%) who said the soil/stone bunds are difficult works.5.6% of them, on the other hand, do not know the difficult work (See Table 5.30).

Table 5.30. Activities that are perceived to have difficult work norms

Type of public work activity	Frequency	percent
Hill side terraces	58	46.4
Soil / stone bunds	13	10.4
Check dams	28	22.4
Cut off drains	14	11.2
I do not know	7	5.6
others	5	4
Total	125	100

Source; Household survey, 2008

The easiest work, according to most of the respondents, is tree planting with 48% of the respondents and the next one is seedling production (30.4%), followed by the micro basin and check dams (See Table 5.31).

Table 5.31. Activities that are perceived as easy

Type of public work activity	Frequency	percent
Soil/stone terrace	5	4
Check dams	4	3.2
Micro basins	3	2.4
Tree planting	60	48
Seedling production	38	30.4
I don't know	8	6.4
others	7	5.6
Total	125	100

Source; Household survey, 2008

According to the key informants, most of the works remain unfinished since the work norms are difficult to finish on the allocated days. It is particularly true to households with four family members. As stated in the Program implementation manual, the total number of days will be five per person per month. Therefore, a household with four members is expected to provide up to 20 person days of labor per month. This condition creates work burden which finally result most works to remain unfinished. In other words, most of the households do not finish the work as stated in the work norm for four persons per month. The weekly schedule of the two *kebeles* shows that there are two public working days. Each day they work for four hours (from 8am-12am).

5.3.6 Sustainability of the public works

According to the environmental and social management framework (2006), most of the Public Works (PW) are intended to rehabilitate or enhance the natural resource base. However, this good intention is no guarantee that the PW will actually have a beneficial effect on the environment, or even that it will be environmentally or socially sustainable.

The ideal method of ensuring the sustainability of PW is to find out if the project is likely to have any negative environmental impact and adjust the design of the project accordingly. This process is called Environmental Impact Assessment (EIA).

Before the implementation of the program, impact assessment of the work to be undertaken is necessary. The Environment Impact Assessment was made in the study *kebeles*. This assessment is considered as the main component of the public work.

The EIA made in the *Wereda* in general and in the *kebeles* in particular indicates that most of the public works do not have higher social and environmental impacts (Wereda report, 2008)

The sustainability of the public work is also important issue stated in the program implementation manual. In addition to the EIA report given from the *wereda*, an attempt was made to assess the sustainability of the program by taking into account the maintenance work, the participation of the respondents in the community work, the 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 protection of soil erosion that is a severe problem in developing countries like Ethiopia. The perception of the study groups is stated in topic the contribution of PSNP for asset building and protection in this chapter. Even though the agricultural activity is the function of different factors, the protection of soil erosion plays a significant role. However, the advantage of the program to the soil erosion problem 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 5.32 portrays that 77.6% of the respondents involve in the activity whereas 22.4% do not. Here, it seems that most of them are 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, male-headed household (81.4% of the total male-headed) are better in the involvement of the maintenance work than the female –headed households (64.3% of the female-headed households). This is most probably due to the work burden that they have.

Table 5.32. The number of female and male-headed households participating in the maintenance work

			Response to the participation		Total Number
			No	Yes	
Respondents' sex	male	frequency	18	79	97
		percentage	18.6%	81.4%	100.0%
	female	frequency	10	18	28
		percentage	35.7%	64.3%	100.0%
Total		frequency	28	97	125
		percentage	22.4%	77.6%	100.0%

Source; Household survey, 2008

The Table 5.33 below indicates the number of respondents who frequently involve in the maintenance work. Consequently, the result shows it is only 22.7% of the respondents who are involved in the maintenance work frequently whereas, 47.4% and 29.9% were involving sometimes and rarely, respectively. Therefore, this result provides the evidence that regular participation in the maintenance work is low.

Table 5.33 Response to frequency of participation on maintenance work

Frequency of participation	Frequency	Percent
Most frequently	22	22.7
Sometimes	46	47.4
Rarely	29	29.9
Total	97	100

Source; Household survey, 2008

The respondents were asked the main reasons why they do not involve in the maintenance work. In this regard, 71.4% have responded that it is because there is no payment for the maintenance work. The other main reason for 64.2% of the respondents is the work burden the bear in their field and domestic work. 25% of the respondents believe that the maintenance work is not necessary. The remaining respondents have given emphasis for the shortage of time. This is indicated in Table 5.34.

Not only the participation of the beneficiaries but also the participation of the non-beneficiaries in the maintenance work is low. This result is taken from the focus group discussion.

Table 5.34. Reasons of households for why they don't participate in maintenance work

Reasons	Frequency	Percent
I Don't have time	4	14.3
It is not necessary	7	25
Work burden	18	64.2
Because it isn't paid	20	71.4
Total	28	

Source; Household survey, 2008

The respondents who involve in the maintenance work were asked to mention the maintenance work that they did most. Most of them put Soil and water conservation practices first (67%) followed by social service centers maintenance (15.5%), and road maintenance work (9.3%) as the second and the third activities respectively (Shown in Table 5.35).

Table 5.35. Activities that households participate in maintenance work most frequently

Maintenance works	Frequency	Percent
Soil and Water conservation practices	65	67
Social service centers maintenance	15	15.5
Road maintenance	9	9.3
Others	8	8.2
Total	97	100

Source; Household survey, 2008

From this result, it can be deduced that the overall involvement of the community to the maintenance work is very small. This result, therefore, gives that the sustainability of the public work is questionable. The achievement in protecting soil erosion by soil and conservation practice can be reversed. Lack of maintenance work can result a problem in the already conducted activities. This argument is supported from the picture taken during the survey work (figure 1).



Figure 1. Hillside terraces that lack maintenance work

Participation on community work

The sustainability of the program again can be examined by taking into 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 one day per week as it is mentioned in the report of the *wereda*. This is mainly aimed to train the beneficiaries to work without payment after the Program. Moreover, it is planned taking into account the participation of the non-beneficiaries.

In relation to this, 56% of the respondents are found to involve in the community work. The rest do not participate in the work. To get a clear picture about the involvement of the community, it is important to disaggregate the participants by sex. Accordingly, the survey result reveals that it is only 21.4% of the total female-headed households that involve in the work. On the other hand, the majority (78.6%) of them do not participate (indicated in Table 5.36).

Table 5.36. Participation in the community work by respondents' sex

			Participation in the community work		Total Number
			No	Yes	
Respondents' sex	male	frequency	33	64	97
		% within respondents sex	34.0%	66.0%	100.0%
	female	frequency	22	6	28
		% within respondents sex	78.6%	21.4%	100.0%
Total		Count	55	70	125
		% within respondents sex	44.0%	56.0%	100.0%

Source; Household survey, 2008

During the survey, an attempt was made to investigate the participation of the non-beneficiaries in the community work. From the focus group discussion held with these households, their participation in the community work is low. The participation of the non-beneficiaries was better in the first year of the program implementation but nowadays they do their own works even if there is physical work close to their farmlands.

According to the information from the non-beneficiaries, the main reason for this is that there is lack of mobilization and awareness creation from the *wereda* administrators or concerned bodies. Moreover, some of the non-beneficiaries are disappointed with the targeting and there is a feeling that the beneficiaries should work since they are paid.

From this, one can see that there is gap in what is stated in the program implementation manual of the PSNP program. In addition to the program implementation manual, it is important to mention what is stated in the proclamation and regulation of SNNPR. Based on the regulation of the Rural Land and use regulation No.66/2007 of the southern nations and nationalities and peoples region, “*Any rural land user has the obligation to implement appropriate Soil and water conservation methods on land and other natural resources and maintain structures*”. Nonetheless, the key informants from the soil conservation department reported that this condition is not given attention by the *wereda* agricultural office.

Continuity of the work in the absence of the program

Respondents were asked whether they continue the work in the absence of the payment. Less than 50% of them answered that they will continue even the program's payment stopped. 28% of them, however, will stop the work if there is no payment. The rest of the respondents (24.8%) are not sure whether they continue the work or not. This result provided in table 5.37.

Table 5.37. Households' response to continuation of the work in the absence of the payment

Responses	Frequency	Percent
No	35	28.0
Yes	59	47.2
I don't know	31	24.8
Total	125	100.0

Source; Household survey, 2008

Follow up and training

For the effectiveness and sustainability 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 works is concerned, most of the respondents indicated that the DAs follow up the public work. However, they have added that experts from the *Wereda* 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 equally distributed as shown in Table 5.38.

Table 5.38. Response given to the presence of follow up to the public works

Responses	Frequency	Percent
No	62	49.6
Yes	63	50.4
Total	125	100.0

Source; Household survey, 2008

The key informants also indicated that because of absence of adequate staffs they went to the field to observe the public works rarely. But they have stressed that the DAs are trained and are given the responsibility to follow up the works.

Most of the respondents (63.5%) have observed DAs mostly following up their work. There are also respondents (3.2%) who said that the *Wereda* experts did the follow up. Others said it is the Kebele administrators (14.3% of the respondents) and CFSTF (15.8%) who make the follow up.

Table 5.39. Response of Households to who will follow up the works that you have done

Concerned body	frequency	percent
Wereda Experts	2	3.2
Kebele administrator	9	14.3
CFSTF	10	15.8
DAs	40	63.5
Others	2	3.2
Total	63	100

Source; Household survey, 2008

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 60% of the respondents did not get training but the remaining 40% got training that can enhance the achievement of the public work (See Table 5.40).

Table 5.40. Number of public work training recipients

Responses	Frequency	Percent
No	74	59.2
Yes	51	40.8
Total	125	100.0

Source; Household survey, 2008

The respondents were asked to list the type of training that is mostly given. All of them reported that soil and water conservation training is the most widely given one.

5.3.7. Gender Issues

Gender sensitivity is mentioned in the Program Implementation Manual 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 household.

Participation in the public work

Based on the survey result, except 28% of the respondents most of them (72%) believe that the public work involve the women equal to men (portrayed in Table 5.41).

Table 5.41. Response of households to whether the program lets women involve equally like men in the public work.

Responses	Frequency	Percent
No	35	28.0
Yes	90	72.0
Total	125	100.0

Source; Household survey, 2008

The respondents, who said ‘No’ to the above question, were asked their reasons. For those who believe the female headed house holds are not equally involved, the main reason was they believe that women are weaker than men. It was 40% of the respondents. The second and the third reasons were related to the work burden (28.6%) and the permission given to involve in heavy works (22.6%) (See Table 5.42).

Table 5.42. Reasons why respondents believe that women do not equally participate

Reasons given by the respondents	Frequency	Percent
They are weaker than men	14	40.0
Women have burden at home	10	28.6
They are not allowed to work heavy tasks	8	22.9
I do not know	3	8.6
Total	35	100.0

Source; Household survey, 2008

Support given to female-headed households

According to the program implementation manual, female-headed household will be supported if they do not get support from either their children or from their families.

Regarding the support given to female-headed household, the study result (shown in Table 5.43) revealed that 60.8% of the male-headed households stated they did not support them. Therefore, it is only 39.2% that supported the female-headed households on their farmland activity.

Table 5.43. Male headed households’ response to the support given to female-headed households

Responses	Frequency	Percent
No	59	60.8
Yes	38	39.2
Total	97	100.0

Source; Household survey, 2008

During the survey as shown in Table 5.44 and Table 5.45, both of them were asked their priority reason for why they did and did not support the female-headed households. Those that participated in the support mentioned reasons like because she is my relative and because she is my neighbor. The percentage for these responses was 47.4% and 34.2% respectively. The number of the respondents that said it was for removing the work burden without being a relative of the female-headed household is 13.1%. The rest gave priority to other reasons accounting 5.3%.

Table 5.44. Response to why households give support to female-headed households

Reasons	Frequency	Percent
To remove the work burden of women	5	13.1
She is my relative	18	47.4
She is my neighbor	13	34.2
other	2	5.3
Total	38	100.0

Source; Household survey, 2008

On the other hand, for those who did not support the female-headed households, the most important reason was that “*no one has told us to support them*”. This accounts 44.0 % (See Table 5.45). Where as reasons as I have no time, It is far from my home, and I have a difficulty of even doing my work and because of other reasons like explaining that female headed households have support from their children, take the rank from the second to the fifth.

Table 5.45. Reasons given for not supporting female-headed households

Reasons	Frequency	Percent
I have no time for it	13	22
No one has told me to do so	26	44.0
It is far from my home	9	15.3
Even I do the public work with difficulty	8	13.6
Other	3	5.1
Total	59	100.0

Source; Household survey, 2008

5.3.8. Working Time

The weekly allotment of the public work is the same for both *kebeles*. That is, the community of the two *kebeles* works two days per-week. However, there is a difference in the yearly schedule. And it is necessary to consider the perception of the households to the allotment.

According to the survey result from table 5.46, there are different answers in the study *kebeles*. In *Lanforo Gebaba kebele*, the respondents said that they work for six months (from January- June). The other *kebele* (*Tora kikora*) members, on the other hand, said that they work through out the year.

In relation to the working time, the respondents were asked if they face a problem regarding the working time. The majority of the *Tora Kikora* community members indicated that we encountered work burden during agricultural peak time. According to the information obtained from the key informants of the *Kebele* administration, the working days per week decreases during agricultural seasons. The community members of the *Lanforo Gebaba* have indicated that though it is not constant they work more than six months. These conditions have created work burden.

Table 4.46. The number of months that the households do the public works in the study *kebeles*

			How many months do you work?		Total Number
			12months	from January- June	
Respondents' <i>kebele</i>	<i>Tora-kikora</i>	Count	48	-	48
		% within respondents <i>kebele</i>	100%	-	100.0%
	<i>Lanforo-Gebaba</i>	Count	-	77	77
		% within respondents <i>kebele</i>	-	100%	100.0%
Total		Count	48	77	125
		% within respondents <i>kebele</i>	38.4%	61.6%	100.0%

Source; Household survey, 2008

5.4. Payment related issues

The other problem identified in the public work is associated with payment. Respondents were asked payment related questions. 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 and allocation are included. And the following are the result of the study

5.4.1. Timing of the Payment

From the key informants as well as from focus group discussion with the beneficiaries, it is indicated that there was late payment in the last year (2007). The point here is how did the households cope. The majority of the respondents (47.2%) reported that they took credit from traditional lenders. One of the problems with this type of coping strategy is that they took the credit with high interest. For example, the focus group discussant highlighted that they gave a 100kg of grain for 75 Birr loan received.

The second and the third type of coping strategy are selling domestic animals and selling household equipments respectively. 8% of the respondents mentioned resigning and looking another job as an alternative. The rest (2%) have indicated other alternative coping strategies (See table 5.47).

This late payment is considered as one of the threat to the asset protection and forced households sell their assets and involve in credit from traditional lenders that affected their future consumption pattern.

Table 5.47. Coping strategies of households during late payment

Coping strategies	Frequency	Percent
Looking other alternative (resigning from the work)	10	8.0
Selling household equipments	23	18.4
Selling domestic animals	31	24.8
Taking credit from traditional lenders	59	47.2
Others	2	1.6
Total	125	100.0

Source; Household survey, 2008

5.4.2. Family members included and excluded in the payment

As it is stated in the program implementation manual, a given household will receive payment based on the family size. The result shown in table 5.48, however, depicts that the majority of the households are not receiving as it is stated in the manual. This is because a given household can do a public work norms allocated for four family members within a month.

38.4% of the households that are involved in the research work stated that they receive the payment with all of the family members. However, the majority of the households (61.6%) receive for some of the family members. This result shows that households with family member of four and below are 38.4% while with family members of above four are 61.6%. This condition in turn affects the consumption level of the family that means the payment of four family sizes will be distributed for more family.

Table 5.48. The payment made to households based on their family size

Family size	Frequency	Percent
All	48	38.4
With some(not with all of the family)	77	61.6
Total	125	100.0

Source; Household survey, 2008

5.4.3. Amount of payment in relation to the local wage rate

Based on the report from the *Wereda* Food security unit, the current payment to the beneficiaries is 40 Birr/month / person. This payment is better than the previous year which was 30 Birr/month / person. As shown in the Table 5.49 below, 64% of the respondents indicated that this payment of the program is still smaller than the local wage rate. This result matches with the program implementation manual that indicates this fact. On the other hand, 11.2% of the respondents do not know any comparable work. Whereas the remaining 24.8% said, they do not know.

Table 5.49. The payment of the public work in comparison with local wage rate

Respsnes	Frequency	Percent
Smaller	80	64.0
There is no comparable job	14	11.2
I do not know	31	24.8
Total	125	100.0

Source; Household survey, 2008

In line with the local wage rate, respondents were asked why not they look for another job if the payment is small. Most of them 45% of them indicated that the work in the town does not last long (as it is only during harvest time) as the public work does. There are also respondents who have said that it is because they are doing the job for their village in the public work whereas the work out side the village is not (25% of the total). Some of the respondents (16.25%) indicated that the works in the town are difficult compared to the public woks and the rest of the respondents emphasize that they cannot get job easily. There was also small number (1.25%) that gave for other reasons. The result is given in Table 5.50.

Table 5.50.Reasons given to continue the public work despite smaller payment

Reasons	Frequency	Percent
Because in the public work I am doing for my village	20	25
The work in the town does not stay for a long time	36	45
The work is difficult	13	16.25
I can not get the job easily	10	12.5
other	1	1.25
Total	80	100.0

Source; Household survey, 2008

5.4.4. Payment in comparison with the public work

The other aspect of the payment is comparison with the public work done. Respondents, in this regard, have reported that the payment is small compared to the public work they do. This means the work is difficult but the payment is small. Even some (32%) of them said the payment is very small. It is only 15.2% that said the payment is sufficient for the work they are doing (See table 5.51).

Table 5.51. Comparison of payment given from the program with the public works conducted

	Frequency	Percent
Sufficient	19	15.2
Small	65	52.0
Very small	41	32.8
Total	125	100.0

Source; Household survey, 2008

Though the public work participants say the work is difficult compared to the payment, the key informants indicated that the households are paid even without appropriate accomplishment of the work. In other words, not all of the participants are doing the public works according to the work norms.

5.6.5. Problems during payment

During the time of the payment there are problems according to some of the respondents (29.6%). However, the majority of the respondents (70.4%) said that they do not face challenges (See Table 5.52).

Table 5.52. Response to the occurrence of Problem during payment

Responses	Frequency	Percent
No	88	70.4
Yes	37	29.6
Total	125	100.0

Source; Household survey, 2008

Based on the result from table 5.53, respondents indicated problems like those that the payment is made when commodities become expensive (27%), they do not receive full payment (51.4%), and it is difficult to find food items (16.2%) when the payment is made.

Table 5.53. Problems occurred during payment

Problems during payment	Frequency	Percent
Commodities will be expensive	10	27.0
It is difficult to find food items	6	16.2
I don't receive full payment	19	51.4
other	2	5.4
Total	37	100.0

Source; Household survey, 2008

5.4.6. Payment preference

To address the demand of the beneficiaries it is of paramount importance to see their preference. Based on the result given in Table 5.54 below, the most dominant preference of respondents (44.8%) is food and cash. The next preference is cash only which is answered by 34.4% and the last preference is food only with 20.8% of the respondents.

Table 5.54. Respondents' preferences for type of assistance from PSNP

Payment preference	Frequency	Percent
Cash only	43	34.4
Food only	26	20.8
Food and cash	56	44.8
Total	125	100.0

Source; Household survey, 2008

The household survey tried to analyze the reasons of the respondents' preferences by including an open-ended question asking respondents to explain their reasons for the choices. These issues are summarized below.

Reasons for preferring food only

- 1) Fear of wasting the cash unnecessarily
- 2) Food can be stored while cash tends to be spent immediately
- 3) A belief that the value of cash aid is less than the value of food aid
- 4) High food price

Reasons for preferring cash only

- 1) Cash allows a more diverse diet than food aid
- 2) Cash is more flexible than food aid
- 3) The need to buy different commodities

Reasons for preferring half cash and half food

- 1) It is possible to buy commodities with the cash and the food for home consumption.
- 2) Food is needed when food prices are high while cash payments are important when food prices are low.

5.4.7. Payment utilization.

Table 5.55 gives the information how the payment from the PSNP is utilized. Based on the information from this table, Most of the respondents (32%) stated that they buy basic food with the payment from the program. The next higher number (14.4%) is utilization for buying additional food. There are also respondents who utilize the payment for other purposes. These include paying for loans, for different social issues, to buy chat and for other purposes.

Table 5.55. Payment utilization of households

Payment Utilization	Frequency	Percent
To buy basic food	40	32.0
To buy additional food	18	14.4
To buy household equipments	5	4.0
To help persons	4	3.2
To pay tax	3	2.4
To other social issues	11	8.8
To buy chat	8	6.4
To pay loans	15	12.0
To buy improved seed	5	4.0
To buy fertilizer	4	3.2
To pay for social services	12	9.6
Total	125	100.0

Source; Household survey, 2008

5.5. Problems on the public works

In addition to payment related problems, respondents face problem during the fieldwork. These are shown in Table 5.56. Based on the findings, 68% of the respondents faced problem while the remaining (32%) do not face problem.

Table 5.56. Response to the existence of problem during public works

Response	Frequency	Percent
No	40	32
Yes	85	68
Total	125	100.0

Source; Household survey, 2008

The Respondents who have indicated the occurrence of the problem were asked to enumerate these problems. This is presented in the table 5.57. Most of the respondents 82.4% gave priority to equipment shortage while the second position is occupied shortage of time to other works with a percentage of 75.3. The result can be a cause for ineffective work since there is shortage of working equipments this is especially true for hillside terraces with stony land.

Table 5.57. Kinds of problems facing households during the work (multiple responses)

Problems during public work	Frequency	Percent	rank
I do beyond my capacity	45	52.9.	5
We do not have enough equipment	70	82.4	1
We face time shortage to do other works	64	75.3	2
Absence of first aid service	60	70.6	3
Absence of child care center	50	58.82	4
Other -----	6	7.1	
Total	85		

Source; Household survey, 2008

First aid and child care center

Receiving first aid and establishment of childcare center are the basic requirements in the public work sites. Different injuries may occur during public works especially if the work is hazardous.

Out of the respondents who were asked, 70.6% of the respondents stated absence of first aid. This result is shown in table 5.57. The Key informants from the Rural and Agricultural office of the *Wereda* explained for the absence of the center. According to them, it is because the works are not as such creating a major problem on the lives of the beneficiaries. But there are difficult works that are conducted in sloppy areas and can result injury.

Childcare

In terms of the childcare center establishment, 58.82% of the respondents said they had faced problem because of the absence of the center. The researcher also has observed the absence of the center in the public work sites. The absence creates difficulty to women who bring their children to the work site. The focus group discussion with the female-headed households particularly those that have children underlined this issue by saying “*We cannot finish the work on time because the children do not allow us to work properly*” and the Key informant interview with the DAs from the kebeles supported this argument.

Absent from public work

During the working days, there are absentees due to different reasons. The number of absentees and their reasons are included in the analysis. A quarter of the participants in the public work registered absent from work at least once. The rest (74.4%) participated on the work regularly (See Table 5.58).

From the same table it can be seen that, the female-headed households involve equally as male-headed households even though they have a work burden at home. And this condition strengthens the burden of the female-headed households.

Table 5.58. 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	72	25	97
		% within respondents sex	74.2%	25.8%	100.0%
	female	Count	21	7	28
		% within respondents sex	75.0%	25.0%	100.0%
Total		Count	93	32	125
		% within respondents sex	74.4%	25.6%	100.0%

Source; Household survey, 2008

Absentees were asked for the major reasons for their absence. They have listed reasons like because of sickness, traveling distance place to fetch water, and attending monthly ritual ceremony 'Waree'.

5.6. Household package

In addition to the aforementioned problems linked with the public works, there are problems that the conditional beneficiaries face. Although it is not the main concern of the study, looking at this package is necessary because it is one of the determinants of the rate of graduation. This part of the paper focuses on the household package beneficiaries and the problems of the package.

The program Implementation of the MoARD (2006) informs that participants are expected to benefit from household package to graduate from the program as well as from food insecurity. This issue was assessed during the survey. Most of the respondents are not the beneficiaries (65.5%) of the package. The beneficiaries account only 34.4%.The key informants said this is due to the fact that the program started lately moreover the quota for the kebeles is small.

Out of the beneficiary households, most of them (64.3%) are female-headed households. This result and the key informants from the *wereda* indicated that the package has benefited the households particularly female-headed households (Table 5.59).

Table 5.59 household package beneficiaries disaggregated in terms of respondents' sex

			Are you a beneficiary of household package?		Total Number
			No	Yes	
Respondents' sex	male	Count	65	32	97
		% within respondents sex	67.0%	33.0%	100.0%
	female	Count	10	18	28
		% within respondents sex	35.7%	64.3%	100.0%
Total		Count	75	50	125
		% within respondents sex	60.0%	40.0%	100.0%

Source; Household survey, 2008

According to Table 5.60, 75% of the households reported that they faced problem related to the package. The rest have no difficulty from the package. The respondents were asked to put the problems in terms of priority. Based on the answer, the most frequent problems are lack of follow up and failure of the package due to absence of water shortage. According to the respondents, the later problem is mainly associated to perennial crops.

Table 5.60. Response to the occurrence of problem related to household package

	frequency	Percent
No	12	24
Yes	38	76
Total	50	100

Source; Household survey, 2008

CHAPTER SIX

CONCLUSION AND RECOMMENDATION

6.1. Conclusion

In this research paper, an attempt was made to study the assessment of PSNP with particular emphasis to Public Work. The study was based on the performance of the program in the last three years (2005-2008). The summary of the study is presented as follows;

The first conclusion drawn from the study is about asset protection and building. In the study, this issue was assessed by classifying assets into human capital, physical capital, financial capital and natural capital. Except for providing new skills and knowledge, the result of the study revealed that the PSNP program has a significant impact in building and protecting the different asset types. Regarding new skills and Knowledge, the contribution of the program is low in the study *kebeles*.

The number of households who have the household equipment, productive assets and Livestock resources after safety net become higher than those who had before safety net. This implies that the program addressed the protection and building of these asset types. Moreover, most of the households indicated that they have avoided selling, renting out or giving land for share mainly due to the PSNP. There is also significant number of households who said the public work through the program helped to protect soil erosion.

The study also attempted to assess the actual implementation of Public Work in relation to the Program Implementation Manual of the Program. The Result portrays that there is gap between the Manual and the public works conducted in the *kebeles*. That is, most of the works do not go in line with the program manual.

The household survey indicates that, except few households, most of the households accept their selection to the public work. The disagreement mainly came from female-headed households indicating their work burden in the domestic work. In terms of public work selection, the result

disclosed that most households particularly women are not involved in the selection of public works. This affects infrastructures that are demanded by community.

Though the majority of the households explain their work on private lands, they accept it as necessary for watershed management.

The EIA study made by the *wereda* provides that the public works do not have higher social and economic impacts. This result is one of the important aspects for assuring the sustainability of the public work. Nonetheless, there are indicators that threaten the sustainability of the work. For this case, the study revealed that most of the households do not participate in the community work and in the maintenance work regularly. The study also indicated that the public works lack regular follow up and training given to households. In addition to the beneficiaries, the non-beneficiaries and the 'graduates' also indicated that they do not actively involve in the activities.

The most difficult public works according to most households is hillside terracing while the simplest one is tree planting.

In the study, an attempt was made to investigate gender sensitivity. 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 the male-headed households do not help them in the farm work. As a result, it has created a problem in their domestic and childcare activities.

In terms of working time, there were two different response based on the kebeles. In *Tora Kikora kebele*, the households work throughout the year whereas in *Lanforo Gebaba* for six months. Though the working days reduce during Agricultural periods, the respondents from *Tora Kikora kebele* indicated that the work created time shortage during peak agricultural time.

Problems related to payment of the public work were also examined in the study. The result of this study provided that there is late payment which can dissolve the asset building and protection achievement since most of the households engaged in taking credit from traditional lenders with high interest and in selling assets. The other observed problem is related to the number of family sizes included from a given family. According to the result, households can receive payment only

up to four family sizes since a household do a work for these families. In other words, this led to the exclusion of some member of the households. This is true to most households. Most of the households also indicated that the payment is smaller compared to the local wage rate and even with the public works itself.

Problems also face during payment .The result shows that most of the households for the reason that they do not know why they do not receive full payment. However, the key informants indicated that it is because they were absent during public working days.

The study also attempted to look the payment preference of the households. Based on the result more than half of the households prefer the mixture of food and cash which is different from the current payment, cash only.

It was also attempted to see the payment utilization of the households. In this regard, a large number of households utilize the payment for buying basic foods followed by purchasing additional food and paying for loans. This result coincides with the objective of the Program.

The study related to public work problems depicts that the participants face equipment scarcity. They do not also get first aid service and there is also absence of child health care giving centers that created a problem in accomplishment of the work on time. This is particularly true for female-headed households.

Lastly, in the study efforts were made to see one of the supports, household package, given to public work beneficiaries. The result indicates that most of the households are not beneficiaries of the package. Among the beneficiaries, there is higher number of female-headed households than male-headed one. The package was not also without problem, Most of the households stated that there is lack of follow up and failure of environmental consideration to be successful regarding the perennial crops.

To put it in a nutshell, the study depicts that the program has registered an important results in terms of asset protection and building. However, these results will not stay longer, unless measures are taken to solve the aforementioned problems.

6.2. Recommendations

Based on the results obtained from the survey, the following points are recommended:

The principles and procedures of the PIM need to strictly be practiced. Otherwise, these issues remain on paper and this put the public works' sustainability under threat.

Community –led selection of infrastructure projects should be given attention. This can create infrastructures demanded by communities so that sense of ownership can develop with in the community.

Effective and sustainable public work cannot be achieved without the participation of the community in maintenance work and community work. Therefore, these works should be conducted side by side with the routine public work. Furthermore, the *wereda* Agricultural and Rural office together with other concerned departments should work to incorporate and implement the rural land use proclamations and regulations of the region (SNNPR). Efforts also should be made to change the attitude of the non-beneficiaries towards participating in the community work.

Attention should also be given to creating awareness in the community about the public works and their advantage. This can be attained using not only formal institutions but also informal institutions like '*idir*' and religious institutions like Mosques and Churches.

Since the problem of follow up to the public works is due to lack of soil and water conservation experts, additional experts should be assigned.

The community should also avoid doing the works traditionally. That is, public work participants should be updated with the existing work norms. Hence, follow up and training given to households plays a significant role in this case. In addition to this, the work norms need to be revised based on the existing environmental and social condition of the community.

Regarding the gender sensitivity, the support must be provided according to the PIM or else the work norms to female-headed households must be lower than male-headed households.

To ensure the results that are being achieved by PSNP related to asset, the *wereda* food security together with regional and federal food security office should avoid factors responsible for late payment the delay. The *wereda* food security unit should also assign appropriate persons that can present the attendance regularly so that the payment can be made on time.

The amount of payment need to be revised on timely base according to the existing market situation. This issue can be supplemented with the type of payment. This is to say, the payment should not stick to one type since the requirement of food and cash differs based on different natural and man made reasons. The flexibility in terms of payment type is important to assist the amount of payment.

The households with more than four family sizes should get additional support so that the whole of the family can be benefited from the program. This in turn will help to improve the consumption pattern of the family.

The household package also should be practiced taking in to account the environmental condition of the areas. Furthermore, the packages should serve beyond credit service. That is there must be follow up from different departments of the *wereda* Agricultural and Rural office. On this part, further detail researches should be done to see the contribution of the household package and the problem it has since the package is important to facilitate graduation.

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APPENDICES

Appendix-1 Household Questionnaire

This research paper is prepared to assess the Productive Safety Net Program with particular emphasis on public work. Therefore, collecting related information to PSNP is necessary. In this part, your reliable information plays a significant role for the paper. I will appreciate it if you could give appropriate response to the questions. Any information obtained in connection with this study that can identify with you will remain confidential. In any written reports or publications, no one will be identified and only group data will be presented.

Thank you very much for your cooperation!

Household characteristics

1. Respondents coding-----
2. Respondent's kebele
 - 1) *Tora Kikora*
 - 2) *Lanforo Gebaba*
3. Respondent's sex
 - 1) Male
 - 2) Female
4. The marital status of respondents
 - 1) Unmarried
 - 2) Married
 - 3) widowed
 - 4) divorced
5. Do you have more than one wife?
 - 1) No
 - 2) Yes
6. Do you have child?
 - 1) No
 - 2) Yes
7. How many family size do you have?
 - 1) <4
 - 2) 4
 - 3) 5-6
 - 4) >6
8. The educational status of the respondent is
 - 1) Cannot read and write
 - 2) Can read and write
 - 3) Elementary education
 - 4) Secondary education

Contribution of the productive safety net to Asset protection

Contributions to social services

- 9) Have you sent more of your children in school this year than last year?
 - 1) Yes because of safety net
 - 2) Yes because of other reasons
 - 3) No
- 10) Have you kept your children in school for longer this year than last year?
 - 1) Yes because of safety net
 - 2) Yes because of other reasons
 - 3) No

- 11) Have you used health facilities this year more than last year?
 1) Yes because of safety net 2) Yes because of other reasons 3) No

Consumption pattern

- 12) Have you consumed more food or better food this year than last year?
 1) Yes because of safety net 2) Yes because of other reasons 3) No

- 13) Have you avoided having to sell household assets to buy food this year?
 1) Yes because of safety net 2) Yes because of other reasons 3) No

- 14) Have you acquired new skills or knowledge which have increased your income this year?
 1) Yes because of safety net 2) Yes because of other reasons 3) No

15) If there area dropouts what are the main reasons(mention two)-----

- 16) Does the household save money?
 1) No 2) Yes

- 17) Have you avoided using household savings to buy food this year?
 1) No 2) Yes

- 18) Do you think that the public works helped to protect soil erosion?
 1) No 2) Yes 3) I do not know

19) Household asset

Household assets	Number of household assets Before safety net				Number of household assets After safety net				
	1	2	>2	I did not have	1	2	>2	I did not have	
Chair									
Table									
Radio									
Tea cup									
Tray									
Jeri can									
'Fanos' can									

- 20) Is there improvement in your household assets?
 1) No
 2) Yes, because of Productive safety net
 3) Yes for Other programs
 4) Yes for other activities

21) Productive assets

Productive assets	Number of Before safety net				After safety net(now)				
	1	2	>2	I did not have	1	2	>2	I did not have	
Sickle									
Pick axe									
Wood metal									
Axe									
Hoe									
Spade									
Hand saw									
Stone grain									
plough									
Animal cart									

22) If there is improvement in the productive assets, what is the responsible reason?

- 1) No
- 2) Yes because of Productive safety net
- 3) Yes other programs
- 4) Yes others activities (specify)

Livestock ownership

Livestock	Before safety net		After safety net	
	No	yes	no	Yes
Oxen				
Improved milking cow				
Local milking cow				
Heifers				
Calves				
Sheep				
goats				
donkeys				
horses				
Mules				
poultry				
poultry				

23) If there is improvement in the livestock ownership, what is the main reason?

- 1) No
- 2) Yes because of safety net
- 3) Yes because of other programs
- 4) Yes for other activities-----

Land holding and related issues

- 24) Did you have land during the last production year?
1) No 2) Yes
- 25) If yes how many hectares of land
1) 0.25-0.5 ha
2) 0.5-1ha
3) >1 ha
- 26) Did you rent in land during the last production year?
1) No 2) Yes
- 27) If yes how many hectares of land
1) In local measurement----- 2) In hectare-----
- 28) If yes, how much did you pay?
1) <400
2) 400-600
3) 601-800
4) >800
- 29) Did you rent out land in the last production year?
1) No 2) Yes
- 30) If yes how many hectares of land
1) In local measurement----- 2) In hectare-----
- 31) How much did you get from the rent?
1) <400 3) 601-800
2) 400-600 4) >800
- 32) Did you receive land for free in the last production year?
1) No 2) Yes
- 33) If yes, what was the size of the land?
1) In local measurement----- 2) In hectare-----
- 34) Did you give land for free?
1) No 2) Yes
- 35) If yes, what was the size of the land given?
1) In local measurement----- 2) In hectare

Crop production and utilization

- 36) Did you have enough land in the last production year?
1) No 2) Yes
- 37) Which type of crop do you produce mostly?
1) Maize 2) sorghum 3) wheat 4) pepper 5) Barley 6. Other---
- 38) Which type of crops do you use mostly for home consumption?
1) Maize 2) sorghum 3) wheat 4) pepper 5) Barley 6. Other---
- 39) Which type of crop do you sell mostly? (You can select more than one)
1) Maize 2) sorghum 3) wheat 4) pepper 5) Barley 6. Other---
- 40) For how long do you use the produced crops?
1) <6 2) 6-7 3) >7

5. Saving and credit

- 41) Does the household save money?
1) No 2) Yes
- 42) If yes, how much did you save in the last production year what type of saving method did you use?
1) I do not know 3) <100
2) I am not willing to tell 4) 101-200 5) >200
- 43) Where did you save the money?
1) At home 2) buying items 3) iquib 4) other specify
- 44) Have you received credit, as an individual or as a member of a group in the last 12 months?
1) No 2) Yes
- 45) If Yes, What was the type of the credit?
] 1) food 2) cash 3) food and cash
- 46) What was your main source of credit?
1) Relative 2) Rural credit and saving 3) traditional lenders
4) NGO 5) Commercial bank 6) other specify-----
- 47) If the credit is in cash, what was the credit used for?
1) To buy domestic animals 4) food
2) House consumption 5) other-----
3) For trade activity
- 48) Have faced difficulty of paying back the credit?
1) No 2) Yes

Problems related to public works

- 49) Were you involved in the selection of the beneficiaries?
1) No 2) Yes
- 50) Do you know why you are selected to the public work?
1) No 2) Yes
- 51) If yes what is/are the reason/s
1) I am not patient 2) I am not disabled
3) I am not elderly 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)
- 52) Do you agree to the decision?
1) No 2) Yes
- 53) If you say no to question 54, list the major reasons agree why?
.....
.....
- 54) Did you do a public work on private lands?
1) No 2) Yes
- 55) Reasons for conducting on private land
.....
.....

- 56) How many hours it takes to reach to the work place?

- 1) <20m 2) 20-40m 3) 40-1hr 4) >1hr
- 57) Did you participate in the public work selection?
1) No 2) Yes
- 58) Who selected the public works?
1) Kebele administrators 2) CFSTF
3) KFSTF 4) I do not know
- 59) Do you have adequate information about work norms?
1) No 2) Yes
- 60) Activities that are perceived to have the most difficult work norms
1) Hill side terraces 4) Cut off drains
2) Soil / stone bunds 5) I do not know
3) Check dams 6) others—
- 61) Activities that are perceived as easy
1) Soil/stone terrace 5) Seedling production
2) check dams 6) I don't know
3) Micro basins 7) others
4) Tree planting
- 62) Did you participate in the maintenance work?
1) No 2) Yes
- 63) If you say yes, how frequent did you participate?
1) Most frequently 2) sometimes 3) rarely
- 64) If not, why did not you participate?
1) I do not have time 2) It is not necessary
3) Work burden 4) because it is not paid
- 65) If yes, in which of the following public works did you participate most of the time?
1) Soil and water conservation works
2) Social facilities center maintenance
3) Road maintenance
4) others
- 68) Have you ever participated in the community work?
1) No 2) Yes
- 66) Do you continue the public work if the payment doesn't continue?
1) No 2) Yes
- 67) Is there follow up while doing the public work?
1) No 2) Yes
- 68) If yes, who will follow up the works that you have done?
1) Wereda Experts 3) CFSTF
2) Kebele Administrators 4) DAs
5) Others-----
- 69) Did you get any training for the public work?
1) No 2) Yes
- 70) Do you believe that the public work let women involve equally like me
1) No 2) Yes
- 71) If not, what are your reasons?

- 1) They are weaker than men
 - 2) Women have burden at home
 - 3) They are not allowed to work heavy tasks
 - 4) I do not know
 - 5) Others specify-----
- 72) Have you ever supported female-headed household on their farmland activity?
- 1) No
 - 2) Yes
- 73) If yes, why did you do that?
- 1) To remove the work burden of women
 - 2) She is my relative
 - 3) She is my neighbor
 - 4) Others-----
- 74) Reasons given for not supporting female-headed households
- 1) I have no time for it
 - 2) No one has told me to do so
 - 3) It is far from my home
 - 4) Even, I do the public work with difficulty
 - 5) Other-----
- 75) How many months do you work?
- 1) 12 months
 - 2) From January- June
 - 3) Other specify-----
- 76) What did you do when there is late payment?
- 1) Looking other alternative (resigning from the work)
 - 2) Selling household equipments
 - 3) Selling domestic animals
 - 4) Taking credit from traditional lenders
 - 5) Others-----
- 77) With how many of your family members do you receive the payment?
- 1) all
 - 2) with some-----
- 78) When you compare the payment to the local wage rate, it is
- 1) Smaller
 - 2) there is no comparable job
 - 3) I do not know
- 79) If you say the payment is small, why do not you look for other job?
- 1) Because in the public work I am doing for my village
 - 2) The work in the town does not stay for a long time
 - 3) The work is difficult
 - 4) I cannot get the job easily
 - 5) Others -----
- 80) With regard to the public work, how do you evaluate the payment?
- 1) Sufficient
 - 2) Small
 - 3) very small
- 81) Have you faced problem during payment?

1) No 2) Yes

82) If yes, what were these problems? (You can select more than one)

- 1) Commodities will be expensive 2) It is difficult to find food items
3) I don't receive full payment 4) other (specify) -----

83) Which type of payment do you prefer at this time?

- 1) Cash only 2) Food only 3) Cash and food

84) If you prefer food only, what are the most important reasons (list two reasons in their order of importance?)

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

86) If you prefer half food and half cash, what are the most important reasons (list two reasons in their order of importance?)

87) What did you buy most with money that you receive from the program?

- 1) To buy basic food 5) to help persons 9) to buy chat
2) To buy additional 6) food to pay tax 10) to pay loans
3) To buy household equipments 7) to other social issues 11) to buy improved seed
4) To buy fertilizer 8) to pay for social services

88) Have you faced any problem during the work?

1) No 2) Yes

89) If yes, what kind of problem did you face?

- 1) I do beyond my capacity 4) Absence of first aid service
2) We do not have enough equipment 5) Absence of childcare center
3) We face time shortage to do other works 6) Other -----

90) Were you absent in this year from work?

1) No 2) Yes

91) If you were absent from what are your main reasons?(mention two reasons)

6. Assistance from complementary programs

- 92) Are you a beneficiary of household package?
 1) No 2) Yes
- 93) When did you start to benefit from the package?
 1) 1998 2) 1999 3) 2000(on September)
- 94) Have you faced problem related to household package?
 1) No 2) Yes
- 95) If yes, list the two most important problems in terms of priority
- -----

Checklists 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 have 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 work in previous times?
7. Are the work norms the same for all workers? If they are different (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 productive safety net in the environment and in the livelihoods of the beneficiaries?
10. What problems did you face during public work?
11. Is there difference between the daily wage of the PSNP and other unskilled work in this area?
 If the PW payment is lower, why are people doing it?
12. What would you do to fill the food gap (shortage) before the coming of the PSNP?
13. Have you ever maintained soil and water conservation structures? If not, why?

For Female headed households

- a. Who receives the public work payment?
- b. Who decides on how to utilize the payment?
- c. Do you do the same work as men? What do you think about this?
- d. 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 think that 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 works?
2. How do public work and direct support beneficiaries identified?
3. Do you make follow up to the 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 the 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?
10. Do you think that the public works go in line with the principles and procedures of the PIM? If not, why?

Appendix-2 List of key informants

Ato Ashik Bedru and Ato Hayatu– Member of the wereda Food Security Task Force and Head of the Agricultural and Rural development

Ato Yirgete Tenaw- And Sisay- Coordinators of the productive Safety net program in *Lanforo Wereda*.

Ato Nesre and W/o Buzayehu- DAs in the *Lanforo Gebaba* and *Tora Kikora* respectively

Ato Abdurahman Mohammed - Soil and Water Conservation expert

Ato Kasim Hassen - Kebele Administrator

Ato Seyfedin - From Non-Governmental organization

Appendix 4. The total number of population in each kebele of *Lanforo* Wereda

No.	Kebeles in the wereda	Total population			Total households		
		male	Female	Total	Male	female	Total
1	Tora01	2250	2601	5151	510	520	1030
2	Sh/Tufa	2097	2139	4236	419	428	847
3	w/shanka	2250	2298	4550	450	460	910
4	W/Banchi	1657	1691	3348	332	338	670
5	L/kudusa	1858	1896	3754	372	379	751
6	R/Chefuna	1878	1917	3795	376	382	759
7	W/sostero	1524	1555	3079	305	311	616
8	W/Doye	1526	1556	3082	305	311	616
9	G/Weregise	2596	2649	5245	519	530	1049
10	M/Kusaya	2146	2189	4335	429	438	867
11	M/Gagebo	2271	2316	4587	454	463	917
12	Repe	2557	2609	5166	510	520	1030
13	M/Tora	2238	2283	4521	447	457	904
14	T/Kikora	2024	2065	4089	451	460	911
15	W/Bodity	2467	2517	4985	494	503	997
16	W/Lola	1526	1557	3083	305	312	617
17	Mito 01	2507	2556	5062	501	511	1012
18	A/Gola	2152	2195	4347	432	439	869
19	G/Gogilo	3266	3332	6595	653	667	1320
20	Sh/Debar	2990	3051	6041	598	610	1208
21	A/Agawo	2230	2275	4505	446	455	901
22	S/koshame	3798	3874	7672	759	775	1534
23	A/Wente	1970	2009	3979	394	402	796
24	G/Shefode	1521	1551	3072	304	310	614
25	Amichie	2190	2234	4424	438	447	885
26	L/Gebaba	2513	2564	5077	502	513	1015
	Total	60552	61775	122327	12110	12355	24465

Source; LWARO, 2008

Appendix 5 Information about the beneficiaries and non-beneficiaries of PSNP in *Lanforo* wereda

No	Kebeles in the wereda	Public work beneficiaries	Direct-support beneficiaries	total	Non-beneficiaries	Graduates from the PSNP in 2000E.c.	Number of Household package beneficiaries in 2006/7E.c (first round)
1	Tora01				1030		
2	Sh/Tufa	181	60	241	606	2	40
3	w/shanka	324	83	407	503	2	60
4	W/Banchi	362	39	401	269		55
5	L/kudusa	163	41	204	547	8	40
6	R/Chefuna				759		
7	W/sostero	153	21	174	442	7	40
8	W/Doye	242	77	319	297	24	40
9	G/Weregise	338	56	394	655	1	60
10	M/Kusaya	353	72	425	442	1	45
11	M/Gagebo	329	30	359	558	1	60
12	Repe				1030		
13	M/Tora	338	127	545	359	1	50
14	T/Kikora	360	97	457	454		75
15	W/Bodity	363	51	414	583	19	60
16	W/Lola	203	66	269	348	6	40
17	Mito 01				1012		
18	A/Gola	89	32	121	748		30
19	G/Gogilo				1320		
20	Sh/Debar	280	118	398	810	7	60
21	A/Agawo				901		
22	S/koshame				1534		
23	A/Wente	197	33	230	539	5	60
24	G/Shefode	120	36	156	458		30
25	Amichie	371	77	448	437	2	60
26	L/Gebaba	578	207	785	230	4	80
	Total	5344	1323	6747		90	1035

Source; LWARO, 2008

Appendix 6 Activities conducted in *Lanforo* wereda from 2004/5-2007/8

No	List of public works	unit	Activities conducted			
			2004/5	2005/6	2007/8	Total
1	Hill side terracing	Km	19.46	169.81	65	254.27
2	Bench terrace construction	»	82.6	165.8	193.1	441.5
3	Soil bund	»	27.58	29.4	205	261.98
4	Cut-off drain construction	m ³			4121	4121
5	Stream diversion	»	7.06	62.6	6620	6689.66
6	Stone bund	»	14.01	158.31	20266	20438.32
7	Stone collection and transport	»	5800	12400	29499	47699
8	Micro trenches	Number	2000	27489	27993	57482
9	Micro basin construction	»	3158	52857	24760	80775
10	Eye-brown basin construction	»			7077	7077
11	Pitting	»	235428	800000	2.7million	3.735428
12	Compost making	m ³			380	380
13	Planting on bund	Ha			932	932
14	Bund maintenance	»			0.75	0.75
15	Stone faced soil bund construction	km			52.4	52.4
16	Fanya-juu	»			79	79
17	Seedling production	Number	1195000	1million	2.7million	4895000
18	Gabion structure	m ³			100	100
19	Catchment's area improvement	Ha	962	2984	1100	5046
20	Road construction	km	57	17.69	61.2	135.89

Source; LWARO, 2008

Appendix 7-Revised work norms and activities

No.	Activities	Unit	Revised Norms
1	Soil bund	PD/Km	150
2	Stone bund	PD/Km	250
3	Bench Terrace construction	PD/Km	500
4	Stone check-dam construction	M ³ /PD	0.5
5	Stone Check-dam maintenance	M ³ /PD	1
6	Fanya-juu	PD/Km	200
7	Hillside Terracing	PD/Km	250
8	Planting on bund	PD/Km	16
9	Cut-off Drain construction	M ³ /PD	0.70
10	Grassed Water way construction	M ³ /PD	1
11	Seedling production	PD/1000 seedling	15
12	Pitting	Pits/PD	15
13	Micro-basin construction	Micro-basins/PD	5
14	Seed Collection	Kg/PD	20
15	Seedling Planting	Plants/PD	50
16	Site guarding	PD/Ha/Year	4
17	Small Farm Dam Construction	M ³ /PD	0.4
18	Pond Construction	M ³ /PD	0.5
19	Farm Road Construction	PD/Km	3000
20	Road Maintenance/construction on <5% slope	PD/Km	500

Source, MoARD, 2004