



ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES

**THE ROLE OF PRODUCTIVE SAFETY NET PROGRAM IN
MEETING FOOD SECURITY AT HOUSEHLD LEVEL: THE CASE
OF HAWASSA ZURIA WOREDA OF SIDAMA ZONE, SNNP
REGIONAL STATE**

BY:

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The Role of Productive Safety Net in Meeting Food Security at Household Level: The
Case of Hawassa Zuria Woreda of Sidama Zone, SNNP Regional State

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ACRONYMS AND LOCAL TERMS

Acronyms

ADLI-	Agriculture Development Led industrialization
BOARD-	Bureau of Agriculture and Rural Development
CFSTF-	Community Food Security Task Force
CPRC-	Chronic Poverty Research Center
DA-	Direct Agent
DFID-	Department for International Development (UK)
DPPA-	Disaster Prevention and Preparedness Agency
ECA -	Economic commission for Africa
EAS-	Employment Assurance Scheme
EECMY -	Ethiopian Evangelical Church of Mecane Yesus
FAO-	Food and Agriculture Organization
FDRE-	Federal Democratic Republic of Ethiopia
FD-	Free Distribution
FFW-	Food for Work
FSCB-	Food security Coordination Bureau
FFSSC -	Federal Food Security Steering Committee
FGD -	Focus Group Discussion
FSP -	Food Security Program
GOE-	Government of Ethiopia
GAPVU-	Gabinete de Apoio à Populacao vulnerável (in Mozambique)
GDP-	Gross Domestic Product
HHs -	House Holds
HHHs-	House Hold Heads
JRY-	Jawahar Rojar Yojana
KA -	Kebele Administration
KFSTF-	Kebele Food Security Task Force
KII -	Key Informant Interview
MOARD -	Ministry of Agriculture and Rural Development
MOFED -	Ministry of Finance and Economic Development
NCFSE-	New Coalition for Food Security in Ethiopia
ODI-	Organizational Development Institute vi

OFSP-	Other Food Security Program
PASDEP -	Plan For accelerate Sustained Development End to Poverty
PIM -	Program Implementation Manual
PLWHA	Positive Leaving With HIV/AIDS
PRA -	Participatory Rural Appraisal
PRSP -	Poverty Reduction Strategy Program
PSNP -	Productive Safety Net Program
RRC-	Relief and Rehabilitation Commission
RFSSC-	Regional Food Security Steering Committee
SDPRP -	Sustainable Development Poverty Reduction Program
SNNPR -	South, Nation, Nationality and Peoples Region
SPSS-	Statistical Package for Social Science
UNICEF-	United Nation Children and Education Fund
UNDP-	United Nation Development Program
VLICs-	Very Low Income Countries
WMS -	Welfare Monitoring Survey
WFSD-	Woreda Food Security Desk
WRDO-	Woreda Rural Development office
WOFED-	Woreda Finance and economic Development
WFP-	World Food Program of United Nation
WHO-	World Health Organization of United

Local Terms

Birr	Ethiopian currency
Belg	Season of the year b/n winter and summer it is critical for about 5% of rain fed agriculture
Kebele	Administrative unit below woreda
Meher	Longer mid- year rains feeding most highland and lowland population
Woreda	District level administration unit (structure)
Idir	A social capital established at village level to perform social duties especially strong social problem

Abstract

This study assesses the role of Productive Safety Net Program in meeting food security at household level in Hawassa Zuria woreda. The focus of the study was looking into factors contributing to food insecurity, the effects that PSNP has in beneficiary households, the utilization of transferred food/cash and its appropriateness of local market and the extent of linkage with other food security and development programs. Primary data was collected through household survey; focus group discussion and in-depth interview with key informants, while secondary data from woreda report related to PSNP and Program Implementation Manual were the major source of data. Conceptual framework was developed based on the objective of PSNP.

The result of the study revealed that lack of sufficient food production coupled with meager income from non-farm employment constrained both availability of and access to food for study population. As a result, they have been more reliant on annual food aid. Currently, PSNP payment for beneficiary households have resulted in considerable effects and exhibited undeniable improvement in their life. However, the objective of preventing further impoverishment of most of vulnerable families was partially achieved probably due to the transfer were too small and often delivered too late, Despite the encouraging change on consumption pattern of households, PSNP has been less successful in rebuilding strong asset that could enable graduation of many poor households out of food insecurity. Furthermore, dependency attitude, absence or poorly integrated with other food security intervention, transfer of resource that does not meet beneficiaries preference etc have constrained the potential of the program.

Finally, the study recommends diversification of income sources, consider family planning part of food security, need assessment before deciding on the mode of payment , targeting should be based on clearly seated wealth status, continuous monitoring and awareness creation to minimize dependency attitude and strong coordination and partnership towards community empowering.

Key words: Food security, Asset prevention, Household, Safety Net, Graduation

CHAPTER ONE

INTRODUCTION

1.1. Background

Several countries in the world, mainly developing countries are facing many problems which are associated with the livelihood of their citizens as access to food has been a challenge. Food security has been in the public eye for a long time and it began to make a series impact on the development debate in 1970s. Nevertheless, such countries are still on their long lasting strives to solve such interwoven problems. And to improve the livelihood of society to bring about changes in terms of social, economic, environmental, institutional, and infrastructural and the like though they encounter various ups and downs against their efforts as most of them are in developing world, resource poor, and dependent on external aid and transfer (Max well, 2001).

Food insecurity is the lack of access to sufficient food. It occurs as chronic or transitory. Chronic food insecurity is a continuous inadequacy of diets where as transitory food insecurity is temporal decline in a household's access to enough food (Reutlinger, 1998). This food insecurity is resulting from recurrent drought, low input and output of subsistence agriculture, widespread poverty and environmental degradation are some of major challenges facing developing countries, especially in Africa, South of the Sahara. This is emanated from population pressure and farm fragmentation (Coates and Rogers, 2002).

Moreover, in recent years, increasing human population growth, poor land use planning, environmental disturbance, including deforestation, have comprised to exacerbate the effect of food insecurity and Vulnerability (Welfare Monitoring Survey (WMS), 2004), cited in MOARD, 2009). Food insecurity is a universal problem. However, studies demonstrate that the problem largely affects developing countries. Ethiopia is among the bottom of the least developed countries where millions of households, particularly rural area, suffer from chronic food and temporarily food insecurity problems. According to Department for International Development (DFID) (2006), more than eight million people are chronically food insecure.

Since Ethiopia is one of the poor countries in Sub-Sahara Africa regarding poverty, the per-capita income of US was \$ 401(2009/10) per annum (MOFED, 2010). Out of the total population about 39% of rural households, fall below the nationally defined poverty line (2200 kilo calories plus essential non food items) (WMS, 2004/5). The UN development program (UNDP) human development report for 2009 ranked Ethiopia 171st out of 182 on the human development index. Mean while, the problem of food security and vulnerability is increasingly recognized as one of the structural causes of poverty. Combinations of natural and man-made factors have resulted in a seriousness and growing food insecurity problem in many parts of the country (Devereux, 2005).

In response to persistent problem development actors adopt various strategies and programs to reverse the adverse effects of food insecurity. However, in Ethiopia, food aid which is a standard response to transitory food shortage has been an institutional response to chronic food insecurity for a long period. The dependency on food aid has undermined food security in Ethiopia (Devereux, 2000). Recognizing the seriousness of food aid dependency, the Ethiopian Government has adopted a comprehensive food security program (FSP), which is focuses on reducing vulnerability and linking relief and development. Thus, food security was one of the pillars in the first generation of the PRSP i.e., sustainable development and poverty reduction program (SDPRP-1) which covered the period from 2000/01-2003/04. The food security program under the SDPRP-1 and had been under implementation in most of chronically food insecure woredas up to the year 2003.

In 2005, the government launched one of the main components of FSP initiative known as Productive Safety Net Program (PSNP), with other food security program intervention. The Productive Safety Net Program (PSNP) is found to be the major component of the food security program both for the SDPRP-1 and PASDEP (MoFED, 2006). PSNP was aimed at enabling households escape from food insecure to food secure status within 3-5 years through smoothing household consumption, protecting depletion and rebuilding household assets, and creating community assets. The basic principles of the program include partnership, continuity, predictability, productivity enhancing, avoiding dependency syndrome, integration with woreda (district) development plans and flexibility (MoARD, 2006).

The program has two components: Labor intensive public work and direct support for labor-poor households; a program implementation manual has been prepared; training and awareness creation activities were undertaken at different levels; the communities have identified target groups for public works and direct support, and capacity- building measure have been taken. To these ends, huge amount of resources in cash and in kind have been transferred to the beneficiaries for more than five years. In due course conducting a research or any study in every program/project in the process of implementation could enhance the effectiveness of a program.

Thus, the aim of this research attempts to assess the extent of the productive safety net program in playing its pivotal role in smoothing household consumption, protecting the depletion of assets and rebuilding household assets in meeting food security at household level in Hawasa Zuria woreda. The plan has its own implementing manual; this manual helps practitioners while they are implementing the program in grass root levels. In the process of implementing, the program faces different problems either supply-driven or demand-driven.

In light of such initiative, collecting analyzing and availing data on the current role of PSNP to meet food security at household level and securitizing the major challenging is significant. This is what this study attempts to do.

1.2. Statement of the Problem

Food insecurity has become one of the defining features, particularly in drought prone areas of Ethiopia. However, the magnitude is much greater in drought prone rural areas than in urban areas (MoARD, 2006). Food insecurity is an indicator of poverty and it incorporates low food intake, variable access to food, and easily vulnerability to risk (Devereux, 2000). So as to alleviate the problem, the current government of Ethiopia developed a national food security strategy in 2002 in line with the rural development policy and strategy of (2001). A targeted intervention for drought prone and food insecure areas is one of the focus issues among others in strategy. These interventions have attracted various research works focusing on program design issues, targeting and impacts of these programs particularly, on household food security, farm activities, market response, etc. Among these research works, the studies of Sharp (1997) and Essete (2001) focused on food aid and targeting situation in Ethiopia. Samuel (2006) studied the farm households and food aid in Ethiopia. These research works identified problems like

inclusion and exclusion error in targeting, development of dependency syndromes among targeted beneficiaries, and other challenge. As far as their recommendations concerned effective targeting mechanism, bottom up, multi-year safety net programs and beneficiary participation were forwarded. Subsequently, over the past five years, there has also been growing policy momentum around social protection issues, motivated by a government of Ethiopia with coalition of donor countries to move away from a cycle of dependency on emergency food aid. One of the key social protection instruments is the Productive Safety Net Program (PSNP) which is a component of the government's Food Security Program (FSP) that has been designed and implemented to address the needs of chronically food insecure woredas /households/ in the country (MoARD, 2006). Unlike the previous food for work programs the PSNP operates continuously over several years by focusing on selected Households with the objective of phasing out. Some scholars argue that the new PSNP has features of affecting investment behavior differently than other programs (Subbaro and Smith, 2003).

Furthermore, towards the PSNP program improvement attempts have been made by several scholars to come up with some inputs as clues for amendments and academic purposes. Similarly, on this issue, very recently conducted studies come up with different findings. Some studies raised criticism with design and planning issue that is the program is not well designed to address the problem of food security and exacerbate the situation of dependency of food aid in rural areas. Accordingly, well established local institutional arrangement and community involvement are recommended (Samuel, 2006). Other studies for instance Tefera (2007) put due emphasis on rule application processes using government-prepared implementation manual as a bench mark. But he has not discussed the issues like negative effect of the program and the integration of PSNP with other food security and development program in the woreda. Besides to this, Tesfaye (2007) has studied challenges of food and cash transfer and he found out all beneficiaries prefer food transfer for selling the food to trader and get more money than to food, food aid shipped directly from the donor countries is not cost-effective. On the other hand, Arsema (2008) has tried to explore the contribution of PSNP in individual, household and community asset maintaining and building. As finding of Arsema PSNP has positive trends in achieving its objective of smoothing food consumption. However, a number of problems encountered while implementing like the beneficiary could not graduate from the program due to

inadequate of transfer crop led with its late arrival, poor work culture, and lack of human and national capacity. But he doesn't look into the linkage of PSNP with other food security programs to facilitate graduation.

In general, the researchers mentioned above have being investigated issue of planning the program and its achievement, community participation, amount of payment, relevance and cost effectiveness of transfer. But they are not give due emphasis on the issues of the provision of household packages, the negative impacts of the program up on beneficiaries and the issues of linkage among different development programs to facilitate graduations. Almost all of them found that positive improvement on temporary food security, but insignificant achievements in asset building due to institutional constraints and inadequate transfer this might be open the way to further investigation. As the scholars advice to make the program more effective and the efforts fruitful to their end, in the Woreda the implementation process should be guided by PSNP Program Implementation Manual (PIM) as designed. Moreover, the effective utilization of limited resources of the Woreda and the linkage of the program with other development programs in the woreda would yield what has been intended and the problem could be solved relatively. Furthermore, it is expected that PSNP has a great role in influencing on the kinds of coping strategies adopted by the households involved in it. However, in this regard there were challenges in study area. Therefore bearing in mind the issues mentioned above and considering the gap of the researchers, further assessing of the role of PSNP in meeting food security at household level more than anything else is a timely and relevant issue. Thus, this study focuses on the role of PSNP in meeting food security especially the improvement of beneficiaries after recruited for the program. More specifically, the study therefore attempts to answer the question: at what extent the program was effective up on the beneficiaries in relation to its objective in the study area, the amount and appropriateness of the transfer and the linkage of PSNP with other development program to be out of food insecurity. In doing so, the study is hoped to bridge the research gap and adds knowledge to the existing findings.

1.3 Objective of the Study

The overall objective of the study is to assess the role of productive safety net program in meeting food security at household level, factors contribute to these and suggest intervention measures for better attainment of intended out comes.

The specific objectives are:

1. Examine how the beneficiaries are using the food and cash transfer and its appropriateness of the transfers to specific conditions of the study areas.
2. To assess the effect safety net program has in household food consumption, protecting depletion of assets and asset building in household level.
3. To examine the integration of the PSNP with other Food Security Programs to make beneficiaries out of food insecurity (graduation).

1.4. Research Question

Central research questions are:

1. How are the targeted beneficiaries using their transferred resources and does it have an appropriateness of the transfer to the specific condition of the area?
2. Is PSNP an effective program in terms of improving food consumption and livelihood asset maintaining and protecting further depletion of assets?
3. To what extent is the program of PSNP linked with other food security program to make beneficiaries out of food insecurity?

1.5. Significance of the Study

PSNP has been designed as an asset protection mechanism for the household level and to create productive community assets. Thus household livelihood improvement can be also achieved through successive implementation of the program. Nevertheless, previous and current studies of PSNP implementation are more focused on implementation process in line of PIM than the impact detects of PSNP on household in assuring food security. However, this study will be significant in generating information that existed body of knowledge about local level impact of PSNP.

Besides policy-makers, planners, and other practitioners such as non-governmental organizations involving in local development and intervention issues may find the study for further commitments and effective utilization of resource. For this matter, identifying problem related to household food insecurity, consumption pattern, asset ownership status, the household way of using transferred resources and integration of the PSNP program with other food security program are very essential. In addition the study will contribute to the development of suitable adaptation and mitigation strategies and practical measures and contribute to designing in the future. Furthermore, the study will contribute to stimulate future research works by providing paramount information in relation to the PSNP in Ethiopia.

1.6. The Scope of the Study

In the first place, the study is delimited to Hawasa Zuria woreda as the area is one of PSNP is implementing. Within the woreda, the study focused on specific sites considering the seriousness of problem and its appropriateness for study. Besides, the scope is confined to the role of PSNP in meeting food security on households in grass root level. Though the program of PSNP aimed at two broad intervention areas, namely protecting asset depletion of chronically food insecure households and promoting public asset building at community level, due to the shortage of time and finance this study was emphasis only on protection of asset depletion and rebuilding of assets at household level. Though the number of kebeles included under PSNP are 19. However, for practical reason such as administrative and resource consideration, the study was relied on very few selected site or kebeles in the woreda. This, however, doesn't limit the relevance and generalization of the finding of the study to the neighboring kebeles and communities.

1.7. Limitation of the Study

Some of the respondents were not willing to tell about their asset holding fearing that they will be get discharged from the PSNP and therefore there was difficulty of getting accurate information about the sample household's asset holdings which can be cited as one of the flaws of the study. Nevertheless, to solve this problem an attempt was made to convince the respondents that the study was only for academic purpose.

In trying to constitute a before and after scenario, the study relied on the beneficiaries' memory about what food security and asset holding looked like prior to their engagement in the program and hence some of the responses might have been subject to recall bias which could be again the flaws of the study. However, an attempt was made in order to get in giving direction to bring them into most appropriate answer.

Another limitation encountered during data collection was lack of organized secondary sources at woreda level. Nevertheless, attempts were made to minimize the effects of the limitation in finding data from different sectors including zonal level.

1.8. Organization of the Paper

The paper is organized in to five chapters. The first chapter focused on the general introduction, the second chapter devoted on summarizes of conceptual and empirical literatures on the research topic as well as present the conceptual framework. The third chapter introduces methodological part of the study. The fourth chapter stresses on the general background of the study woreda, background of sample respondents and Presentation, Interpretation and Analysis of the study. Finally in chapter five summaries of findings, conclusion and recommendations are covered. At the end of the report annexes that include survey questionnaire, interview guide for key informant, checklist for FGD, list of key informants, list of beneficiaries kebeles and others were annexed.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1. Conceptual Literature

This chapter presents a summary of literature on the study topic or area. The selected readings represent a small sample from a broad range of literature. The literatures were primarily selected for their relevance, accessibility and clarity. The chapter is organized in such a way that the first section deals with the clarification of conceptual issues and terminologies some of which could be considered as the operational definition of the study. The second section addresses empirical literatures related to the experience of some developing countries including Ethiopia. In the same section, briefly describes the Ethiopian productive Safety Net Program. Finally, the conceptual framework of the study is presented in the third section, which is developed to serve as the framework for achieving the study objectives in view of the conceptual and empirical literature reviewed.

2.1.1. Concepts and Dimension of Food Security

The concept of food security originated as part of the discussion on international food problems at the world food conference of 1974. Conceptually, it has gone through several stages but now a days it is mostly defined ‘as access by all people at all times to sufficient food for active and healthy life’ (World Bank, 1986). The definition encompasses three main dimensions of food security namely availability, adequacy and accessibility of food. Food availability refers to sufficiency food production and involves the concept of food sufficiency to sustain life for the entire population. It also implies that food and its achievements can be targeted at global, regional, national, sub-national household or individual level; the latter two, however, have increasingly become the main focus of studies now a day (Sahan, 1989; Dagneu, 1994, 1986; Dijk, 1989 as cited in Degefa ,1996).

Though food security interpreted in many ways may be defined here as “access by all people at all time to enough food for active and health life” (Reutlinger, 1987). More specifically, the household’s food security refers to the “ability of household members to assure them sustained access to sufficient quantity of food to live active and healthy life” (UN, 1990 as cited in

Dagneu, 1994). Based on the intensive empirical investigation on subsistence farmers in Ethiopia, Getachew (1995) has come out with contextual definition of food security as a household's ability to establish access to productive resources such as land, livestock, agricultural inputs and family labor combined to produce food or cash. In line of this Reutlinger identified five essential components should be taken into account for the better understating of food security situations; these are food availability, access to food, sustainability, food entitlement and vulnerability (Reutlinger, 1987).

Production and supply are dependable in the face of possible production shortage due to general causes, such as natural disasters and civil disturbances (Lal, et al, 2002). Food accessibility encompasses not only transportation and marketing but also the means by which food is acquired. Producing an adequate food is not enough; consumers must be in a position to purchase or obtain the necessary food (Lat, et al, 2002). The problem of food security affects nations and citizens in a way that it increases people's vulnerability to disease, curtails learning capability, reduces productivity, and ultimately makes it difficult for citizens and nations to extricate themselves from the cycle of poverty (Routlinger, 1998). In response to this serious problem the countries that suffer from the problem adopt various policy strategies to achieve the food security of their citizens.

2.1.2. Food Insecurity

Food insecurity is a situation in which individuals have neither the physical nor the economic access to the nourishment they need (Reutlinger, 1987, cited in Degefa, 1996). It may happen at any geographical level due to the failure in one or a combination of the elements of food security i.e. food availability, access to food, sustainability, food entitlement, vulnerability.

For instance, a farmer household is said to be food insecure when its consumption falls to less than 80% of what the world health organization (WHO) considers being an average required daily caloric intake of 2850 cal for a moderately active adult equivalent (Reardon and Malton, 1989). On the basis of the effect and duration, Reutlinger (1987) puts the situation of food insecurity under two broad categories, i.e. chronic and transitory (acute) which as sometimes described as 'permanent' and 'temporary' food insecurity (ECA, 1992).

Chronic food insecurity refers to “a continuously inadequate diet resulting from the lack of resources to produce or acquire food, while transitory (acute) food insecurity is a temporary decline in household’s access to enough food.” According to Sahan (1989), the former represents to famine. Anthropological findings suggest that chronic food insecurity, at the Household level is mainly the problem of poor households in most parts of the world (Messer, 1989).

The transitory food shortages happen to the peasant households in Africa as well as in other parts of the world have been attributed to several interrelated factors. In Ethiopia, the repeated occurrence of chronic and transitory food insecurity has various root causes. The cause of chronic food shortage in crop dependent area include: Vagaries of seasonal rainfall, lack of work oxen, deficiencies in public polices, inadequate farm size, extensive environmental degradation, lack of basic farm inputs, lack of infrastructure and lack of public participation in political decision making. On other hand, the transitory food insecurity (famine) in Ethiopia has been caused by factors such as rain failure at a critical time in the agricultural cycles (drought), out breaks of human and animal diseases, hailstorms, flood and related hazards, shape grain price increase coupled with shape decrease in live stock prices, declining purchasing power, decline in food availability in local markets, declining or lack of labor demand (Dagneu, 1994; Braun, 1991; Mesfin, 1984 and 1986, and IGDO 1990 as cited in Degefa, 1996).

2.1.3. Food Security Policy Strategies

As a concept, food security mainly implies the issue of food availability, food access and food adequacy for all. In consonance with this, scholars and concerned authorities propose different policy strategies that are suitable to alleviate short and long term food security problems. As UN food and Agriculture organization FAO (2006) propose that food security strategies in developing countries need to focus on the growth of agricultural and rural development. This is because the majority of the poor lives in rural areas and are engaged in the agricultural sector. Hence, improvement in the agricultural and rural sector can enhance production and result in increased food availability, lower prices at local level, and stability of food supplies. Besides targeted safety net intervention are crucial measures as well.

2.1.4. The Concept of Social Safety Net

The concept safety net is so evolving that there is no as such universally applicable definition assigned to the term. Its definition depends up on the types of intervention, country context, themes and target groups, as well as current thinking of specialists and practitioners on the role of safety net in the broader development agenda. According to World Development Report on Poverty social safety net can be defined as income insurance to help people through livelihood shocks and stresses, Such as those caused by drought, illness, unemployment or displacement during a war (World Bank 1990). Authors like Devereux, and Sabates-Wheeler (2004) defines safety nets as interventions that protect lives and ensure minimum subsistence in times of crisis, and typically food based and short term in nature. Based on what they constitute, safety nets are programs that include a broad range of mechanisms that protect individuals or households against poverty. This can be through individual and/or household risk sharing, social services, social insurance programs, publicly funded transfers and income generation programs (Atkinson, 1995; Subbaro et al, 1971).

Alternative views of safety nets are, for instance, as those of Barr (1994), were their role is seen in a broader social context to not only increase consumption per capita but also to have distributive function and create political stability. Accordingly, safety nets are defined as public interventions, which are designed to play a distributive role of resource transferring towards the poorer member of society to bring them out of poverty and provide greater opportunity for individual to mitigate risks from unforeseen contingencies. On other hand, Holzmann and Jorgensen (2000) argue that public interventions as a safety net assist in better managing income risks, as well as contributing to social cohesion.

As Post (2006), indicated, the contribution of safety net are not restricted only protect individuals from transient periods of poverty, for instance due to loss of employment, Sudden illness, or natural disasters, but also serve to protect individuals from life time poverty that can arise from, say lack of education and poor health, particularly in childhood. In this study the concept safety nets means, The productive safety net program of Ethiopia that aims at protecting the assets of chronic food insecure households and building community assets in localities where chronic food insecurity problems has been prevailing. Public work and direct support are the two component

of the program via which food and /or cash are transferred to the able -bodied and labor poor chronic food insecure households (MoARD, 2006).

2.1.4.1. Typology of Safety Net (Formal and Informal)

According to World Bank, Safety Nets are formal (public) and informal measures that protect people from the worst effect of low income and poverty. Formal safety nets include a broad range of mechanisms for protecting individuals from acute deprivation or unintended declines in income (Smith and Subbarao, 2003). These can include, among others, direct cash transfer, food subsidies, feeding programs, public works and other employment programs, credit-based self employment programs, social funds and related intervention, and child allowances. Whereas informal safety nets include community-based arrangement and private safety nets that help to mitigate deprivation and temporary income short falls (Tassaw, 2004). In this study the emphasis is given for formal types of safety net.

2.1.4.2. Modes of Safety Net Intervention

Selecting an appropriate intervention depends on the objectives of the intervention and the capacity of the country to implement it. According to Devereux (2006), selection of Social Safety Net depends on the objectives of the intervention. If the objective is to keep people alive during famine, then food aid is an obvious and often essential intervention. If instead in non-emergency context, the objective of a national food security and nutrition policy is to reduce vitamin A deficiency, then micro nutrient supplementation is the more logical approach.

Table 2.1 Typology of Social Safety Net Interventions

Targeting	Food	Income	Nutrition
Targeted	<ul style="list-style-type: none"> • Emergency food aid • Food stamps for the poor • Supplementary feeding for vulnerable groups • School feeding program 	<ul style="list-style-type: none"> • Cash transfer/safety nets • Unemployment benefit • Disability grants • Social pension for elderly 	<ul style="list-style-type: none"> • Weaning food for low income families • Vitamin and mineral supplementary for specific group.
Untargeted	<ul style="list-style-type: none"> • General food price subsidy • Overvalued exchange rate for imported foods 	<ul style="list-style-type: none"> • Universal child benefit 	<ul style="list-style-type: none"> • Water fluidization
Self-targeted	<ul style="list-style-type: none"> • Food for work projects • Price subsidy on “poor foods” 	<ul style="list-style-type: none"> • Cash-for-work projects 	<ul style="list-style-type: none"> • Ionization of salt

Source: Devereux, 2010

2.1.4.3. The Role of Safety Nets

As Smith and Subbaro (2003) stated in the longer term safety nets can enhance the well being and productivity of those who are vulnerable and poor. They can also prevent long term changes resulting from severe malnutrition in early child hood, the failure of orphans or street children to attend school, or sell of household assets such as land or live stock in times of crisis. Safety net program is needed when the amount of food somebody can command through the combination of production sell or exchange of assets and sale of labor power, plus transfers from others is not adequate for survival. First a house hold's capacity to bounce back may be severely restricted, thus pushing the household's to permanent impoverishment unless aided by transfer, second risk compounding may cause permanent damage to human capital like withdrawing children from school, increase in child labor etc.

Social protection can protect and promote the livelihoods of those who are chronically poor and transient poor who continuously come in and out of poverty. In this case the role of social protection can be classified into short and long term roles to reduce poverty. The short term role is helping people to conserve and accumulate assets and transform their socio-economic relationship. While for people who are not capable of involving in productive activities due to different reasons including age, illness and disability the role of social protection has a long term role (UNDP, 2006).

According to CPRC, 2007 the role of social safety net are:

- To protect people from poverty that arises from shocks and stresses
- To help the poor in adopting better coping strategies towards shocks and stresses, and aid to those in building physical and human capital that will reduce poverty
- To improve the well being and capacity of the poor
- To empowers the poor and minimize unfair and inequitable social relationship
- To increase the accessibility of the poor to essential service
- To motivate the poor to involve in more productive activities
- To minimize the gap of inequality since they provide transfer to the poor

According to Devereux and Maxwell (2001) the four resources of entitlement which were mentioned by Sen. (1981) production, trade, labor and transfer could be affected to the level of promoting assets in accordance with the kinds of transfer. Experience shows that, an adoption

hybrid by small holds in Malawi has reduced food insecurity for successful adopter by raising their agricultural productivity. This kind of intervention without reducing other sources of entitlement can draw people out of poverty. Since there is an increase in production, productivity of labor and increase in income, interventions aimed at filling the gap for short term relief could not be used as means of poverty reduction or alleviation, they do not provide a sustainable long term significant amount of transfer that could bring a significant change in the lives of the poor (Devereux and Maxwell, 2000).

Generally, safety nets can have “entitlement protecting” or entitlement promoting outcomes or both public works which provide transfers of cash or food which might be useful for them to cope with income or food shortages during stress or shocks. On the other hand through the labor intensive works or the activity of the public work, physical capital like roads, bridges, schools, health posts are built, these assets are useful to promote the future livelihoods of the people. Beyond Smoothing consumption and entitlement promotion, the various kinds of transfers have psychological roles to play. Poor people usually are not risk takers. Consequently they are not normally involved in development activities which have some kind of risk. They do not want to use high yielding modern inputs for fear of the risks that might result; rather they prefer to use endogenous way of production whose risks are much lower and are low in productivity. However, the introduction of social safety nets has a positive role in enhancing the risk taking behavior of the poor, thereby increasing their productivity. This is due to the change in their perception that they can cope with the probable risks with the transfers they get from the social safety net interventions (Farrington et al, 2005).

The community participates in beneficiary selection, planning and monitoring of public works, and makes sure whether the selected public works are the priority needs of the community and participants in regular review of PSNP beneficiaries. Moreover, NGOs can play a significant role in enabling the program become efficient and effective. This can be realized through the provision of technological and financial assistance on time, experience sharing, jointly organizing meeting with government to review progress on implementation and participate in monitoring and evaluation of program (FDRE, 2006).

2.1.5. Coping Strategies

Coping strategies are strategies adopted to maintain the livelihood of households during times of shocks and stresses. During this time people use different coping strategies like drawing of savings, using up food stocks, and remittance from relatives, informal community transfers (informal insurance), sell of livestock and other assets, etc. However, these strategies are adopted according to the magnitude of the problem. Strategies which are adopted initially aim at maintaining livelihood assets by minimizing consumption. Selling household and productive assets are used as last resort to save lives (Ellis, 2000).

The magnitude of risk, the availability of assets and income of the people determine the kinds of coping strategies adopted by people. This means based on the severity of the problem and asset at hand, different alternatives of coping strategies are adopted by people. These alternatives include the accumulation of different assets to be used during trends and shocks, adopting different livelihood strategies. So that there will be alternative activities to be done when the previous are not working. Through this resilience of the system may be enhanced in order to minimize the impacts of stresses and shocks. For example during drought activity may be change to reduce the effect of stress or shock or risk pooling options may be used as various forms of insurance or consumption smoothing so that the effects and shock and friends could be reduced. The use of these coping strategies may have positive/negative or intended/unintended outcomes (Scones, 2001).

During shocks which are not drastic people may be forced to consume less in order to defend their assets. However, when things become worst they will start to sell assets. This will badly affect their economic status (Michael R. et al, 2005). Reducing consumption as a coping strategy is followed when household want to reduce their vulnerability by disposing or liquidating their assets low. However, reducing consumption levels will have its own negative impacts especially in children where their growth is negatively affected since they are malnourished.

As Michael R. et al (2005). There are four categories of risk coping strategies:

- 1. Coping strategies aimed at minimizing the effects of shocks and exposure to risk:**
These strategies are applied before shocks occur through selecting and modifying the

environment; adoption of productive techniques that are resistance to gets drought and environmental risk factors; domestication of income sources.

2. **Saving and liquidating assets:** this is an ex-post strategy that is applied after a shock has happened. These strategies include searching for wage employment; liquidating productive assets labor bondage and debt peonage consumption to keep productive assets borrowing etc, reducing consumption.
3. **Risk sharing:** this is a form of social capital and informal insurance where by better of households who have labor, help those who have nothing free of charge.
4. **Reallocation of scarce resources within the household:** These are unpleasant and unfair strategies which are made with in households. This is due to when household members take advantage of other at the expense of the other. For example a time of extreme deprivation and selective mortality, discrimination of consumption among women in favors of men.

2.1.6. Concepts of Household Assets

The livelihood frame work identifies five core asset categories or types of capital up on which livelihoods are built, described as the asset pentagon. It is important therefore, to look at what have been termed these livelihood building blocks to try to understand what is happening at household level. According to Jenden (2002) house hold assets are:

Human capital: the skills, knowledge, ability to labor and good health that together enable people to pursue different livelihood strategies and achieve their livelihood objectives. It is required in order to make use of any of the four other types of assets.

Social capital: Relationship of mutual trust and reciprocity networks and connectedness, which increase peoples trust and ability to work together and expand their access to wider institutions;

Natural capital: is the term used for the natural resource stocks of public and private holding on which livelihoods depend.

Physical capital: Comprises the basic infrastructure and producer goods needed to support livelihoods, and

Financial capital: denotes the financial resources that people use to achieve their livelihood objectives, it includes income flows and stocks /saving.

Vulnerability and Asset depletion can determine the livelihood situation of a given country or household. Food insecure households are resource poor, and as such their livelihood becomes especially vulnerable to shocks (MoFED, 2005). Since their livelihoods are excessively reliant on assets /physical, natural, social, financial and human/, the impact of weather, related shocks or household specific shock (such as family members falling ill) on the household is devastating.

2.1.7. Graduation

Graduation is a key goal of the government to which the safety net program contributes. There are at least three definitions of graduation in PSNP. These definitions are in common use without a uniform understanding of which applies in a situation (Salter, R and et al 2006).

- A. **Graduation from PSNP:** This requires Household to achieve food security for one year only according to the PIM.
- B. **Graduation into food security:** This implies a more sustainable transition way from chronic food insecurity.
- C. **Graduation out of poverty:** Which is more substantial that goes beyond food insecurity.

From the above description, it can be concluded that graduation from PSNP is the first step in the process whereas graduation from food insecurity and from poverty takes the second and third stages respectively. Here, a given Household that graduated from PSNP may not necessarily graduate from food insecurity and poverty. Therefore, the other food security program (Like Credit and house hold package) and other government program (like extension services) should assist PSNP. That is many safety net beneficiaries should benefit from other food security programs intervention to be graduated from the program as well as from food insecurity. In a given year the need for household as well as eligibility for public works or direct support will be affected by births and deaths as well as ageing of individuals. However, there will be households, especially those benefiting from direct support component that will not be able to graduate PIM of (MoARD, 2006).

2.1.8. Integration to Others Food Security Program (OFSP)

A number of food security interventions were brought together in OFSP aimed at building household assets. It was recognized that the PSNP that protects household asset from depletion and builds community assets, couldn't lead to food security apart from protecting the lives of the target households from further deterioration. To be able to food security other food security interventions are required integration with PSNP. In fact, the PSNP was designed with the assumption that other food security interventions will also be under taken targeting the same PSNP beneficiary. It was stated that only when the two programs are implemented in an integrated manner that the beneficiaries will 'graduate' out of food insecurity and dropped from the list of beneficiaries.

In OFSP, a number of interventions were planned that are aimed at household level. According to the program implementation Manual (PIM) (FDRE, 2006) these interventions include extension for increasing productivity of cropping system and livestock, credit, expansion of irrigation infrastructure, development of water resource and small scale water harvesting mechanisms, and diversification of non- farm and off-farm incomes.

The program has been in operation side by side with the PSNP, However, as studied by ODI, IDL group and Indak (2006), conducted by consultations commissioned by DFID has surfaced out critical problem in the program implementation. Some of these finding are:

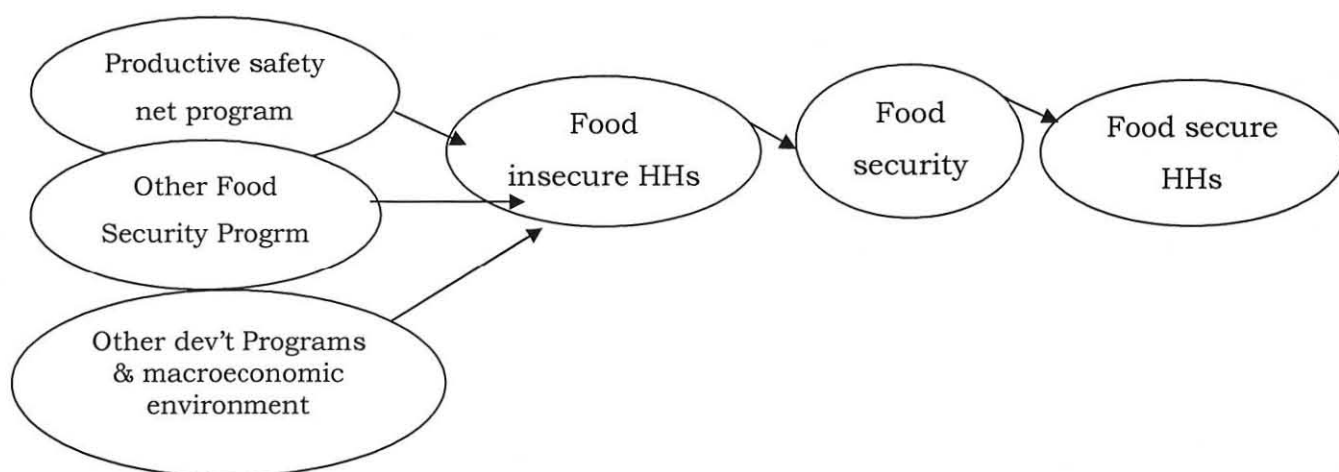
1. **Poor quality of planning:** not evidence-based and weaker community participation.
2. **Low coverage of beneficiaries:** not all PSNP are targeted with OFSP, Only a limited number of poor households get the chance to be participant in the program.
3. **Program rigidity:** (households are not involved in identification of appropriate package), often package are inappropriate for households, especially poor households. They are based on narrow agrolological zone and do not include support from agricultural activity.

To improve the rate and probability of graduation for HH, participation in the PSNP is assumed to make a chronically food insecure HH eligible on priority basis to participate in OFSP interventions. The woreda food security task force has assigned the responsibility of facilitating the integration while regional and federal food security coordination offices have the responsibility of providing directives and facilitating joint planning of FSP so that the PSNP plans of target woredas become an integral part of existing and future FSPs (MoARD, 2006).

PSNP is designed in a way to integrate with other food security program interventions broader woreda development programs to accelerate the rate and the probability of attaining household food security. Accordingly, participation in PSNP makes a household eligible to participate in the other food security program interventions. The integration of PSNP and other food security program interventions and broader woreda development programs within three to five years is expected to enable households to become food secure or graduate from food insecurity.

Graduation to food security implies that the household is no longer chronically food insecure and has the economic resilience to stand falling back into chronic food insecurity in the future (Devereux et al, 2006). It is seen as a key goal of the government that requires the contribution of PSNP, other food security programs and broader woreda development interventions (MoARD, 2006)

Fig 2-1 Summary on linkages between PSNP and other food security and development program



Source: Adapted from MoARD 2006

2.2. Empirical Literature

2.2.1. Review of Cross- Country Experience with Safety Net Program

Under this section, experience of developing countries as possessing the potential for improving household food security and level of living by offering income through employment while at the same time creating assets necessary for future growth (Dejardin,1996). Smith and Subarao conducted a case study on six Very Low Income Countries (VLICs), including Ethiopia and looked at the question of transfer program for the poor. In their study report, examples of public Safety Net Program of three selected countries are discussed. The experience and an

achievement of Ethiopia's is separately discussed. That is significant for the purpose of this study (Smith and Subbaro, 2003).

Overview of Safety Net programs in India

Among the world's largest and best known rural and urban public works are India's Jawahar Rojar Yojana (JRY) and the Employment Assurance Scheme (EAS), both designed to help ensure gainful employment for poor household and to contribute to community asset creation (infrastructure). The two programs are administered differently Nayyar (2002) as cited in Tefera (2007). The administration of JRY is very complex and the total fund made available three fourth of it is earmarked for various rural infrastructure schemes. Each state received funds based on the proportion of poor person residing them. States in turn allocate JRY funds to district based on population shares and an index of backwardness. From JRY, funds pass down to block and village level strictly according to population share. The village elected local bodies (panachyats) subject to the basic program guidelines and district rural development, Authority administrates work plans and contracts. According to World Bank (1998), JRY generates an estimated one million person per days of employment per-anum. Some 30 to 40 percent potential beneficiaries were participating in the program. JRY is largely Supply driven, implemented by local bodies but subject to pre-determined centrally driven guidelines.

Contrary to JRY, EAS is demand driven is which district Authorities apply directly to the central administration for funding and allocations. Unlike JRY, in the EAS the district collector has over all responsibilities for coordinating the work and allocating funds among blocks within a district. Participatory assessment of both JRY and EAS programs in one of the India's Uttar Pradesh have pointed out poor implementation of the program. Elected officials at the village level make decision on eligible participant in the program. These often excluded members of some Social deprived communities in some provinces. In addition, participants perceived the main objective of public works programs poorly. Most poor participants perceived the JRY and EAS as infrastructure projects rather than employment generation and income support to smooth consumption and increase purchasing power (Nayyar, 2002).

Zimbabwe: Two major programs are operated. These are food for work program and free distribution of food program. The food for work program replaced by free distribution of food in 1989, Villagers themselves selected the projects; Local food security was the primary goal, so

that other aspects of the program such as quality and maintenance suffered. A second program of public works began a few years later with a primary objective of development. Technically qualified persons have begun the program with materials and tools provided by the government. In Zimbabwe, there had been much greater community participation than is often the case and the demand driven nature of projects should be commended (Munro, 2005).

Mozambique: The office for support to vulnerable population groups (GAPVU) launched a resource transfer program following the civil war to support destitute groups in urban Mozambique. The objective of GAPVU was to raise consumption to a modest 1700 calories per day for i/ households with malnourished children under five, (ii) pregnant women exhibiting nutritional risk factors and (iii) elderly and disabled in households with no one of working age. Evaluation in general concluded that the program had a positive impact on reducing urban poverty. The drawback of course is that it is exclusively urban, where as 85 percent of Mozambique's population and the vast majority of the poor live in rural areas. With regard to the program, the financing arrangement in African countries are different from those found in South Asia and Latin America in three key ways; in Africa public projects are donor funded, domestic country contributions are negligible. The provision of capital budgets by donors was often tied to technical assistance and the implementation of public projects is rested largely with government departments (Tesfaye, 1994).

Because program were implemented largely by government agencies as part of their routine work program, little attention was paid to such details as timing of the program, monitoring quality of roads built, and so on. In all programs wage are set uniformly regardless of time of work, location of work site, and variations in the work force (age, sex, education, experience, and so forth). He also notes that the long term benefits of public work projects are much diminished in Tanzania due to poor maintenance of the assets (Tesfaye, 1994).

As Devereux (2002), stated that what we are learned from safety net program implemented in the past is that , the emphasis is to shift social protection with in over all poverty reduction frame works, so as to implement this certain key elements need to be in place.

Accordingly, a given safety net program:

- Need to respond to the priorities of the poor

- Need to have effective mechanism in place to identify and target the vulnerable
- Need to multi-annual and their scales, scope and impact continuously reassessed
- Should take into consideration of the fact that resource transfers must be in a form that supports rather than undermines local markets
- Should complement rather than replace informal safety nets important for the poor and
- Need to sustainable political and financial commitments to be realized the intended objective.

2.2.2. Factors that Affect the Effectiveness of Safety Net programs

As the rationales behind the program's importance are categorized into moral, economic and political. The choice between alternatives as an intervention measures varies based on the objectives to be met and country's context. Similarly, the implementation of the program faces challenges of various types. Smith and Subbarao (2003) recognized four factors that generally, constrain the feasibility of safety net programs in less developed countries. These include i /the availability of information ii/ administrative capacity, iii/political decision, and iv/fiscal affordability. Their brief description is taken up below.

Availability of Information: An appropriate selection of programs beneficiaries requires substantial information that is often not made available and is extremely expensive to acquire. In most countries transfers are targeted on the basis of criteria such as income or demographic characteristic such as household size (for example child allowances) or age (e.g. pensions,). Besides, specific characteristics such as female headed households, orphan hood, or disability can be used to select those who should be beneficiary of a safety net program. However, this also represents problems of verification. An alternative in cases where income is not known is to drive "proxy" indicators like household demographic characteristics, educational status, family planning programs data on household characteristics, or the type of dwelling attributes, which are highly related with poverty. Nevertheless, the problem is that even these attributes may not be known in very poor countries.

The Administrative Constraints: In general the capacity to manage complex programs is limited in VLICs. Management, accounting, logistical and financial control systems are all typically weak, and skilled human power is poor and rarely available adequately. Where the

information base is weak, and there is no tradition of “playing by the rules,” substantial middle – level supervision is needed to avoid leakage, to manage distribution and to administer targeting. Targeted programs are also intensive in their use of outreach staff and especially of field level supervisors.

Finally, in choosing programs, there is a need to explore the scope of using already, existing administrative systems. For instance, delivering nutrition programs through the existing net works and maintenance programs may be more administratively feasible and may be preferable to establishing a new system or public works program apparatus.

The political Constraints: The situation of a political condition of certain country is playing a crucial role in affecting the effectiveness of a program for example, under a program in Rajasthan in the 1970s, communities unities were allocated funds to transfer to the 10 poorest families in each village were forced to publicly select and announce that the households that would receive benefits. The program was successful in targeting the poorest, but ultimately collapsed due to erosion of political support, i.e. the very poorest constituting too narrow political base to be worth supporting on a long-drawn-out basis.

In drought recovery program in Malawi in 1995-1996 the committee decided to give a small amount of every one rather than risks difficult and controversial decisions about who should be include and who left out. Another argument by Devereux (2001) describes challenges facing in relation to safety net program identified as logistical constraints, financial constraints and political instability.

The Fiscal Constraints: Perhaps the biggest constraints for safety nets in VLICs are share affordability. Total public spending is already very low in these countries, typically, averaging about US \$ 75 per person per year. At the same time the competing claims for essential development investment are overwhelming; the poorest countries are also typically those with critically insufficient education capacity. The least developed road networks, and the lowest coverage of water supply or essential health services.

2.2.3. Ethiopian Food Insecurity, Famine and Poverty–Overview

Ethiopia, as one of the most famine-prone country in east Africa, has been experiencing food insecurity problems, and has a long history of famine and food shortage that can be traced back

to 250 BC. Webb and Baravn (1994) listed 40 periods of such crises chronologically in the country (as cited in Ramakrishna and Asseffa, 2002).

The first recorded famine goes back to the Ninth Century. Between 1540 and 1742 there were, apparently, more than ten major famines. During 1888 to 1892, the so-called “great Ethiopian famine” hit the country. Killing off possibly a third of a total population, which is still recommended as kifuqan (evil days). In comparison with the great Ethiopian famine, the famine that the country experienced in 1972 to 1974 might appear to be a moderate affair, with mortality estimates between 50,000 and 200,000, in a population of about 27 million which was expected to exclude about 100,000 deaths (Sen., 1981). However, figure available documented for the periods about 350,000 deaths, which supports deaths excluded from the estimate that happened in Wollo and Tigray (Devereux 2001b). The same source also indicates that during 1957 to 1958 in Tigray and 1966 in Wollo about 250,000 and 50,000 deaths were occurred respectively. Furthermore, between 1970 and 1984, Ethiopia sustained an average of two large disasters in a year. Frequent drought, floods, and epidemics, recent devastating pestilence infestation has a key hazard. The country has had five food crises since 1980 (UNDP, 2001), as stated in the table 2.2 here under shows the number and effects on population.

Table 2. 2 Disaster Events in Ethiopia, 1970-1996

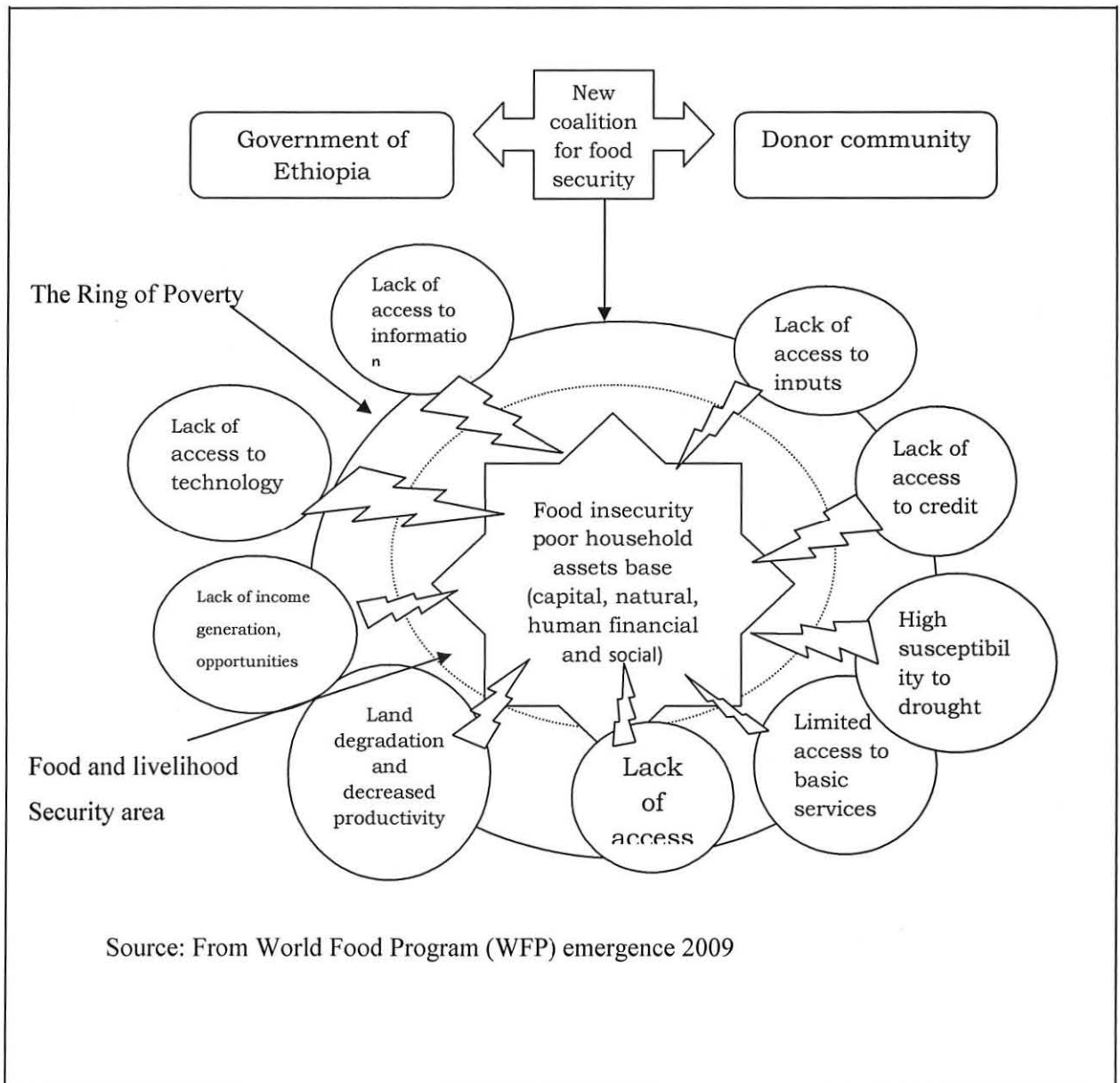
Types of events	Number of events	Numbers killed	Numbers affected
Flood	16	470	858,951
Famine/drought/food shortage	25	1,200,367	60,880,064
Land slide	2	35	29
insect infestation	5	-	-
Earthquake/volcanic eruption	2	66	2
Epidemics	6	10,326	103,688
Total	56	1,211,263	66,738,870

Source: UNDP.2001.Disaster profile of least developing countries.

Due to the fact that are described above and others the country has been experiencing food insecurity both chronically and transitory. Food insecurity incorporates low food intake, variable access to food and vulnerability. Livelihood strategies that generate adequate food in good times is not resilient against shocks, these outcomes correspond broadly to chronic, cyclical and transitory food insecurity and all are endemic in Ethiopia (Devereux, 2000). The major causes for poverty and food insecurity can be conceptualized as small land holdings, population pressure, land degradation and low soil fertility, recurrent drought, lack of employment

opportunities (limited off-farm employment), subsistence agricultural practices characterized by low input and low output, and limited access to services (MoARD, 2009). . As a result, more than 39 percent of rural households fall below the food poverty line and 47 percent of children under five suffer from stunting (WMS, 2004/05; DHS, 2005 cited in MOARD, 2009).

Fig 2.2: The Diagram shows the causes of the Problem of Food Security and New Coalition in responding to these actions in Ethiopia



Major Intervention and Policy Direction as Response to Food Insecurity in Ethiopia

As the country has exposed to several famines and shocks that struck its citizens, the government on its part has exerted several efforts to avert the problems in short-term and long term basis. The following are some of the over views as response of food insecurity in Ethiopia.

2.2.4.1. From Emergency Aid to Food-for-Work to Safety Nets

Ethiopia become synonymous with famine after media coverage of three major famines in 1973-74,1984-85,and 2002-3,which stimulated academic research particularly social consequences and coping. In particular Sen.'s analysis of entitlements changed much of the thinking regarding approaches to famine (Sen. 1981). The rational for food assistance was gradually expanded in the late 1980s from famine relief to “rehabilitation,” or the use of food aid as a wage pool to recruit labor to build perceived useful local infrastructure (Webb, Von Bravu, and Yisehac, 1992). By the early 1990s such efforts to “link relief to development” become popularized and integrated into the food aid programs of both donors and the government.

In 1974, the government established the Relief and Rehabilitation Commission (RRC), the currently Disaster Prevention and Preparedness Agency (DPPA), with the mandate of monitoring the incidence of food insecurity across the country and coordinating food aid activities, including those international organizations (NGOs). In1985, 48 International NGOs were operating relief projects in the country and about 50 were active in the mid -1990s. Local churches and other organization have also been quite active in the relief delivery historically (Sen.1981).

The 1971 to 1972 Erratic rainfall situation that favored big drought in North-East Ethiopia, particularity in Wollo was largely the result of the inconsistence main-kiremt rains, which followed by the near total failure of the spring-believer, figure available documented for the period is about 350,000 Barr (1972). The Ethiopian Red Cross was already trying to help over a thousand refuges from Wollo who had arrived outside Addis Ababa.

The international organizations were also rather slow in recognizing the situation as what it was a severe famine even though the local UNICEF area office and the Swedish Financed Ethiopia Nutrition Institute played an important part in the early stages of counter famine initiatives.

Accordingly, the GOE received foreign relief grain donation of 126, 000 tones, together with 11,000 tons of rehab table food between November 1973 and December 1974, from which Wollo and Tigray received 70 percent though their problems were beyond (Sen., 1981).

Food aid in Ethiopia has historically take two major forms: Free Distribution (FD), which is sometimes referred to as “emergency” or “relief” distribution and food for work” (FFW), some time referred to as “ development” food aid (Sharp, 1997) . After the defeat of the Derg in 1991 the National disaster prevention and preparedness strategy was established in 1992. The directive for this policy identified employment generation schemes as a main vehicle for able-bodied beneficiaries to contribute to development, although in practice this approach was not applied systematically throughout the country (NCFSE, 2003). In 1996 a National food security strategy was issued; it was improved and updated in 2002 under the umbrella of sustainable development and poverty reduction program (SDPRP), Ethiopia's first poverty reduction strategy program. The central objective of food security strategy was to ensure food security at household level with in Agricultural Development- Led Industrialization (ADLI) policy. The targets of updated food security strategy were mainly chronically food insecure households in moisture deficit and pastoral areas. The 2002 updated version introduced concerns with environmental rehabilitation sustainability with a focus on water harvesting and promoting high value crop production (Workneh, 2008).

The reoccurrence of famine in 2002-3 renewed the preoccupation with finding of going beyond emergency humanitarian aid and addressing more lasting ways that basic food needs of food insecure households. In 2003 the government in collaboration with donors established the new coalition of food security, in which the safety nets were promoted as an important way of protecting household assets against shocks and promoting community asset creation through labor-based public works. With regard to the achievement of the program since it was launched, remarkable achievement has been made in narrowing overall food gap from domestic production as the disaster prevention and preparedness Agency (DPPA), the Number of people requiring emergency assistance stood at 1.3 million.

2.2.4.4. Ethiopia Productive Safety Net Program-Overview

Starting in 2005, the government of Ethiopia and consortium of donors implemented a new response to chronic food security called the Productive Safety Net Program (PSNP). The main objective was to ensure that poor households in chronically food insecure woredas were protected from selling their key assets during the time of drought and to build community assets by involving food insecure households in public works. The program meant to encourage households to engage in production and investment activities, enhance their purchasing power and promote market development (MOARD, 2006).

The PSNP was launched by the government with support of development partners, in January 2005, initially 4.8 million chronically food insecure people were targeted in 192, food insecure woredas in six regions. The four major regions: Amhara, Oromia, SNNPR and Tigray as well as Dire Dawa and Harare regions. This was increased in 2006 to 7.19 million people selected from 234 woredas in 7 regions with Afar region added to previous six. In 2007, the operation of targeting reached 7.19 million in the 274 woredas of 7 regions. Since January 2008, PSNP has also involved a pilot pastoral program in Afar, Oromia, SNNPR and Somali regions (Gilligan, 2008).

The PSNP has dual approaches was developed; public works and direct support where the former is labor intensive community based activities designed to provide employment for chronically food insecure people in exchange for labor; and the latter is the way to ensure support to those chronically food insecure households, who can't provide labor at all, and have no other means of support (MoARD, 2006). Payment to both public works and direct support beneficiaries can be made in cash or in food. If the payment is in cash, a household receives 30 birr per month per persons and if the payment is food, a household receives 15 kilograms of grain plus pulses and oil per month per person. Nowadays the amount of payment increased from 30 to 50 birr. The amount of public works payment, however, is dependent on the actual number of days of labor contributed by the households (MoARD, 2006).

As different studies revealed, there are considerable differences worked across regions as well. For instance Households in Tigray worked more days than households elsewhere. Though the difference in days worked between Tigray, Amhara, and SNNPR in the period January-June are

relatively small (Devereux, 2008). In the same period, households in Oromiya worked significantly fewer days than households in other regions. As a result, there are marked regional variations in the size of transfers made to public work households. The choice of transfer (food, cash) is depends on the situation of the area and determined by the stakeholders of respective woredas. Furthermore, for the future it needs the regional or woreda level implementation manual for clarity and overcome the problems created among the regions. The program implementation manual /PIM/ provides different factors to be considered before making decision to use cash or food as a transfer.

Table2.3 Factors to consider when choosing cash and/or food as payment

Transfer	Factors considers
Cash	<ul style="list-style-type: none"> • Near food surplus areas (in same or neighboring woredas • Availability of active food markets • Preferences of community • Cash management capacity/ presence of finance official, cashier safes, transport, and security at woreda level.
Food	<ul style="list-style-type: none"> • Preference of the community • Absence of food markets near food insecure kebeles • Lack of experience in cash management and better food management capacity.

Source: Productive Safety Net program Implementation Manual (2006)

The World Bank sights, social protection as strengthening the risk taking behavior as the poor. The double role of social protecting emphasizes risk management instrument for protecting basic livelihood as well as promoting risk taking behavior of the poor. Since the poor are vulnerable to risks, they do not want to expose themselves to higher risk but productive activities social protection reduces their sensitivity to risks and helps than to get out of chronic poverty (ODI, 2004).

The role of social safety nets has been emphasized by Devereux cash transfer and food aid as having direct impact on households which in turn allow them to start investment in farm and non-farm activities and stimulate local trade and enhance social safety nets and social ties through helping each other. When these transfers are provided during moral ties (where there are no emergencies) the people are encouraged to take risks by diversifying them livelihood strategies to more productive and paying activities. Small amounts of transfers have given a chance for the poor to diversify their activities in farming or other small scale enterprises or use

it to cover school expenses (Devereux, 2001). The PSNP is implemented by a series of food security activities collectively related to as OFSP. While PSNP is designed to protect existing assets and ensure a minimum level of food consumption, the OFSP is designed to encourage household to increase income generated from agricultural activities and to build assets.

2.2.5. Institutional Arrangement

The PSNP is part of the larger food security program. Therefore, bureaus and offices which are, undertaking FSP will be in charge of the PSNP. The institutional arrangement starts from the Federal level Ministry of Agriculture and Rural Development (MoARD), Federal Food Security Coordinate Bureau (FSCB), Federal Food Security Steering Committee (FFSSC), Disaster Prevention and Preparedness Agency (DPPA), and Ministry of Finance and Economic Development (MoFED). As the regional level, Regional Council/ Cabinet, Regional Food Security Steering Committee (RFSSC), Regional Bureau of Agriculture and Rural Development (BoARD), Regional Food Security Coordination Office (RFSCO), and Regional line bureaus are included.

At the woreda level, Woreda Council or Cabinet, Woreda Food Security Task Force (WFSTF), Woreda level Rural Development Offices (WRDO), Woreda Food Security Desks (WFSD), woreda sector offices (line offices), Woreda Office of Finance and Economic Development (WOFED) are involved. And at kebele level, Kebele Council /Cabinet, Kebele Food Security Task Force (KFSTF) participates, while the community participates through the Community Food Security Task Force (CFSTF) (FDRE, 2006).

Government bodies at various levels have different duties and responsibility. At the federal level the concerned bureaus and agencies are involved in providing technical support (Planning and implementation of safety net activities) and capacity building through coordinating PSNP, making sure whether the program is in line with the food security objective of the country, allocation of PSNP resource and checking the proper utilization of resource, ensure agreement linkages between PNSP and OFSP, monitoring and evaluation, update the PSNP guidelines and operational mechanism in accordance with monitoring and evaluation findings, DPPA proved national early warning information, at regional level, it looks after the annual plan, budgets, reports on implementation of the regional PSNP.

Regional Food Security Steering Committee (RFSSC) provided advice for the proper implementation of FSS and ensures effective integration of PSNP and OFSP, participates in Monitoring and evaluation, while other regional bureaus provide technical assistance to regional food security coordination office and woreda line offices in planning, implementation of safety net activities. Moreover, identifying and approving beneficiary households, implementing projects, issuing proper payment to beneficiaries ensuring the line between PSNP and OFSP and ensuring the participation of PSNP beneficiary in OFSP, mobilizing the community, consulting with the community to identify priority needs, identify needs for technical assistance are same the duties at kebele level (FDRE, 2006),

2.2.6. Achievement Gaps and Constraints of PSNP

Achievements

Some assessment which have been carried out in the past four years indicate the PSNP has made contributions in the creation and protection of house hold assets and provision of infrastructure. The Institute of Development Studies of Sussex has made an assessment on the impact of PSNP in 2006. The assessment was made in eight woredas of four regions (Amhara, Oromiya, Tigray and SNNPR). The result of the study showed that from the total sample households, three quarter of the beneficiary improved their food security. Workneh (2008) in his work, food security strategy and productive safety net program in Ethiopia (listed dawn among others the following gaps and constraints of PSNP).

Gaps: The number of people who suffer from chronic food insecurity is very high. Nevertheless because of its limited capacity the PSNP targets a small proportion of households, excluding a large population of food insecure households and individuals from participation in PSNP; The problem of food insecurity is covering both rural and urban areas; But the PSNP has paid due attention only to rural areas and giving little attention to urban areas. Moreover, the PSNP exclude not only the urban areas but also food insecure people residing in pockets of areas in some food secure woreda. The major objective of developing PSNP is to reduce dependence and moving away from pure relief approach to productive safety Net thereby reduces dependency. Nevertheless, it is not clear how the PSNP could reduce dependency among beneficiaries and enable them to become self-sufficient. The main responsibilities for screening the safety net participants fall on the kebele and community food security task forces. The PIM shows that the

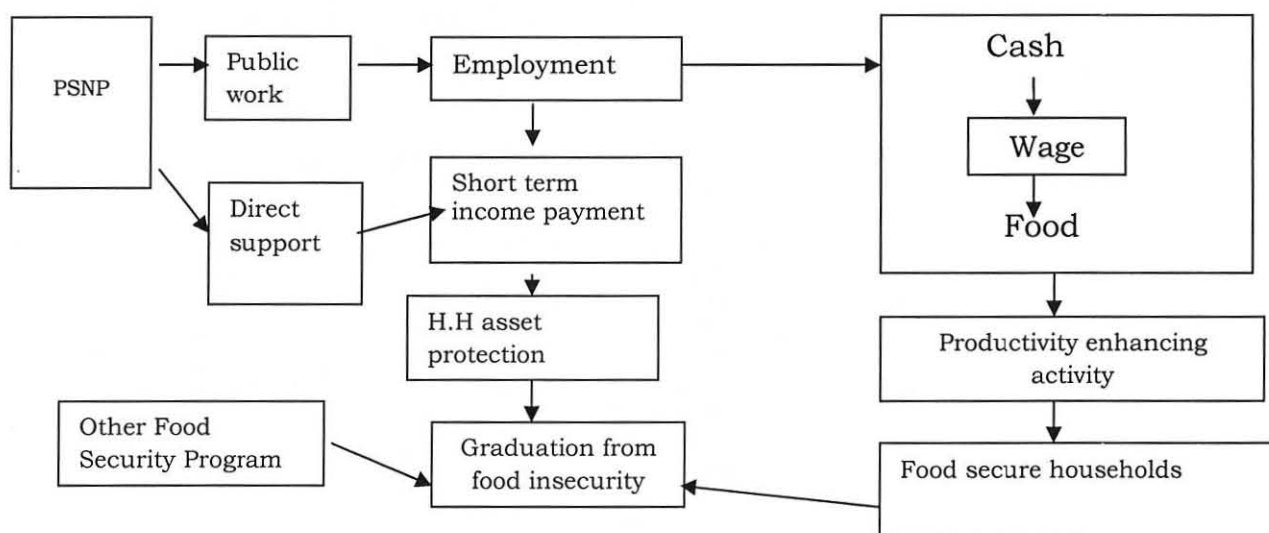
members of task forces included a majority of elected individuals from different groups of the community. The program has not, however, provided incentives to the member of task force. This may discourage them from implementing the assigned tasks properly and effectively.

Constraints:

Sharp and Brown (2006) as cited in Workneh (2008), have been identified constraints faced in the implementation of PSNP were: In most of study of public work are under taken during the peak season of agricultural activates, but the PIM asserts that the public work projects should take place during slack season. Payments to beneficiaries are often not made on time. As a result erratic payment undermines the program objective of providing regular and predictable transfer. Besides, the proportion of the beneficiaries to be registered for direct support is determined by quotas and not on the basis of need assessment, posing challenges to screening and targeting that needy ones. Although there is strong desire and initiatives to avoid PSNP-casual dependency, the study revealed that unprecedented dependency attitude has been experienced in many areas after introduction of PSNP. Finally he identified, the payment rate for PSNP public works was low as compared to local unskilled labors wages. As a result of which some beneficiaries excluded themselves from the program voluntarily in order to look for better income earning options.

2.3. Conceptual Frame Work of the Study

Fig 2- 3: Diagrammatic presentation of Conceptual Framework of the Study



Source: Developed based on the objective of PSNP

This section presents an outline of the conceptual frame work that the study considers. It is developed by the researcher based on the objective of the PSNP.

- The public work components of PSNP provide employment opportunity for wages in kind or cash. The income generating through such employment enables households to purchase or obtain more food to meet their requirements and to be food secure.
- The participants of this work /both public work and direct support/ 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 also important to protect the house hold assets that can otherwise be sold. It is important noticed that the direct support beneficiaries are not expected to be graduated rather assuring their survival and protecting assets not be destroyed for food causes.
- Besides, the employments opportunities of public work components helps not only protect households from sold their assets as a result of food shortage, but also helps the beneficiary households to engage different productive activities that might increase the probability of graduation from food insecurity.
- PSNP with other food security program like of household package and saving encourage households to increase income generated from agricultural activities and non agricultural activities to build up asset and then to be out of food insecurity.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1. Research Design

The study is more of descriptive research type. The overall approach of the study followed the method of triangulation. It employed both qualitative and quantitative methods of data collection and analyzing. To keep its validity and reliability, the study will be guided by the principle of multiple sources and subsequent cross-checking of information as well as applying various data collection instruments. With regard to HH as a unit of analysis, the researcher heavily relies on information generated from those HHs in the woreda who are targeted by PSNP as beneficiaries.

3.2. Types and Source of Data

The study was relied on a combination of quantitative and qualitative data collected from both primary and secondary sources. The primary data were collected through survey included sampled HHs, Key informants, discussants of FGD with life history respondents and personal observation.

A fresh data obtained from afore-mentioned sources are also supplemented and/ or substantiated by secondary data that is generated through review of literature and pertinent documents from relevant governmental and non-governmental bodies.

3.3. Sampling Technique

3.3.1. Selection of Study Area

Hawasa Zuria woreda is selected using purposive sampling technique from among woredas targeted for PSNP in the Sidama Zone SNNPRS. This is because of three reasons. These are the familiarity of the researcher's in the study area which is helping him to get valuable data, the seriousness of the problem to be conducted and the accessibility of transportation in study area. Thus, the program manual of PSNP served as a sampling frame for the actual selection of the study woreda.

Indeed the researcher, after purposively selecting Hawasa Zuria woreda, make attempts to verify the fact that woreda can be considered as representative of the PSNP of a country's 318 Safety Net woredas (FFSCO, 2010). Accordingly, Hawasa Zuria woreda is one of PSNP implementing woreda in the Sidama Zone of SNNPRS. This is characterized among other by high level of vulnerability and shortage of resources. In fact, the program started in Hawasa Zuria woreda, as elsewhere in the country in the year 2005 and the implementation is still under way using the same rules and guide line for the implementation of the program through out of the country.

Furthermore, the researcher has drawn a representative number of kebele Administration (KAs) being sensitive to agro-ecological variation in the woreda. According to the Woreda Finance and Economic Office (HZFEDO, 2010), Hawasa Zuria woreda has 23 KAs with a total population of 135,586. Out of these, 19 kebeles are found to be included in the PSNP. From these, 5 kebeles are found in mid and the remaining 14 kebeles are belongs to lowland altitude climate. Thus, this ecological characteristic is considered as criteria to stratify the kebeles. Consequently, a total of 2 kebeles was purposively selected for sample survey. That means 1 kebele from midland and the other 1 kebele from low land based on the seriousness of the problem and suitability for study. These kebeles are Doyo Cale from mid land and Labu Koromo from low land.

3.3.2. Selection of Survey Respondents /Household heads/

A total of 19,865 Households are found to reside in the 19 KAs included in the PSNP under Hawasa Zuria woreda. Out of these, the selected 2 kebeles accounts a total of 2091 HH heads, which is around 11% of the total households in the PSNP KAs.

From the PSNP HH heads in 2 kebeles 480 HHs are found to be beneficiaries of the PSNP. Whereas the remaining 1611 are non-beneficiary HHs. As the primary unit of analysis for the study are the beneficiary HHs, the researcher give due attention to draw a representative number of beneficiary households to be include in the sample from sampled kebeles. However, for the purpose of cross checking and validation of responses regarding graduation obtained from beneficiaries HHs, the study also allowed surveying the opinion of additional graduated- HHs, which accounts 6(50%) from total graduated households of 12 those reside in the sampled kebeles in proportionately. As to the sample size determination, the rule of thumb dictates to

draw a sample size nearly equals to 10% of the total population. Hence the recommended sample size is 48 HHs. This is 10% of the 480 beneficiary HHs. Then, the study relies on the following mathematical method developed by Carvalho (1984), as cited in Zelalem, 2005, and presented in the table below.

Table3.1 Sample size determination

Population	Sample size		
	Low	Medium	High
51-90	5	13	20
91-150	8	20	32
151-280	13	32	50
281-500	20	50	80
501-1200	37	80	125
1201-3200	50	125	200
3021-10000	80	200	315
10001-35000	125	315	500
35,001-150,000	200	500	800

Note: 1. Population denote the total number of items, in this case HHs, to be sampled from.

2. The sample size depended up on the homogeneity of the records. A low sample size was taken for field that was very similar in terms of content and subject matter while high sample sizes were needed for more diverse series. According to the above sample size determination in this study the low sample size were expected to be taken due to high level homogeneity of targeting criteria for PSNP, resident of some rural woreda, similar agro-ecological zone and economic status. However, in considering of heterogeneity in headship, i.e. male headed Vs female headed the medium sample size was recommended.

Accordingly, a total 48 (10%) of the beneficiary households were drawn as respondent of the HH survey and 6 household heads from graduated for additional information was also selected. As far as heterogeneity of headship concerned, i.e. male headed Vs female-headed households, from the total number of PSNP HH heads in sampled kebeles, 301 HHs are male-headed while 179 are female-headed households. Moreover, the headship categorization of graduated households' accounts 6 male headed and none of female headed households was selected due to absence of graduated female headed households in sampled kebeles.

Therefore, taking into account the above facts the maximum recommended sample size is 48 households. As to selection Procedure, systematic random sampling techniques was used first in proportionately the size of sampled population in each kebele, stratification is made to define the number of HHs (male vs. female) to be drawn from the 2 kebeles which are selected based on agro-ecological characteristics. The number of beneficiary households, sampled households, and their inclusion categories in the kebeles was drawn from KAs list of residents, which is sampling frame.

Table3.2: Sample Frame for HH Survey

N ^o	Name of kebeles sampled	HHH and their inclusion categories								
		PW			DS			Total HHHs		
		M	F	T	M	F	T	M	F	T
1	Doyo Cale	109	58	167	2	3	5	111	61	172
2	Labu Koromo	171	87	258	19	31	50	190	118	308
	Total	280	145	425	21	34	55	301	179	480

Source: Hawasa Zuria Woreda Agriculture and Rural Development Office, 2010 PSNP beneficiaries Profile

Table3.3: Sampled Respondent interms of Kebele, Headship and PSNP Components (categories)

N ^o	Kebeles	Sampled HH heads (PW)			Sampled HH heads (DS)			Total sampled house hold heads		
		M	F	T	M	F	T	M	F	T
1	Labu Koromo	17	9	26	2	3	5	19	12	31
2	Doyo Cale	10	5	15	1	1	2	11	6	17
	Total	27	14	41	3	4	7	30	18	48

Source: Hawasa Zuria Woreda Agriculture and Rural Development Office, 2010 PSNP beneficiaries Profile

3.3.3. Selection of Key Informants and FGD participants

Individuals and departments who are expected to have background and responsible in relation to the implementation of PSNP in the woreda were contacted and interviewed. The group has been arranged to have ten members. Food security and natural resource development coordination process; development agents and kebele who have direct relation with the program were interviewed through semi-structured questionnaires based on developed checklist.

Table3.4: Shows Number of Key Informants with their responsibilities

No.	Elements of sample frame	Sample frame	Sample size	Sampling technique
1	Woreda Food Security & Disaster P/P/W/process	5	2	Purposive sampling
2	Kebele Development Agent (DA)	6	2	Purposive sampling
3	Community leaders in kebele level	8	2	Purposive sampling
4	Other beneficiaries (life history interview informant)	-	4	purposive sampling
5	Total	-	10	Purposive sampling

With regards to FGDs, a total of 3 FGDs were managed in the 2 kebeles covered by the HH survey. Thus, women, male households and non-beneficiaries from graduated members of PSNP were formed in each kebele. Information obtained through this methods complement that collected through the beneficiary survey. They were purposively selected from the group into consideration of their knowledge background of the program. In addition checklists with semi-structured guideline were prepared to provide a frame work within which the researchers facilitated discussions to explore the in-depth perception of the participants in the program.

3.4. Methods of Data Collection

Employing multiple data collection instruments is favored in a study to improve the quality of data obtained (Robson, 1993). Hence, in this study, data was collected from both primary and secondary sources. Primary data was obtained through a household questionnaire survey (both structured and unstructured), Focus Group Discussions, key informant interviews with in-depth life history informants and Direct observation over the entire activities that take place in the study KAs are part of data collection. Secondary data was collected from relevant books, journals, articles, reports and publication of various levels of government bodies and relevant electronic sites were also visited.

3.4.1. Data collection procedures and Tools of Data Collection

3.4.1.1. Data collection procedures

The data collection processes were started with preliminary survey. Under this preliminary survey, general and empirical figures of the existing status of household beneficiaries including their number in selected kebeles were gathered. The purpose of this survey is to equip the researcher with general information that is used as input in subsequent preliminary planning and

sample selection tasks. After all the actual data collection questionnaires and interview guideline was administered to each of the respondent households as well as key informants. The ethical situation of the community while collecting data was taken into consideration.

3.4.1.2 .Tools of Data Collection

The study was given due emphasis while developing appropriate instrument that enable appropriate and objective measurement of the study variables in line of the above. Thus, questionnaire format, that include both close and open-ended questions were developed and administered to gather quantitative data from sampled respondents. That means a survey method is employed to collect important information from beneficiary households. The format of questionnaires was translated into Amharic language to make sound communication between the researcher and sample respondents. Besides, guidelines for both FGDs and key-informant interviews were designed and applied in the course of collecting first-hand data.

3.5. Method of Data Analysis

The researcher employed appropriate technologies for the analysis of both qualitative and quantitative data collection from primary and secondary sources. To start with the survey questionnaires were first edited, coded and entered into computer for completion and analysis. Quantitative data generated from the household survey through structured questionnaire was analyzed using the statistical packages for social sciences (SPSS) version 15.0 software program. Descriptive statistics such as frequencies, percentage, and cross tabs were used in reporting the results through comparison. The results of processed data were presented in tables and charts/graphs. Qualitative data obtained through interview, FGD were analyzed through narration by describing and interpreting the real situation in detail. The presentation and organizational framework of both qualitative and quantitative data followed the sequence of specific objectives of the study.

CHAPTER FOUR

DATA PRESENTATION, INTERPRETATION AND ANALYSIS

This chapter consists of two main important parts. The first part of the chapters describes some important features and characters (bio-physical setting and socio-economic features) about the study woreda. Through this the basic things which need to be revealed about the study area will give a thorough understanding about the area under study and things related to other issues.

The second part of the chapter stresses the analysis and discussion of findings of the study begins with this chapter on demographic characteristics and food security situations of the key respondents. Finally, in relation to PSNP, due focus has been given to the contribution of Productive Safety Net Program to ensure food security at household level.

4.1. Description of the Study Areas

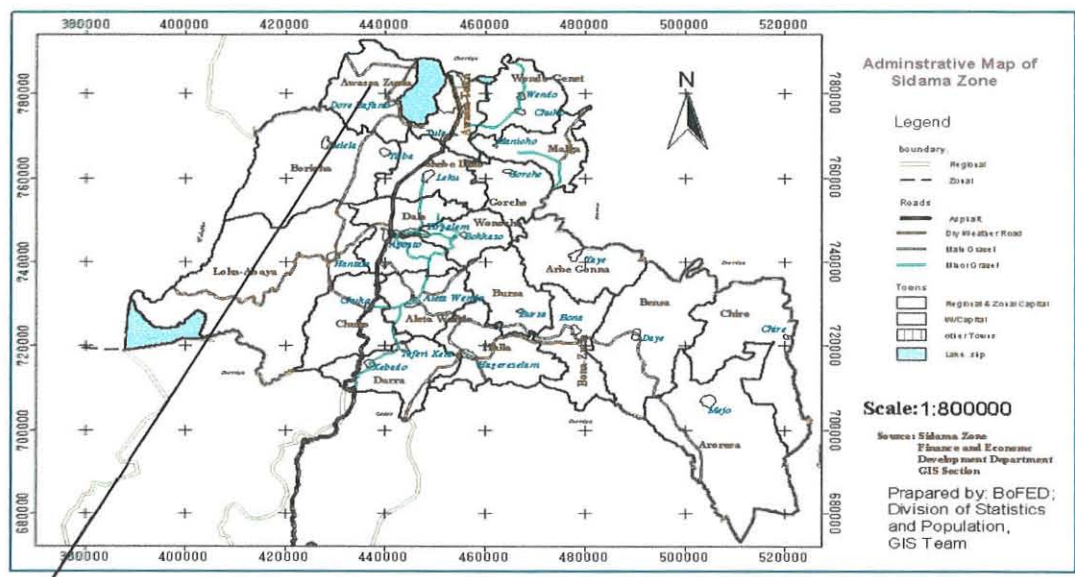
4.1.1. Physical Environments of Hawassa Zuria Woreda

The study area of this research is Hawassa Zuria woreda. It is found in the Sidama zone of SNNPRS. It is one of the 19 woredas and two town administrations in the Sidama zone. It is located at 295 km south of Addis Ababa, the capital of Ethiopia. Dorebafano is the capital of the woreda. The woreda is bounded by Oromia region in the North and West, Lake of Hawassa in the East, Boricha woreda in the South and Tulla Sub –City in the South East. It is divided into 23 rural kebeles administration and one urban kebeles though the urban kebele is under developing.

Two agro-ecological zones are found in the woreda. These are lowland, which comprises 75% of the total area, and mid land constituting 25% of the woreda. The total area of the woreda is 21060 hectare (341.14 square kilometers) of which 15031 hectare is arable land, 672.2 hectare is grazing land, 1884.8 hectare is forest land, 1895.9 hectare is settlement land, 1565.72 hectare is perennial land and the rest 7.38 hectare constitutes bushes and shrubs (Hawassa Zuria Woreda Agriculture and Rural Development Office, 2010).

Elevation of the woreda ranges between 1680 (lowland) and 2000 (mid land) meters above sea level. Variable nature rainfall characterizes of the woreda, both in amount and periodicity. There are two rainy seasons: Belg (march-may) and Meher (June-October). The remaining months

constitute dry season. During dry months people faces shortage of water for human and animal use. As a result, the annual rainfall ranges from 900-1400mm. The annual average temperature also varies from year to year. Consequently, the average temperature recorded in 2010 is 27 degree Celsius (WARDo, 2010). The climate is suitable for mixed farming but variability of rainfall and poor water retention capacity of the soil make the area vulnerable to drought and subsequent chronic food insecurity. The following map is illustrating the physical and administrative division of the study woreda.



The Study Woreda

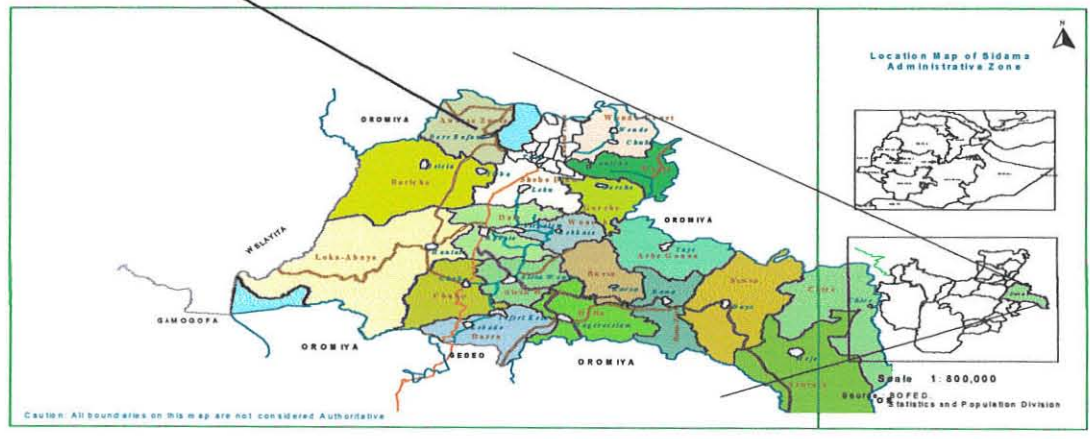


Fig 4-1 Map of Sidama Administrative Zone and the Study Woreda

4.1.2. Socio-Economic Condition

As projected based on 2007 census, the total population of Hawassa Zuria woreda is 135,586 with 68,376 (50.4%) is males and the rest 67,210 (49.6 %) is females. The computed crude density of the population is 668 persons per square kilometers (SZFEDD, 2010).

The Major Economic Activities in the Woreda: The major livelihood in the woreda is agricultural supporting economic activities, which constitutes more than 95% of total population. Mixed agriculture, crop production and rearing of livestock, are practiced in the woreda. The staple agricultural products with their extent of producing include maize, sweat potato, kocho produced from enset and teff are produced. Moreover, vegetables like cabbage, onion and from fruits banana are produced in the area. Cash crops like Sugar cane, Chat, Coffee, Sweat Potato, Sorghum and Pepper are produced. Furthermore, livestock products are also widely used for food items. Major types of livestock reared in the area are Cattle, Sheep and Goat. The numbers of livestock per households are few in number due to shortage of land and fodder (Hawassa Zuria Woreda Agriculture and Rural Development Office, 2010).

Limited number of population in the woreda is engaged in non-farm activities. Activities like shop keeping, transportation service by horse/donkey carts, chat trading, daily labored are most commonly practiced non-farm livelihood activities in the area. These activities are mainly undertaken in urban and surrounding kebeles. Very limited individuals are engaged in off-farm and non-farm activities.

4.1.3. Food Insecurity Situation

In general, the vast number of population in the whole woreda depends on rain fed agriculture, the engagement in this sector as livelihood, constrained by number of problems. The major problems related to this issue are repeated drought, loss of fertility of land due to over cultivation, increasing number of population, shortage of cultivable land, erratic of rainfall and resultant effect upon cultivable land like acidification of soil due to severe erosion in hillside, deforestation/unplanned cutting of trees. It was the time by which serious and chronic food insecurity started. Other causes that affected the survival capacity of people mentioned were escalation of maize price within the woreda and other neighboring woredas during the year 2002-2004. Consequently, immense number of population was affected by draught (WARDo, 2010).

Nevertheless, food insecurity has been continued as a major problem of the population even before 2002 in the woreda. As a result, the response to food crises in the form of free food aid (relief), food for work, and child nutrition programs has been used in the woreda from the beginning of drought by different bodies such as DPPA, WFP, and other NGOs. Though the donors contributed a lot in rehabilitating the hazardous people at a time, gradually these responses were criticized for destroying the response efforts of the community through creating dependency syndrome. Thus, the new launched program of PSNP differs from previous food for work programs in the sense that it operates continuously over several years by focusing on selected Households with the objective of phasing out. This feature may affect investment behavior differently than previous programs did. As a result, Hawassa Zuria woreda was targeted for PSNP as one the food insecure woredas in the country since early 2005.

The PSNP in Hawassa Zuria Woreda

In Hawassa Zuria woreda the intervention of PSNP targeted 19 kebeles in the woreda. The table below shows participants and size of beneficiary household members as of 2010.

Table.4-1 Beneficiary Household heads and Family size included

Program component	Beneficiary Household Heads			Total family size included		
	Male	Female	Total	Male	Female	Total
Public work	2410	1396	3806	10414	5080	15494
Direct support	220	390	610	1591	821	2412
Total	2630	1786	4416	12005	5901	17906

Source: Hawassa Zuria woreda Agriculture and Rural Development Office (2010)

Household Package Beneficiaries

Household package is a credit instrument. The implementations of the Other Food Security Program (OFSP) including household packages are different between regions. But in general it comprises a menu of package loan for agricultural activities and non-agricultural activities, which can be selected according to which is most appropriate for 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 PSNP, but in all probability need external assistance for a long time, possibly for their entire lives.

In Hawassa Zuria woreda, the household package was started 1999 E.C. The household package provides live stock (Goat, oxen and heifer), horse cart to the beneficiaries of the program. According to the document from the agricultural office (2010) the following table shows the number of beneficiaries of this package with allocated budget/birr in four consecutive years.

Table 4-2 Beneficiary HHs of Household Package

Beneficiary HHs	Year 1999 E.C	2000 E.C	2001 E.C	2002 E.C
Male	262	322	377	131
Female	138	108	99	29
Total	400	430	476	160
Allocated birr/budget	1,248,220	1,600,000	1,904,000	640,000

Source: Woreda Agricultural and Rural Development Office, 2010

The beneficiaries were selected from each beneficiary kebeles by quota into considering of the budget of the year. With regard of activities by PSNP since the commencement of the program in the woreda conducted by public work of PSNP include soil and water conservation, terraces construction, hillside terracing, planting trees; infrastructures construction like roads, school, fences and etc. This study is aimed at assessing the contribution of PSNP in meeting food security at household level, the outcomes of the program in improving the life of beneficiary households.’ Next part of the chapter four presents the findings together with the background information of respondent households.

4.2. Data Presentation, Interpretation and Analysis

4.2.1. Profile of the Sampled Households

Data analysis and discussion of findings of the study begins with this chapter on demographic characteristics and food security situations of the key respondents. It starts with the presentation of the demographic features of survey respondents, including age, sex, household size, marital status and educational background. Alongside this, the food security situation of the study kebeles with particular focus on major causes of food insecurity and coping mechanisms of the study population has been discussed. Finally, in relation to PSNP, due focus has been given to the contribution of productive Safety Net Program to ensure food security at household level. More specifically, the utilization and appropriateness of the payment, the extents of the program

in improving the life of the beneficiaries and its integration with other food security programs have also been discussed.

Demographic Characteristics

This section discusses background information of the respondents that have relationship with the subject under study. A total of 48 household head respondents were contacted through household survey (30 are male headed household and the rest 18 are female headed households). With regard to their age, 79.2% of the respondents are within the age of 15-64 and the remaining 20.8% of the respondents are found in the age category of 65 and above.

Table 4-3: Age of Survey Respondents

Age	Respondents	
	Frequency	Percent
15-64	38	79.2
65 and above	10	20.8
Total	48	100%

Source: Household survey, 2011

As indicated in the above table, the majority of respondents are within the range of productive age group. Hence, they can actively participate in the public works of PSNP than direct support (except the criteria seated by the PIM in considering health situations of beneficiaries and those who are not able to participate in public work though their age was in production). However, this percentage does not show the dependency and productive age distribution of the HHs or family members within the individual family.

With regard to sex, 62.5% of the respondent heads of households are male, while the female constitute 37.5%. At the time of interview 79.1% of the respondents were married, while 14.6% of the respondents include widowed households. Of the respondents 1(3%) are single. This indicated the presence of the targeting of beneficiaries from different groups as supposed to do in PIM (MoARD, 2006). However, this does not mean that there was no problem of targeting, because constituting different community groups are not guarantee for the perfection of targeting eligible beneficiaries, but the amount of income was criteria for the selection of eligible beneficiaries.

Household Size

During the household survey for data collection, the household size of each respondent's HH head members were tried to be included into the data with initial interview. So that the size was tangible and respondents would not deceive. To do this the respondent was asked to list down them by names and any attempts of deceptions was tried to be controlled and minimized as much as possible. The number of family members in the respondent household ranged from 3 to 12. The average household size was 6.

Table 4.4 household size and survey respondents

Household size	Respondents	
	Frequency	Percent
Below 5	10	20.8
5 and above	38	79.2
Total	48	100

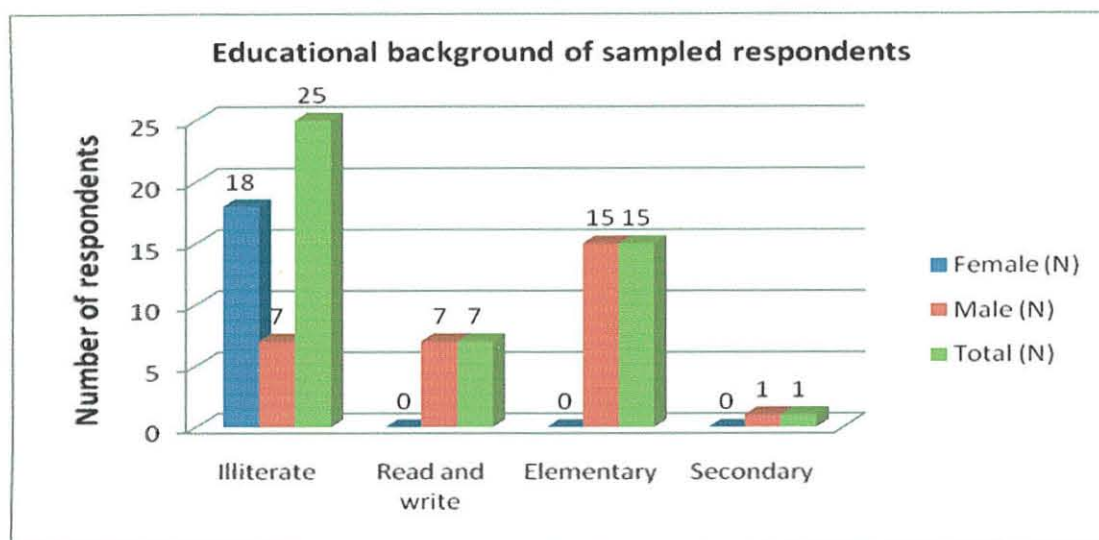
Source: Household Survey, 2011

As the table describes above, 20.8% of sample households have family size of below five while 79.2% of the respondents have the family size of five and above. Generally, the result indicates that high family size characterizes the study community.

Educational Status

In most of the rural part of Ethiopia illiteracy is pervasive as different researchers have found out. The data used in this specific study was collected from rural Hawassa Zuria woreda also showed the same result. Accordingly, out of 48 sample respondents 25 HHs were illiterate with no formal education of any kind and thus, unable to read and write. Among those 72% were female and the remaining 28% were male HHs. In addition to this from male HHs 7(100%) of them can only read and write. The substantial number or about one third of the respondents was confined in elementary school under both cycles (1-4, 5-8). Surprisingly, the only one of the respondents has reached secondary school. Furthermore, there were no literate individuals among female headed households. The figure below shows the aggregated educational background and sex of sample respondents.

Figure 4-2 Educational Background of sampled Households



Source: Household survey, 2011

In the above figure, the numbers of illiterate level take the lion’s share in the study woreda in comparison with literate households. Surprisingly, there were no literate women among survey respondents. This is a good indication of improper utilization of family planning and other self-help programs or projects as well.

4.2.2. Food Security Situation and Livelihood Condition of the Households

Defining the status of food security required calculations about the direct indicators like calories of food intake. Calculating such figures requires a lot of data besides accurate reporting by the family members regarding their income. For most of the rural household’s income sources are intangible and unrecorded. Then, it is very difficult to define the level of food insecurity clearly. As a result, this study forced to depend on indirect figures and qualitative information so as to see the level of food insecurity and livelihoods of the households. Such indicators of food insecurity and livelihood condition includes: size of farm land, livestock holding, amount of crop production, number of meals per day, educational background and access to remittance and non-farm activities like petty-trading are the dominant variables which have some implications on food security in this study.

4.2.2.1. Meals per Day

According to the Woreda Agriculture and Rural Development Office, the majority of households in the woreda are either temporarily or permanently food insecure. The survey result shows that, the household food availability was fluctuating during different months in the year. From March to August when household faces food shortage and reduces the number of meals per day for adults and children. This is presented in the table below.

Table 4-5: Number of Meals per day for Adults and Children during March to August 2009/10

Number of food uptake per meals	Numbers of meals per day for adult		Number of meals per day for children	
	Frequency	Percent	Frequency	Percent
Once	32	66.7	18	37.5
Twice	10	20.8	27	56.3
More than twice	6	12.5	3	6.2

Source: Household survey, 2011

The above table shows that beneficiary adults eat an average about once per day during food shortage season/months. On the other hand, children who are in school age eat on average of two times per day in food shortage months. The average number of meals in normal condition is 3 times per day.

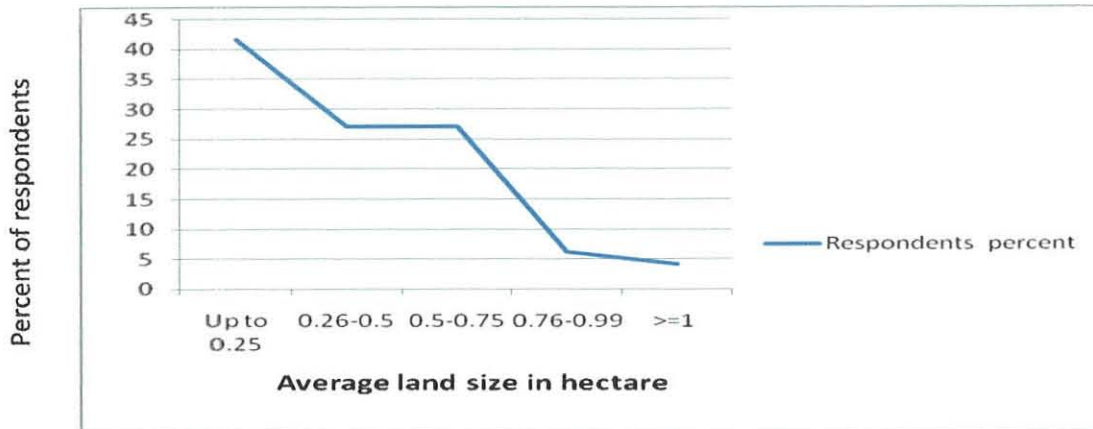
Though the number of meals per day does not clearly indicate the status of food security, but it shows that there was the shortage of food and fluctuation of its availability in the study area. As we shall see in successive sections their annual production does not cover food consumption needs.

4.2.2.2. Land Ownership

Land ownership and engagement in farming, as survey respondent of sampled kebele, all of them have land for crop production and animal rearing. Accordingly, almost all of the household have less than one hectare of land. As results of the survey indicated out of the total 41.6% of the household's land size was up to 0.25 hectare and only 4.1% of the households have one and above one hectare of land.

As the figure below clearly shows the land size of sample respondents is inversely related with the sample respondents.

Fig 4.3: Operational Land size of the Sample Respondents



Source: Household Survey, 2011

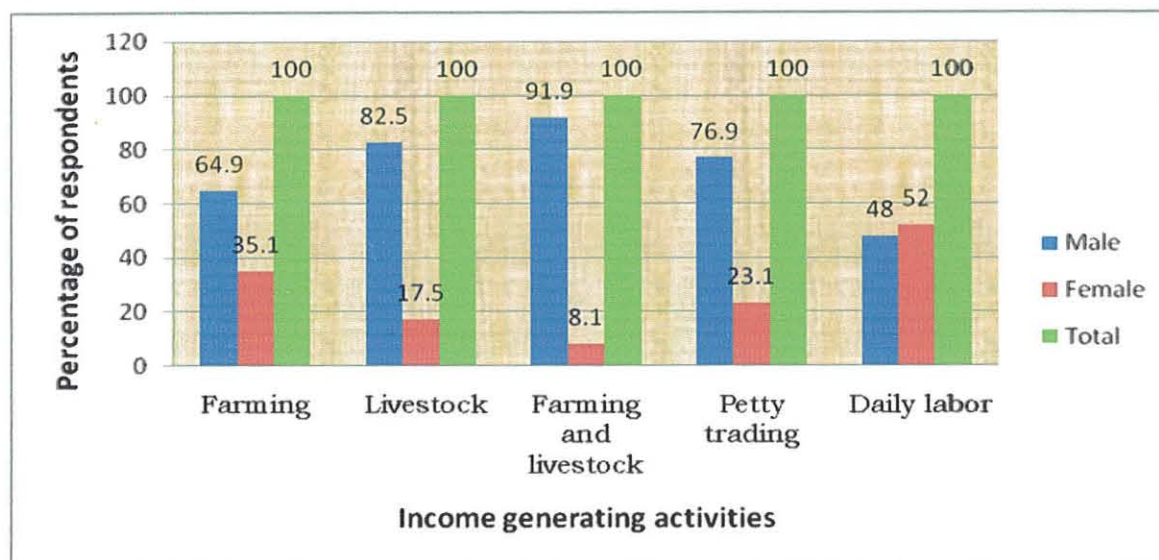
As it has been indicated in the above table, due to high population pressure, households of study site own highly fragmented small size farms.

Furthermore, with regard to engagement and crop production, the case study kebeles, by large, are engaged in production of edible crops for subsistence. With yield of production, majority of respondents grow cereals like maize, teff, and sweet potato for household consumption. Only few households are engaged in the production of cash crops like, red pepper, and sugarcane. The DA's reported that some households grow root crops only, mainly due to shortage of land holding. Maize and harcotic bean are the most widely produced crops.

According to the survey result, the number of animals each respondent owns is insignificant. Most of them own one cow or few chickens. Hence, livestock production is not as such the main source of livelihood for the respondent households. Though it plays a significant role in the overall economy and livelihoods of the study areas in general, its significance is much lower than the significance it has in the poorer members of the community to which most of the respondents belong. As illustrated in the figure 4-4 below most households are engaged in farming and live stock .Access to food for those who do not produce or do not produce enough is possible through purchasing from the market, and thus, directly correlated with cash income and purchasing power. Basically, non-farm employment is the most important sources of income for such people

especially when considered the income generated by crops growing during the last few years. With regard to households who are engaged in non-farm activities, of 76.9% male household heads and 23.1% of female household heads are engaged in petty trading. Moreover, 48 % of Male household heads and almost the same percent (52%) of the women were engaged in daily labor.

Figure 4.4: Major Income Generating Activities of Sampled Households.



Source: Household survey, 2011

Assessment of non-farming activities shows that these activities are rarely practiced by the people of Hawasa Zuria woreda and the socio-economic situation in general has revealed that respondents are of low wealth status and practiced undiversified livelihood activities and mostly dominated in farming/crop production in their small plot of land. The following table 4-6 shows the idea that indicating the crops grown in quintal.

Table 4.6: Crops Grown During Last Years

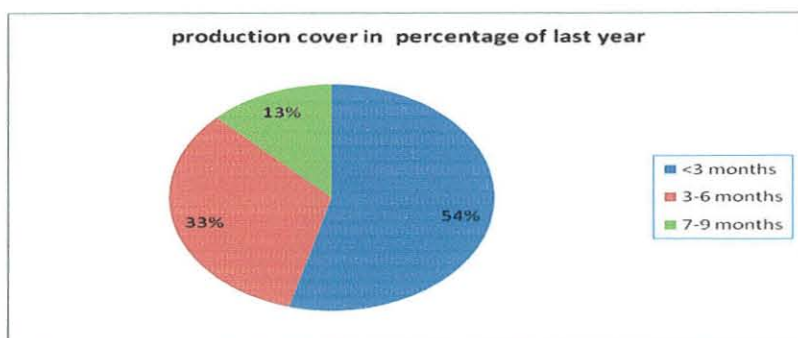
Quantities in quintal	Maize		Cortic bean		Teff		Other crops	
	F	%	F	%	F	%	F	%
0.25-1.00	13	28.3	35	79.5	18	90	31	81.6
1.00-2.00	21	45.6	8	18.2	2	10	7	18.4
2.00-3.00	11	23.9	1	2.3	-	-	-	-
3.00-4.00	1	2.2	-	-	-	-	-	-
Total	46	100	44	100	20	100	38	100

Source: Household survey, 2011

Though all of the respondents do engage in crop production of some sort, they do not produce enough for their annual needs. Indeed, the entire households interviewed reported that their

agricultural production is not enough to cover their consumption requirements. As a survey result indicates in table 4-6 above the majority of households grows maize which is staple food in the area. Other crops include cash crops like sugar cane, chat, pepper and others in varying degrees.

Figure 4-5: Number of Month's Their Production Covered HH Consumption produced



Source: Household Survey, 2011

It can be observed from the above figure, that the production of the respondents is not consumed in a period of more than six months. The finding indicted that more than half (54.2%) of the respondents were responded that their production was cover a maximum of less than three months. The only proportion of 12.5% of the respondents' replied that their production is covers from seven to nine months. In line with this, focus group discussants explained that the family size of the respondents' is not matched with their crops produced and the amount of crops produced and the amounts of yields per hectare greatly decreased due to the exhaustion of land as a result of over cultivation.

4.2.2.3. Livestock Asset

In the study areas livestock production is the second most important sources of income and food next to crop production. However, scarcity of land holding size and related basic resources resulted in reduction of considerable proportion of households who are livestock rearing.

This fact is also strengthened by the household survey information presented below in table 4.7

Table 4-7: Livestock Ownership Status of Sample Household as (2010)

Types of livestock	Number of Livestock Owned											
	1		2		3		4		5		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Oxen	9	18.7	1	2.1	-	-	-	-	-	-	10	20.8
Cow	22	45.8	4	8.3	2	4.2	1	2.1	-	-	29	60.4
Bull	7	14.6	3	6.3	-	-	-	-	-	-	10	20.8
Calf	10	20.8	4	8.3	-	-	-	-	-	-	14	29.2
Goat	7	14.6	6	12.5	1	2.1	1	2.1	-	-	15	31.3
Sheep	4	8.3	2	4.2	-	-	-	-	-	-	6	12.5
Donkey	6	12.5	-	-	-	-	-	-	-	-	6	12.5
Horse	5	10.4	-	-	-	-	-	-	-	-	5	10.4
Heifer	10	20.8	5	10.4	-	-	-	-	-	-	15	31.3
Chicken	12	25	-	-	-	-	-	-	1	2.1	23	47.9

Source: Household survey, 2011

About 20.5% of the households own oxen, while 60.4% of households have cows. The low level of assets are further manifested by the fact that from 60.4% of households who have cows 45.8% of them only have one cows. Similarly of the 20.5% of households who have oxen, 18.7% of them have only one ox per household. This indicated that the majority of respondents own less than two animals and it is a good indicator of poverty.

Vulnerability

The concept vulnerability is related with the dynamic nature of food security that implicit when we talk about people who are vulnerable to experiencing food insecurity in the future. Indeed, a person can be vulnerable to hunger even if he or she is not actually hungry at a given point in time. By accounting for vulnerability, food security policies and programs broaden their efforts from addressing current constraints to food consumption, to include actions that also address future threats to food security. In line of this, one of the dimension of food security (the stabilizing of the other three pillars of food security that means physical availability, access to food and food utilization) in the study area was assessed. According to FGD as well as key informant discussion, adequate access to food in periodic basis is become deteriorating due to adverse weather condition, unemployment and rising food prices. Therefore it is important noticed that the transfer of PSNP is not enough to attain self-sufficiency and enhancing

livelihood of the beneficiaries. Moreover, the resource base and the recurrent drought of the area also provoked the uncertainty of food security.

4.2.3. The Major Factors Contributed to Food Insecurity

As it has been explained in previous section figure 4-5, the average numbers of months the respondents cover consumption from own production is only six. Moreover, as explained based on the survey results on livelihood condition of the respondents in section 4.2.2 shows small and fragmented land holding, lack of plough oxen, loss of soil fertility, repeated drought, low level of non -farm activities, low educational level and less accessible to remittances are the major causes of food insecurity in the areas. The following sections will discuss these issues in detail.

Small and Fragmented Land holding

As Degefa (2002) stated land holdings are critical factors of production determining the type and size of crops produced and availability of pasture land that in turn determines number of livestock reared. Thus, land holding size plays a pivotal role in farm household's food security. Accordingly, as illustrated in the previous figure 4-3, the size of land per household in the study area is generally small. Majority of the households have landholding size of almost less than 0.5 hectare. It was only 10.5 % household that reported to have a land holding size between 0.75 and 1 hectare. Nevertheless, the quality rate of the land varies from one area to other areas as key informants explained during the interview.

During focus group discussion in both kebeles, it was noted that the study areas are characterized by very small and fragmented landholdings that emanated from the higher density of population. In line with this key informants confirmed that landholdings become continually smaller both in size and quality due to continuous cultivation leading to degradation and erosion and redistribution among family members. Children share the holdings of their families as they get to older or they migrate to other areas. Therefore, average landholding size is gradually going down.

Furthermore, the population pressure forced farmers to cultivate marginal lands including sloppy areas that were cited as one of the major causes of flooding and erosion which resulted in acidification of soil. Declining size and quality of landholding has been the major causes of

lower crop production and productivity in the study area. As some studies indicated (Chinisiga, 2005) it also has positive correlation with vulnerability and poverty.

Shortage of Plough Oxen

In addition to shortage of land, the majority of the respondents do not have plough oxen. As indicated in the table 4-7 in the previous section, only 20.8% of respondents reported to own oxen. Therefore, they are not adequately ploughing their meager land holdings. According to focus group discussion, those who have no oxen, too often, have to rent from others, but only after the owners have completed ploughing their own farms after which the season might have passed or got late. This resulted in not only reduction of productivity but also in overall destruction of crops due to late coming of rainy seasons, early withdrawal and mal-distribution of rains.

Educational Background

Education attainment by Household head could lead to awareness of the possible advantage of modernizing agriculture by means of technological inputs; enable them read instructions on fertilizers packs and diversification of household income which in turn, would enhance household's food supply. In the survey 52% of the household heads were found to be illiterate. Thus, they are not able to use aforementioned information when they are compared with literate. Similarly the significances of education to women in general and for poor households in particular have very great value. However, the educational background of survey respondents in figure 4-2 indicates there are no female headed individuals who are able to read and write. This is a good indication of improper utilization of family planning and other self-help programs or projects as well.

Non-agricultural Income

Non-agricultural income earning plays an important role in providing additional income to rural households and it enhances household economy and food security by giving additional income and decrease food deficit when agricultural productions fall short and it also avoid grain scales. From this perspective it was attempted to see if any significant difference exists between household heads who worked in non-farm activity. Accordingly, in figure 4-4 only 12.5% of male engaged in petty trading and the same amount 12.5% of female household replied as they

are engaged in daily labor but not in any petty trading. This indicates there is limitation in livelihood diversification in the study area. The following figure clearly depicted that some of livelihood activities in the study area.



Fig-6 Some of Non-farm livelihood activities in the woreda

Remittance and Aid Income

Remittances that come from government, non-governmental organization and other relatives are also additional means of income to augment the income of households though different literatures give different conclusion about the impact of remittance and food aid income on household food security differently. In this study it was taken as additional income for household those who are in risk. In light of this there were no survey respondents who explained that they are benefiting from this in order to diversify their income.

To sum up, small and fragmented landholding with its less qualities, lack of plough oxen, soil/mineral nutrient depletion and lack of sufficient non-farm income opportunities, underprivileged educational background, and no remittance base in a predominant agricultural society, exacerbate the food insecurity situation and characterizes the woreda under study.

Coping Mechanisms

When the household faces food shortage, always take average of measures, beginning with less to more severe ones, to cope with the crisis. The coping mechanisms depend on the severity of the problem and the resilience capacity of each household (Binger 1998: as cited in Tesfaye 2007). In between the extreme coping measures households take different measures to withstand the food shortage they face. Accordingly, in the study area, the communities normally cope with the deficit in food production through a number of mechanisms that have evolved through time.

Currently, safety net payments, daily labor, reducing consumption frequency, consumption of lower quality foods come as first to fourth respectively. These are the major coping mechanisms in the study area, especially the safety net participants who employ to bridge the gaps in their annual food budgets. Daily labor is the coping mechanism practiced in the areas in times of food shortage, especially prior to the safety net program, the men engaged in daily labor in nearby towns, farmlands of rich farmers. Women on their part, work for better-off families in enset processing and other household chores mainly to receive in kind payment. When the communities face severe food shortage even children would get employed as herders/cattle keepers for rich families, besides selling of productive assets, rent out the land to rich and eating wild food. During focus group discussion one of female head household of the members of PSNP beneficiary explained the situation prior to PSNP as in the following paragraph:

"I remember, in 1991 E.C we suffered series food insecurity. There was no option to borrow from my neighbors, because my neighbors were not different from me. As a result, I am forced to exchange my labor in better- off family in doing enset processing to get 'Kocho' and my husband also went out to nearby town to finding different labor work. Now thanks to God we escaped from such situation due to new transfer of PSNP."

It was found out from other male headed household focus group discussants that the communities have been relieved from scarcities since the start of the safety net program. For example, the number of people working on the farmlands of the better off farms as daily laborers has significantly decreased since the inception of productive safety net program. The previous food aid is different from PSNP, it was not predictable and no one can be trusted up on. One may receive the aid for a year as an emergency response and may pass the next year without any assistance, where as safety net is designed as multi-year program that makes a predicable transfer to eligible beneficiary for successive years. This makes beneficiaries more confident on PSNP as proper coping mechanisms.

4.2.4. The Safety Net Program

Having assessed socio-economic conditions especially food security condition of households, the study proceeds with discussing on productive safety net program related issues. Such discussion focuses on issues like the effect safety net program has in household food consumption and asset building, utilization of resource transferred and the integration of the PSNP with Other Food Security Programs.

4.2.4.1. Involvement to PSNP

The identification of eligible households is a crucial issue for the effective use of limited resource available and to reach an intended objective. According to the MoARD targeting manual highlighted, PSNP is a combination of both administrative and community targeting integration from which the chronically food insecure households are selected to participate in public works or receive direct supports. This holds true when people have better awareness about the objective of the program, and when there is transparency with responsible bodies and communities.

To begin with, the survey result shows mixed signals, when the beneficiary respondents are asked about the targeting criteria or how they are involved in this program in the woreda. The greater proportion of the respondents stated as in the table 4-8 below. The beneficiary targeting criteria in the woreda was implemented by giving more emphasis for issuing like, absence of family support or remittance , ownership of livestock , old age, female headed households, and loss of assets and inability to support themselves. Yet the remaining of the beneficiary responds that the criteria and the actual selections process were quite flexible and subjective. According to them, participation in other food aid programs, disabled household members, landlessness and less productivity of land, have not received food aid and emergency, and absence of enough food were given less emphasis than the issue mentioned previously. These reasons with long list of possible responses are summarized in the table below.

Table4.8: The Most Important Criteria to be selected as Beneficiary in PSNP.

Selection criteria	Respondents	
	Frequency	Percent
• Absence of family support or remittance from relatives	11	22.9
• Ownership of livestock number	9	18.7
• Age of household	6	12.5
• Female headed households	10	20.8
• Loss of assets and inability to support themselves	12	25.0
• Participation of other food security program options	4	8.3
• Disabled household members	8	16.6
• Landlessness and less productivity of land	5	10.4
• Have not received food aid & emergency adequately	3	6.3
• Absence of enough food	4	8.3

Source: Household survey, 2011

As it can be seen from the table above, there were problems in selecting appropriate beneficiaries as PIM dictates to select and it needs further retargeting in order to avoid exclusive and inclusive error. In relations to PSNP component categorization, the survey respondents were asked in which program component they are participating. As of the respondents, almost all of sampled respondents respond that, the categorization of public work and direct support were managed by kebele administration and DA's. In line with this one of FGD members replied that, 'I was selected by kebele administration as direct support beneficiary because my age was 83. Though I have four daughters and three sons, all of them are married. Now I am living with my old wife and this makes me to be a beneficiary of direct support program.' In connection to this focus group discussion from graduated confirmed that in the beginning of the program there was an inclusion and exclusion error, gradually the problem was minimized though it was not totally avoided.

4.2.4.2. Types of Transfer Decision

The productive safety net program implementation Manual (FDRE, 2006) states that the decision on what (cash or food) to transfer to the beneficiaries rests on the respective woreda Food Security Task Forces (WFSTF). As the following statements from the PIM imply, such decision follows a bottom up approach, with the exception of possible adjustment to reconcile with resources availability.

"The woreda FSTF makes a request for specific types of resources cash and /or food as a means of transfer to households). For each kebele considered chronically food insecure to the regional food security steering committee. The regional food security steering committee will then reconcile these requests with resources availability from the federal allocation and allocate resource to each woreda. After approval by the regional council, the overall request for resources will be sent to the federal and as part of the regional safety net budget plan. (PSNP, PIM, 2006.)"

The actual practice in Hawassa Zuria woreda concerning the types of transfer is different from what is stipulated in the PIM. According to Woreda Office of Agriculture and Rural Development Food Security Task expert, before two years the issue of preference of food or cash was determined at woreda level based on into considering of food availability in the local market and season of harvesting. Currently, it is the Regional Food Security Bureau that allocates the proportion of cash to be distributed to beneficiaries in the woreda. As a result, the form of payment is not transferred according to the interest of beneficiaries. Moreover, as of survey

respondents, all of survey respondents prefer food to cash payment. The researcher attempted the questions why their preference relied on food to cash. The table below summarizes the reasons.

Table 4.9: Reasons for Preferring Food as Mode of Payment (N=48)

Reasons for Preferring (professing food)	Respondents	
	Frequency	Percent
▪ generate more cash value in the market	22	45.8
▪ Cash will be wasted while we use food security	29	60.4
▪ Food can be stored but cash wasted immediately	35	72.9
▪ Gives us more nutritional value	32	66.6
▪ More urgent priority in my household	31	64.5
▪ Problem in getting in the market	13	27.0
▪ Not affected by market price	10	20.8

Source: Household survey, 2011

Empirical evidence from survey respondents as shown in the table the majority of sample respondents responded in line with the PIM. Accordingly, 72.9%, 66.6%, 64.5%, and 45.8% respondents responded that food can be stored but cash wasted immediately, it gives us more nutrients value, it is more urgent priority in my household and generate more cash value in the market respectively. With regard to mode of payment FGD managed in order to confirm the idea which is presented in the questionnaires. Accordingly, Female FGD members replied that:

"I and my family prefer food because the food which we receive from PSNP is different from produced in our area ,Moreover, if I received cash I will spent on clothes, taxes, even though we are hungry. Furthermore, the money which I received from PSNP is inappropriate with the local market. For example today the price of wheat is 5.5 birr/kg which is greater than the money paid/received per working day."

What learned from the above description is the mode of transfer was not based on the interests of beneficiaries and the payment was also inappropriate with local market.

4.2.4.3. Determination of Amount of Payments

The determination amount of food and cash transfer is made at federal level and is uniform for all regions. In this regard, the PIM states, it is assumed that 6 birr will buy the daily requirement of 3 kg of grain per working day. Pulses and oil may be included within the total of 6 birr, depending on the price of grain at the time (PIM, 2006:45). From 2005 to 2007, this meant the transfer of payment was made on the basis of this initial standard for three years. In 2008, the amount of transfer payment was raised to 8 birr and as a consequence the monthly payment was

40 birr per person. Again the payment per day has grown for the second time from 8 to 10 birr from 2009 onwards. Each beneficiary in this case is entitled to receive 50 birr per month. The main reason for the improvement of the transfer was the increasing of the prices of food grain.

Though the amount of transfer is improving through time, the proportion has inherent weakness of sticking to the assumed money value of the required grain, the value of money or the amount of goods and services it commands do normally vary over time and space. Obviously the amount of grain the 10 birr can buy differs at different places and times. So it is impractical to set a fixed amount of money to command a given amount of food/ grain across the board and time. Besides, the survey respondents asked the appropriateness of transfer in relation to local market. Accordingly, 91.7% of the respondents replied that the amount of transfer was not relevant with local market and only 8.3% of the respondents stated as the payment are fair.

4.2.4.4. Food and Cash Utilizations of Households

Households spent cash on different purposes. Accordingly the survey data in table 4-10 shows the purpose for which the beneficiaries have used the cash resources.

Table 4-10: Uses of Cash Transfer (Multiple response is possible)

Uses of cash transfer	Respondents	
	Frequency	Percent
A. Consumption		
- Bought staple food	35	73
- Buy others foods /meat, butter , vegetable	13	27
- Buy clothes	19	39.5
- Pay taxes	16	33.3
B. Investment		
- Debt payment	19	39.6
- Bought seed farming and fertilizer	22	45.8
- Paid for health cost	16	33.3
- Paid for education costs	26	54.1
- Buy livestock	6	12.5
- Buy farm tools	10	20.8
- Petty trading	3	6.2

Source: Household survey, 2011

As it can be seen from the above table the survey respondent who received cash transfer from PSNP used for consumption and investments. With regard to consumption 73% of the respondents are using the cash transfer for the purpose of buying food (staple food) followed by

39.5% that saying to buy clothes and 33.3% of the respondents who used to pay for different costs. It is worth mentioning also that 27% of those who participated in the program spent cash on buying other foods.

On the other hand, the same table (B) from the above shows the level of utilization of cash by households for the purpose of investment (asset promotion), for boosting agricultural yields (buying seeds and fertilizer) and undertaking income generating activities (e.g. petty trading) is less with comparison to uses of cash for consumption. However, it is worthwhile that the cash transfer in protecting the asset for the purpose of educational costs and fertilizer.

In the focus group discussion session, the purposes for which PSNP beneficiaries have used the transfers were asked. Accordingly, the participants have begun with the description of their past life conditions as many reported:

"before PSNP intervention, we were chronically food insecure, we often spent a day without a meal, worked for others to feed ourselves, some of our children work for better-off families, in general we were completely destitute. After we become participants of PSNP, households are using their transfer for buying food and paying different costs related to life"

Another FGD participant also explained that they used PSNP transfers to satisfy many of their needs, for consumption and to buy cloth for themselves, for health expenses of ill household members, to buy livestock and agricultural implements, and for schooling of their children, especially to purchase educational materials, to maintain old house, to prevent the selling of livestock for minor emergencies and food purposes and to avoid borrowing from local lenders to buy food.

4.2.4.5. Timing of the Payment

To start with implementation manual, it says, "a safety net delayed is a safety net denied." Various problems associated with timing of payments, identified by the respondents and presented during focus group discussion were, delay of payment is a common problem all of the respondents encountered. In addition to this, all of the respondents reflected the amount of cash paid is small. As stated during the focus group discussion in Doyo Cale kebele, payments have been delayed sometimes for up to 2-3 months until the cash arrived. This has resulted in negative effect on assets protection and inconvenience on the part of the PSNP participants. In line with this, the woreda PSNP coordinator said, delay in payment was due to the delay of fund release by

donors and concerned regional offices. On the other hand focus group discussion of graduated from the program forwarded that the amount of payment with its late arrival to beneficiaries is one of the great hindrance factors for positive achievement of PSNP. The conclusion derived from the above description was, delay of transfer with its insufficient amount will aggravate the depletion of assets in time of severe drought.

4.2.4.6. Food Transfer

The survey also assessed how the beneficiaries have used when the mode of transfer was food. Accordingly, almost all (95.8%) of survey respondents replied that the food received by the beneficiaries as a form of payment is used for home consumption. On the other hand only two of the respondents responded as they are giving some of the food as payment for previously borrowed from others and ate the rest.

Table 4.11: Uses of Food Transfer by Beneficiaries

	Uses of food transfer	Respondents	
		Frequency	Percent
A	Ate all the food	46	95.8
B	Give some of the food as payment and ate the rest	2	4.2

Source: Households survey, 2011

Survey result shows that all of the households have used the food transferred mainly for consumption. The households who used to sell the food transfers where to buy other food items. On other hand some women in focus group discussion have complained that the distribution mechanisms of some food like pulses and oil is forcing them to sell to trader. Since the food distributed to the beneficiaries is in group, it has its own side effects to distribute as of the interests of the beneficiaries due to some individuals wants to take the food to home while others wants to sell it. Thus, they reported, everybody's share will be sold in spite of individual interests of the group members and they get cash in return.

4.2.5. Consideration of Cross-Cutting Issues in PSNP

Under this sub-section the issues of Gender, Environment protection, HIV issues as mainstreaming elements were assessed.

Gender

With regard to gender aspects in PSNP related issues general participation, utilization of resources, working hours through household survey and Focus group discussion were discussed. Accordingly, as the survey result revealed that, 79.1% of the respondents replied that the participation of women in decision making related to payment, working hours are equal with men. While 20.9% of the respondents said that women do not make decision with men. Results from women focus group discussion indicated that women work for equal hours with men but not similar work norms. In relation to participation they explained that, they were loosely invited to some of the meeting to discuss the issue of payment. This shows that work plans do not consider work load of women by household chores and still the presence of domination of male in decision making though the substantial number of the respondents replied the presence of equal participation with men.

Environment

The PIM of PSNP noticed that public work decision consider environmental effects. Moreover, it recommends Environmental Impact Assessment (MOARD, 2006). In this regard discussion was held with key informants of WFSTF members and DAs how they consider environmental protection and adverse effect of work during planning and site selection and the effects with focus group discussion.

Accordingly, the WFSTF and DAs explained that priority is given to areas that are risky for erosion, areas with flood risks are targeted for terracing, check dams, tree plantation, and other soil and water conservation works. Concerning the effects focus group discussion of Labu Koromo stated that, though there were good improvement the quality of work is not satisfactory to reverse further disaster.

HIV/AIDS

As far as accommodation of HIV/AIDS is concerned, as discussion of key informant revealed that PLWHA were included in the program as direct beneficiaries in sample kebeles. Moreover, the awareness creation and prevention and control of HIV/AIDS for participants are given through community health agents and staff from health center of woreda.

4.2.6. The Effects /Outcomes of PSNP

As explained in the program document, the expected outcomes of the Ethiopia productive safety net program are: temporary income transfer benefits to a poor at critical times, consumption smoothing or stabilization, asset protection of household level, and asset creation at community level. The PSNP also made certain assumption pertaining to possible undesirable outcomes of the program, particularly dependency attitude. Here, the analysis in the following sections relies on the intended outcomes of the program and in a lesser extent undesirable effects in the course of program implementation were discussed. Explicitly, the focus is made on examining the program's contribution interms of food consumption smoothing, preventing asset depletion and additional assets building as a result of this program at household level as a direct effect of the program were the points given due emphasis.

4.2.6.1. Food Security Situation

The primary objective of PSNP is consumption smoothing of beneficiary or resilience in filling the gap of food insecurity and transfer of income to the poor that makes them increasing the capacity of availability and access to food. In light of this, survey respondents were asked to assess the situation of food uptake. Accordingly, 64.6% and 25% of respondents replied that their income before engagement to PSNP has been allowed only to eat one meal, and two meals per day respectively. Moreover, a type of food per meal before PSNP was very limited in types. In connection to this 72.9%, of sample respondents replied that they have eaten 1 type of food per meal and a substantial number(25%) of the respondents responded that 2 type of food per meal prior to PSNP. On the other hand, the change on pattern of food consumption was also assessed in terms of amount and quality consumed and frequency of daily consumptions after PSNP. For this, 93.5% of respondents said that the amount of food they consumed per day has been increased due to their involvement in PSNP. Similarly, the quality or types of food per meal consumption has been improved for 56.2% of the respondents. The table below summarizes the responses of sample respondents.

Table 4-12: Outcome of PSNP in smoothing food consumption

Questions	Response	
	Frequency	Percent
1. Number of meal per day before PSNP		
1 time per day	31	64.6
2 times per day	12	25.0
3 times per day	5	10.4
Total	48	100.0
2. Since engagement in PSNP number of meals per day		
1. Decrease	1	2.08
2. Increased	45	93.5
3. No change	2	4.2
Total	48	100.1
3. Types of food per meal before PSNP		
1 type	35	72.9
2 types	12	25.0
3 types	1	2.08
Total	48	100
4. types food per meal after PSNP		
1 type	5	10.4
2 types	12	25.0
3 types	27	56.2
4 types	4	8.3
Total	48	100.0

Source: Household Survey, 2011

4.2.6.2. Housing Condition and Its Type

Under this about type, ownership, and conditions of housing is described. As it is known, shelter is one of the most basic needs for human being irrespective of their location and social category or system. In rural areas the housing condition is poor, where by both animals and human beings are accommodated under a roof. The same roof or shelter also acts as a kitchen too. Almost all of the respondents participated in the survey for the study share the same trend. Apart from the respondents, who are supposed to be chronically food insecure and the poorest so that they would not be chronically food increase and they would not be expected to have relatively decent shelter since they are poor. It is observed during the field work that the whole communities in the study area experience the same housing trend.

Accordingly, all the respondents participated in household surveys possess a house type with grass thatch roof, mud and grass like walled, mud floored, and wooden door. Only few of them possess separate kitchen where food is cooked and some of their family members accommodate

in. None of the respondent was found to possess house with corrugated iron sheet roof. This indicated that the transfer of PSNP never improved their housing condition.

4.2.6.3. Effects on Protecting Asset Distress

In addition to smoothing consumption, PSNP has been meant to prevent the depletion of household assets and enable households to stabilize livelihoods and also begin the process of rebuilding their livelihood base (DPPA, 2005). As sample of respondents indicated 83.3% of sample respondents revealed that they never sold their physical assets since their engagement in PSNP. The remaining 16.7% of sampled respondents replied that the PSNP transfer did not protect their assets from being sold. Moreover, the researcher tried to investigate the reasons, what factor helped them for not selling of their assets. Accordingly, 82.5% of sample respondents revealed that the transfer of PSNP helped them not to sell their assets for food and other taxes. On the other hand, 5% and 12.5% of respondents respectively indicated that in addition to PSNP transfer, borrowing from informal organization and seasonal labor are helped them not to sell their productive assets.

Table 4-13: What Factors Helped for not Selling Assets after Engagement to PSNP.

Factors helped for not selling assets	Response N=40	
	Frequency	Percent
• PSNP	33	82.5
• Borrowing from informal organization	2	5.0
• Seasonal labor	5	12.5
Total	40	100.0

Source: Household survey, 2011

As in the above table the transfer of PSNP has a lion's share in protecting household's asset not to be sold. It is important to note that only 12.5% of the participant households reported that seasonal labor in addition to PSNP have contributed to avoid selling their productive assets.

On the other hand, the researcher has set questions for those whom react as PSNP did protect them from distress of asset which constitute 16.7%. Accordingly, as table 4.16 shows proportionally a large number (62.5%), of the respondents attribute their asset depletion to the inadequacy of the amount of payment to cover their household expenditure. This is followed by 25% due to failure to timely deliverer payments and, the rest 12.5%, among those who are not

protected their asset replied that the exclusion from other food security programs contributed for distress of their assets.

Table 4-14 Reason of Respondent whose Assets not protect by the program n=8

Reasons	Response (N=8)	
	Frequency	Percent
• Inadequate amount of payment	5	62.5
• Failure of timely delivery of payment	2	25.0
• Exclusion from other programs (FSP)	1	12.5
Total	8	100.0

Sources: - Household survey result, 2011

As can be observed from the above table, a large number of respondents addressed, insufficient transfer, delay of transfer and exclusion from other food security program failure to protect their assets from being sold in time of increasing costs of different goods and services were considered as the major reasons.

The FGD and experts' interview on whether PSNP did protect the poor households from the depletion of household assets or not, revealed that PSNP transfers could adequately fill the food gap of the poor households in food deficit months. In this case, the transfer halted the depletion of household assets; however, in drought years the transfers could not halt the sale of household assets for food or other purposes. They also said that PSNP transfers could help households to respond to modest households' shocks, but they could not prevent the poor households from selling assets in circumstances of severe disease in the family. Moreover, the researcher tried to investigate at what extent different household assets/capitals were protected from depletion and rebuilding as a result of PSNP. The forthcoming section describes the issue in detail.

Physical Capital

A survey result further show that, for the average 89.5% of the respondents' depletion of physical assets has been protected because of joining PSNP. The rest 9% of the respondents replied, no more the program has been able in protecting from rent-out or share cropped out of any land, avoided sell of livestock to buy food and crop production to eat than selling rather than other reasons. The following table portrayed the ideas clearly.

Table: 4-15. What are the reasons for protection of Physical Capital Distress?

Physical capital		Respondents					
Land	Refrained from rent out or share cropped out of any land	Due to PSNP		Due to other reasons		no changes	
		F	%	F	%	F	%
		42	87.5	6	12.5	-	-
Livestock	avoided sell of livestock assets to buy food	46	95.8	2	4.2	-	-
Crops	Retained own food production to eat than selling	41	85.4	5	10.4	2	4.2
Total average		45	89.5	4	9	0.6	1.5

Source: House hold survey, 2011.

Households' Livestock Building and other Tools/ Equipment Possession

In order to examine the extent of increasing their physical asset of households' after PSNP intervention, first the survey of livestock and other equipment possessions of beneficiary households were developed to get the number or the amount of each beneficiary households are possessed prior to PSNP and after the program was launched. Thus, as indicated in the table 4-16b of the report from the survey, there is an increase in terms of farm tools but as such no change in enhancing household equipments. On the other hand, in relation to livestock assets there is no significant change (table4-16a) in comparison with the number before joining to PSNP. To complement the idea responded by survey respondents, the FGD and key informants were asked. Accordingly, they explained that the transfer of safety net has a paramount importance in stabilization or reduction of malnutrition and provision of food/cash assistance instead of emergency aid. Nevertheless, there was no change rather stabilization of livestock number and a lesser extent decrease the number than before. As of their statement, the reduction of live stock was not sold for purchasing food rather than for construction of houses and other related costs. Besides, unless protecting the existing assets from being sold, the amount of transfer was not sufficient to buy additional assets like cows and others. Therefore, PSNP has played a great role in protecting from sold of productive assets than increasing their initial base. The following table summarizes the idea indicated above.

Table 4-16a: Livestock possession of Sampled Households before & after PSNP

Types of livestock	Number of Livestock Owned by sampled HH prior to PSNP											
	1		2		3		4		5		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Oxen	10	20.8	2	4.2	1	2.08	3	6.25	-	-	16	33.3
Cow	25	52	9	18.7	4	8.3	1	2.08	-	-	39	81.2
Bull	7	14.6	3	6.25	1	2.08	-	-	-	-	11	22.9
Calf	10	20.8	4	8.3	2	4.2	-	-	-	-	16	33.3
Goat	-	-	2	4.2	2	4.2	-	-	-	-	4	8.3
Sheep	4	8.3	1	2.08	1	2.08	-	-	-	-	1	2.08
Donkey	6	12.5	1	2.08	-	-	-	-	-	-	7	14.9
Horse	5	10.4	1	2.08	-	-	-	-	-	-	6	12.5
Heifer	13	27.8	6	12.5	5	10.4	2	4.2	1	2.08	27	56.2
Chicken	10	20.8	6	12.5	1	2.08	-	-	3	6.25	20	41.6
Types of livestock	Number of Livestock Owned by sampled HH after to PSNP											
	1		2		3		4		5		Total	
	F	%	F	%	F	%	F	%	F	%	F	%
Oxen	9	18.7	1	2.1	-	-	-	-	-	-	10	20.8
Cow	22	45.8	4	8.3	2	4.2	1	2.1	-	-	29	60.4
Bull	7	14.6	3	6.3	-	-	-	-	-	-	10	20.8
Calf	10	20.8	4	8.3	-	-	-	-	-	-	14	29.2
Goat	7	14.6	6	12.5	1	2.1	1	2.1	-	-	15	31.3
Sheep	4	8.3	2	4.2	-	-	-	-	-	-	6	12.5
Donkey	6	12.5	-	-	-	-	-	-	-	-	6	12.5
Horse	5	10.4	-	-	-	-	-	-	-	-	5	10.4
Heifer	10	20.8	5	10.4	-	-	-	-	-	-	15	31.3
Chicken	12	25	-	-	-	-	-	-	1	2.1	23	47.9

Source: Household survey, 2011

As indicated in the above table 4-16 there was no improvement in the size of live stocks since the cost of these animals were high with comparison to the cost of farm tools and other household equipments. The other reasons for its insignificant change as explained by FGD were low payment/ transfer, low asset base, the delay of transfer and other related reasons so as to see radical change up on beneficiaries. Nevertheless in some extent there were variations among who are beneficiary of household packages and not. Because the beneficiaries of household packages were greatly significant/worthwhile due to the provision of loan by itself was for increasing their asset base.

Table 4-7b Farm tools and other HH equipments

Farm tools and other HH equipments	Number of farm tools and other equipments of beneficiaries possessed before joining to PSNP							
	1		2		3		Total	
	F	&	F	&	F	&	F	&
-Sickle/Machid	12	25	4	8.3	-	-	16	33.3
-Pickaxe/Doma	6	12.5	1	2.08	-	-	7	14.9
-Axe/Matereba	10	20.8	2	4.2	1	2.08	13	27.08
-Hue/Mekotikocha	8	16.7	7	14.9	1	2.08	15	31.25
-Spade	4	8.3	-	-	-	-	4	8.3
-Traditional beehive	4	8.3	-	-	-	-	4	8.3
-Charcoal /wood stove	1	2.08	-	-	-	-	1	2.08
-Leather /wood bed	5	10.4	2	4.2	-	-	5	10.4
-Modern chair	5	10.4	-	-	-	-	5	10.4
Farm tools and other HH equipments	Number of farm tools and other equipments of beneficiaries possessed after joining to PSNP							
	1		2		3		Total	
	F	&	F	&	F	&	F	&
-Sickle/Machid	28	58.2	8	8.3	-	-	38	79.1
-Pickaxe/Doma	12	25	5	2.08	-	-	19	39.6
-Axe/Matereba	15	31.25	10	4.2	1	2.08	29	60.4
-Hue/Mekotikocha	11	22.9	10	14.9	1	2.08	22	45.8
-Spade	10	20.83	3	-	-	-	13	27.8
-Traditional beehive	10	20.83	3	-	-	-	13	27.8
-Charcoal /wood stove	2	4.2	-	-	-	-	2	4.2
-Leather /wood bed	5	10.4	-	-	-	-	5	10.4
-Modern chair	2	4.2	-	-	-	-	2	4.2
-Modern table	1	2.08	2	4.2	-	-	3	6.25
-Radio	2	4.2	2	4.2	-	-	4	8.3

Source: Household survey, 2011

As indicated in the above table 4-16 there was improvement in farm tools and other household equipments since the price of these equipments were low with comparison to the cost of livestock. On other hand, in relation to the increments of livestock, there was insignificant change due to low payment/ transfer and low asset base so as to see radical change up on beneficiaries. Moreover, the researcher recommends that further investigation in classifying by their wealth status is more clarifying the impacts of the program.

Human Capital

Human capital protection is one of the crucial elements of asset protection for sustainable use of limited resources. Thus, the respondents were asked to relate changes in their assets conditions as a result of a program. As it shown in the table the average 79 % of sampled respondents have been protected from depletion of human capital (education) because of PSNP. Moreover, 72.9% of respondents also replied the improvement of levels of utilization of health care facilities, when compared with their status prior to joining the PSNP.

As far as education is concerned, the PSNP has made paramount contribution for protecting human capital as indicated by level of school enrolment and dropouts of children. As presented in table 4-17 due to the program, an increase in investment in children's school enrolment and keeping children in school for longer period of time are witnessed by 72.7% and 91.6% of the total respondents respectively. Besides, a significant numbers 12.5% and 8.3% of respondents stated that they were keeping their children for a longer period of time and enrolled their children respectively even prior to PSNP.

Financial and Social Capital

The effect of the PSNP on the financial resources that the targeted beneficiaries possessed is also assessed. A finding in the table 4-17 below shows that of sample respondents 52.1 % avoided to using their saving to buy food has improved. The rest 37.5% of the respondents responded that there were no improvement and the insignificant number (10.4%) of the respondents stated its decrease than before. With regard to social capital, the PSNP has brought about promising results in protecting Household assets through safeguarding the depletion of social capital. To this end 68.8% of the total sampled beneficiaries indicated that their inclusion in local level social institutions has improved. The rest 20.8% of the respondents however, still face difficulties /no improvement to cover costs related to their social lives. Here, what, the findings shows is that their participation in the program and the resulting wage has helped them to build thrust among the community members and beneficiaries were able to borrow either cash or other items from neighbors which was not the case before their participation in the program.

Table.4-17 Shows different Household Asset Category

HH asset category	Percentage of respondents							
	Improved		The same		Decreased		Total	
	F	%	F	%	F	%	F	%
i. Human capital								
1. Health								
Utilization of health care facilities	35	72.9	10	21.3	2	4.2	47	100
2. Education								
A) School enrolment of children	32	72.7	9	20.4	3	6.8	44	100
B) School dropout	44	91.6	4	8.3	-	-	48	100
Average	37	79	7	16.6	2	4.2	46	100
ii/Financial Capital								
Saving	25	52.0	18	37.5	5	10.4	48	100
iii/. Social Capital								
Social integration /Inclusion involvement in social institutions like Idir	33	68.8	10	20.8	5	10.4	48	100

Source: Household Survey, 2011

To investigate further challenges and opportunities the researcher selects six life history informants from beneficiary households to explore more in detail about the effects of PSNP. From six life history informants planned to make an interview the only four households were voluntarily attained in the time of interview. These life history informants were chosen deliberately from sample respondents based on their achievement and the challenges they are facing while they are using their transfer to get relevant information, regarding the outcomes and challenges of PSNP up on beneficiaries in order to complement and strengthen the survey report explained in previous sections. Accordingly, Guro Guraro is a life history informant of Labu Koromo kebele, stated the following about the outcomes of PSNP on beneficiaries relating with his life in box 4.1 below.

Box4-1.The view of life history informant on the Impacts of Productive Safety Net on Beneficiaries

Guro Guraro is a farmer from Labu Koromo Kebele. He has 6 children and his age was 92 and participating as direct support beneficiary, he has stayed for four years in the program. Guro stated the contribution of PSNP as social pension which is provided for old age individuals in the community. Moreover, he explained the food security and the outcomes of PSNP on beneficiaries relating with his life as follows:

"I am respected as an old man in this kebele, I have seen so many changes in my life; the last 6 and 7 years incident is new for me in my life. I have never seen a time as this season and this is the first experience to see such a drought which resulted in a death of a number of live stocks and loss of harvests. I would say this is very cruel dry season. If the things continued like this, we would all die. Nevertheless, it varies in degree the drought is occurring frequently. The coping mechanisms during this drought had been practiced as: people are forced to do labor work for better-off families, children are given for better-off families as cattle keeper in contractual to get food, some of individuals migrated to urban area and to their relatives in other woredas. Nowadays, thanks to our government, the situation was changed, the risk of famine was reversed due to the provision of PSNP for me and those who are poor. Consequently, what the program has brought to my life are: my life is saved due to filling the gap of food, I have sent my children to school, my land is protected from renting, I have bought clothes for children and for my own. In general, there is resilience and stability in my home.

Furthermore, he has describes the pertaining problem in the course of implementation. Among others the insufficient of transfer, the inappropriateness of the payment with the present costs and expenditure of schooling and health care. The costs of aforementioned issues and the price of food items become increasing without increasing the income of the beneficiaries. Though there are improvements in transfer in the process of implementation, he worries concerning to recurrent drought/changing of climate in the study area. As of him even in this year they lost all yield of red pepper due to the occurrence of diseases.

Source: Evidence from life history interview, 2011

Therefore, the transfer of PSNP has paramount significance on beneficiary households. However, the objective of preventing further impoverishment of most of the vulnerable families was partially achieved probably due to food deficit since PSNP participants had lower initial asset holdings and the repeated occurrence of drought.

4.2.6.4. Negative Effects of PSNP

The PSNP document, in addition to stipulating the intended outcomes, which were briefly discussed in the previous sections 4.2.6 under outcomes/effects of the PSNP, the program recognizes that the PSNP is likely to come with some undesirable outcomes that hinder the intended outcomes at household and community level. In this regard, the document pays due attention to such effects as dependency syndrome.

In the light of the above issue, the survey respondents were also asked whether there are negative effects exhibited as a result of implementation of the program. They were also asked to mention some undesirable outcomes that hinder the intended outcomes of PNSP. Thus, the majority of respondents (3/4) of them stated that the program is not without negative effects. Finding shows that the effect of the program on self-reliance, consumption and saving, informal safety net and socio-political lives of the people are among the most important negative results that hinder the success of the program. Here, the question was responded by only 42 household heads.

Table 4-18: Undesirable Outcomes of the Program (N=42)

Undesirable /Negative outcomes	Respondents	
	Frequency	Percent
▪ Creates dependency attitude	25	59.5
▪ Develops bad consumption habit and discourage saving	8	19.0
▪ Weakness informal safety net	3	7.2
▪ Triggers social conflict	6	14.3
▪ Total	42	100

Source: Household survey, 2011

As can be seen from the above table, for 59.5% of the total respondents' unprecedented dependency attitude has been experienced in the localities following the introduction of PSNP. According to them, the program is reinforcing most households to anticipate support from external agencies, hence eroding out self-reliance of the community, in additions to this, substantial number 19% of the respondents replied, the PSNP resulted in unusual consumption habits like alcoholic addictions that are commonly observed among beneficiary households.

Furthermore, the program is mentioned to weaken informal safety nets in the community. As 7.2% of the respondents indicated the PSNP has dethroned the important role of age old self help institution. Finally, the rest 14.3% of the respondents emphasized negative effects of the PSNP through triggering conflict between the included and excluded. Besides, as a result of program

implementation problem at local level, kebele administrators are using the program as a means of securing their business. Hence, the program seems to open door for some of corruption and dependency. For example one informant in the following box explained his dissatisfaction of the PSNP transfer in its long lasted improvement of the beneficiaries' life.

Box, 4.2 the view of life history informant on Negative Impacts of PSNP on beneficiary households

Lankamo was a researcher's informant from Doyo Cale kebele. He defined and evaluated the benefits of PSNP as of the paragraph below:

"Indeed, it was an excellent planning on the part of the government, because I remember our situation prior to PSNP. We were beggars of our relatives and others who are living in other woredas, we are expecting food aid as kids expecting their mother breast feed. In short we are benefited a lot from the program. Nevertheless, I do not expect good result from the beneficiaries since the beneficiaries are not in a position to use their transfer as woreda government oriented to use. In fact, there are gaps in the parts of the supply, there was no effective monitoring of the transfer and let some few individuals are becoming rich at expense of others who are poor. Due to this one of the basic principle predictability role of the PSNP becoming a minimal."

As his explanation, the beneficiary developing dependency syndrome, most of the time they are wasting the transfer for buying fast food in nearby town, they are expecting the transfer as long lasting salaries which is provided for the poor from donor countries, so as to escape from food insecurity there is no good working culture, the culture of saving is declining, some individuals take the transfer as an instrument of "vote seeking" in time of election etc are some of negative impacts of the program. Finally, he recommended that, unless continuous awareness creation would be given from the stakeholders, the objectives of PSNP of food security become tiresome.

Source: Evidence from life history interview, 2011

Therefore, though the PSNP has great contribution in filling the gap of food, some of the beneficiaries are developing attitude of dependency syndromes and bad habits of utilization of the transfer. Thus, unless the efforts will be made to solve the situation, the things are become a problematic in order to realize the objective of food security.

4.2.6.5. Overall Household Self- Assessment

The household survey assessed the overall households' opinion about their current food security status as compared to the status they had before PSNP intervention. As they were asked to assess themselves as better off, the same, or worst, the before/after PSNP, table 4-19 depicted the responses of beneficiaries.

Table 4.19: Household self- assessment of their current status

Perception of your current food security status as compared to pre-PSNP	Respondent	
	Frequency	Percent
▪ Better off than before PSNP	38	79.1
▪ The same as before PSNP	7	14.6
▪ Worst than before PSNP	3	6.3
▪ Total	48	100.00

Source: Household survey, 2011

As can be observed from the above table, 79.1% of the households indicated that they were in a relatively better off status. The only 14.6% of the respondents indicated that there was no change /the same as before of joining to PSNP. This demonstrates that a remarkable achievement in filling food gap as compared to status of many households prior to PSNP. But, it can be understood that the program has never satisfied or brought the required level of life improvement among some beneficiaries. For instance this condition can be justified by the following key informant relating with her life.

Box 4. 3 The view of life history informant on opportunities and challenges of the program

Daite is a widow from Doyo Cale kebele. She has five children. Her age was 35. She is beneficiary of the program since 1997 E.C. She has explained the opportunities and challenges of the program in relating with her life as:

“After death of my husband the life has been very difficult to me. I do not have enough income to feed, providing schooling expense for my children. Our land is too small to support all of us. The only support mechanism I have is the safety net, which has come to our rescue over the past five years. Concerning to the benefits of the program I am privileged a lot because the life of my children is depends on the payment of the PSNP.

Nevertheless, I am the beneficiary of the PSNP still I am in a challenging situation. Because Before two weeks while I am working in site of work place one of my goat which I have purchased from household package was killed by unknown person .There is no one to look after my small properties including my live stokes. Three of my elder children spend in school in the same shift .The rest of the children are too young to keep my home and property, even I am working with carrying the smallest baby on my back. Due to this he is exposed to sunlight, now he is sick. Although I am reporting the situation for the kebele to consider the work load of the women using my right that is provided for the all beneficiary women in terms of their working hours in relation to their domestic care and work responsibility, the kebele is not responding to my request. Even I am frightened to ask them again and again for fear that they would take me away from the program which my livelihood is depend upon. Now as you see me I am not free, because my second goat also sick and I am in hurry to search for DAs to get medicine for the sick animal.

Source: Evidence from life history interview, 2011

It can be observed from the above expression, the program has two-folds for some beneficiaries. On one hand, the helplessness households like widow individuals are benefited a lot in enhancing the power of purchasing. On other hand, lack of consideration of household chores of women in parts of KFSTF made the situation become problematic. Moreover, these types of vulnerable households may become more food insecure even after taking loans they face shocks, particularly illness of household members and death of livestock bought thorough loans, and may have to sell key assets, going against the primary PSNP objective of avoiding distress asset depletion.

4.2.7. The Integration of PSNP with Other Food Security Programs

The role of PSNP as a safety net and it is not likely to have a widespread impact on graduation into food insecurity alone. Thus, the role of OFSP household package is now to complement the safety net function by providing resource for productive investment (Gilligan et. al 2008; Devereux et.al 2005).

The OFSP component contains many different activities implemented through woreda. However its most visible element in the OFSP is ‘household package’ which is a credit instrument. The implementation of OFSP household package differs between regions, but in general it comprises a menu of package loans for agricultural and non- agricultural activities which can be selected according to which is most appropriate for specific household. In this study the extent of horizontal relation (linkage) with other food security household package, different NGOs and other government developmental programs are assessed. In light of this, researcher tried to investigate to look at the extent of household packages provided. Table 4-20 shows the number of beneficiaries of household package beneficiaries in the sampled kebeles.

Table 4.20: Numbers of House hold Package Beneficiaries (n=41)

Are you a beneficiary of household package	Response(N=41)	
	Frequency	Percent
A. Yes	9	22
B. No	32	78
Total	41	100.0

Sources: Household survey, 2011

In connection to this, the survey respondent was asked the types of package provided other than PSNP, they replied that 33.3% of household package beneficiary received loan to buy horse /donkey cart. The remaining 66.5% of the household package beneficiaries received for buying oxen, Goat, Sheep, heifer and others. As can be seen from the data, the beneficiaries are receiving packages loan for agriculture purposes and non- agricultural activities though it was very limited. Concerning the Linkage of PSNP and other food security program particularly household packages, different issues were raised among FGD participants concerning to the problems. According to the FGD participant of Doyo Cale kebele the package loan is provided by chance based on the quota given from woreda, the person who effectively used his transfer might not be able to get the package loan. Whereas, on the side of beneficiaries, they are not considered as credit which is turn back. It seems that there is a gap in screening of household

package beneficiaries based on their effective utilization of transfer in line with PIM. In addition to this, the shortage of loan budget reduces the number of beneficiaries as woreda food security expert.

Moreover, the key informants have been asked the extent of linkage of PSNP with other NGOs in the woreda. In connection to this they explained as, although there are a number of NGOs in the woreda, the woreda has made not to overlap one with another due to the number of poor (food insecure families) are not matched with the transferred budget of PSNP. As a result limited amount of resource, frequent occurrence of drought, indiscretion of rainfall and loss of soil fertility, the chance of getting social transfer are managed by the woreda (i.e. the poor who is not included in the PSNP will be included in other NGOs). However, the beneficiary of PSNP were indirectly benefited through the NGOs constructed infrastructures like school furniture, supply of health medicine, environment protection and provision of other sanitation services. Furthermore, as key informant explained regarding the linkage with other governmental development programs, all of the PSNP beneficiaries are part of the beneficiaries of extension programs which provided via kebele DA's and community health extension workers. Nevertheless, the provision of credit through woreda Microfinance Institution was not efficient.

As a result, the woreda has achieved low graduation (i. e 227 male and 61 female household at woreda and 10 male and none of female at sampled kebele since 2000E.C. As it can be understood from the explanation above very small scale of household package, no integration of PSNP beneficiary with other woreda NGOs and credit institutions with poor utilization of transfer resulted in limited number of graduates from PSNP. Therefore, the principle of making linkage between PSNP and other food security program is loosely recognized as strategy to achieve the graduation of the poor from food insecurity.

Linking the PSNP with the other food security program (OFSP) came to be seen as an important way of addressing the question of 'graduation' and a number of studies suggested that households that were involved in both PSNP and OFSP were more likely to increase their assets and improve their livelihoods than those that were only involved in the public works (Gilligan, 2008). In line with this Ledamo Darimo from Labu Koromo kebele explained the outcomes of linkage with PNSP related to his life as box 4-4 below.

Box 4.4. The view of life history informant on the integration of PSNP with OFSP

Ledamo Darimo is an informant from Labu Koromo. His age was 35 years. He is literate and completed grade 9. He has four children. His entrant date to PSNP as public work component was 1997. He is selected as a beneficiary due to his service as national defense in prior to entering of PSNP. He has 0.5 hectare of land which is used for plough different food and cash crops. As he has explained, he is one of beneficiary of house hold package. As his explanation the food insecurity in the woreda is known by frequent drought and famine. This famine occurred due to failure and irregularity of rainfall, and these resulted in scaling up of the price of food. The informant has explained his view regarding to the impacts of PSNP as follows:

"I remember in 1991 E.C and in 2000 E.C the price of maize which is staple food in our area unexpectedly increased its price 6 times than that of normal. This repeated occurrence of famine lead to the domestication of one of drought resistant food item enset by world vision non-governmental organizations in the area. Though PSNP as a major coping mechanism at present, the repeated occurrence of food insecurity is beyond the capacity of PSNP intervention to calm down the situation, that is why in 2000E.C,2001E.C Hiwot Berhan Church, EEMYC with collaboration of WFP provided a great deal of food aid in complimentary with PSNP.

For me safety is many thing because my life is improved by it, for instance, food consumption gap was filled by PSNP, schooling cost of my children is covered, I bought 2 sheep before two years ago now they are become 6, I have rented in 0.25 hectare of land for producing pepper. Since I am beneficiary of house hold package, I have bought donkey cart and heifer with the birr of 4000 which I have loaned from household package. With regard to graduation, I am not read to be graduated because I am wounded while I was in national defense (military)."

It seems for him graduation is turn to be a poor or food insecurity. Finally he suggested the delay of transfer resulted in increasing the number of poor individual, exposed individuals for rent- seekers, forced to sell assets even they had bought as a result of PSNP transfer.

Source: Evidence from life history interview, 2011

There is some evidence to suggest that households that have access to credit and inputs are in a better position to move out of poverty. Moreover peasants with enough land, livestock, labor and educated who also have access to inputs and credit can prosper rapidly. Accordingly, the above table clearly shows that the participation and effective utilization of the packages of loans are important features for livelihood diversification.

Perception towards Graduation

Graduation is a key goal of the government to which the safety net program contributes. Each year there is an assessment to check if the households should stay in the safety net program or not, on the basis of its identified food insecurity by CFSTF. The FSCB will set appropriate indicators and criteria for graduation to direct this process PIM (MoARD, 2006). In line with this survey sample respondents were asked whether they like to be graduated. As depicted in table 4-21 below almost all (95.1%) of the PW sampled respondents replied that they didn't like to be graduated. The only 2 (4.2%) of the PW sampled respondent replied their acceptance to be graduated.

Table 4-21: Readiness towards Graduation (n=41)

Do you want to graduate from PSNP?	Response (N=41)*	
	Frequency	Percent
A. yes	2	4.9
B. No	39	95.1
Total	41	100.00

Sources: HH survey, 2011 *41 those involved in PW among surveyed respondents

As can be observed from data, very small numbers of survey households do prefer or ready for graduation, nevertheless, almost all of them dislike being graduated. FGD of Labu Koromo kebele articulated reason why they are dislikes graduation in the following paragraph:

"No one wants to live with poverty and to be a poor. But the situation which we are facing made us a poor. We all want to be out of food insecurity as it told us in the session of training, nevertheless, the repeated drought that resulted in loss of our harvest hinders us not to be graduated. Besides, the transfer given from PSNP is not sufficient and not appropriate with our family size and the local market. When we are forced to do so our children become out of schooling. In general the criterion which is told by kebele administration to be a requirement for graduated does not match with our resources at hand."

In connections to this, the researcher tried to assess the perception of graduated individuals from PSNP. Accordingly, all of the FGD participants reported that, graduation is not expected unless it is forced to do, because all of the beneficiaries considered the transfer as one of the long lasting income generating sources. Besides, one of the group members said 'leave alone to be graduate and doing their own investment on agricultural and non-farm activities in long run, some of individual are observed selling their very essential assets disliking graduation /out of PSNP/. From the above discussion, it can be learned that the issue of graduation and phasing out of PSNP beneficiaries to achieve the objective is so late that it seems loosely recognized as a strategy to achieve a goal.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATION

5.1. Summary

This study attempted to assess the role of Productive Safety Net Program in Hawassa Zuria Woreda of Sidama zone. The study emphasized: factors contributing food insecurity, the effect that safety net program has in beneficiaries, the ways of beneficiary using their transfer and the linkage between PSNP with OFSP in the woreda to facilitate graduation were the specific issues under discussion. Both qualitative and quantitative method was employed to get reliable data. The following is the summary of the major findings

The study population is more productive age in that most of respondents 79.2% were under category of 15-64 years of age. Average household size was 6. The majority of the respondents (62.5%) are male and the rest 37.5% are female headed households. With regards to education, 58%, 33% were illiterate and achieve elementary school respectively.

Hawassa Zuria woreda, particularly the study kebeles suffer from food insecurity. Crop production is highly constrained by a multitude of problems including small and fragmented landholdings, shortage of oxen, soil degradation, etc. hence, crop production falls far short of consumption requirements of the people. It is only a maximum of six months. Besides livestock production does not play a significant role in the livelihoods of the respondents who are the poorest members of the community. There are also limited non-farm employment opportunities, in turn limiting the non-farm income and the ability to purchase food from the markets. Communities normally cope with deficit in food production through number of mechanisms. Currently, safety net payments and daily labor are the major coping mechanisms in study area. As the majority of respondents stated the beneficiary criteria in the woreda were absence of family support or remittance, ownership of livestock, having old age, female headed households, loss of assets and inability to support them. On other hand significant numbers of respondents were given less emphasis the issue mentioned previously.

As far as the forms of payment concerned, it was not transferred according to interests of beneficiaries. Delay of payment with its insufficient amount was a common problem of all the

respondents encountered. The PSNP food or cash transfer have had apposite impact on food security. Beneficiary households utilize almost all of their transfer for household consumption, suggesting that transfers are helpful to meet the demand household's "saving life" objective. However, there is no significant evidence of how the relief component is impacting on livelihoods and achieving the time-lineness requirements as compared with the safety net program. Moreover, since limited number 25% of household package beneficiaries and with no linkage with other food security programs, the graduated number from the PSNP in the woreda in general, and in sampled kebeles in particularly are minimal. Finally, unlike its significance which was briefly discussed in the previous section, the program was resulted in undesirable outcomes like self reliance, dependency attitude, change in consumption pattern and saving problems.

Overall, in comparison to past living condition, the food security status of PSNP beneficiary households had relatively improved. Nevertheless, PSNP had not been claimed as dependable or effective food security strategy to transform poor household from food insecurity to food secure status.

5.2. Conclusion

Based on the findings, the following points are raised as concluding remark of study:

The occurrence of recurrent drought, erratic nature of rainfall, land degradation, minimum use of modern agricultural inputs, less income diversification, Population pressure have shortened the efforts of farmers to produce more. This has made difficult for farmers to feed themselves let alone produce for market. The result of this is chronic poverty and food insecurity situation the farmers are currently living in. As a result of this, the study woreda, particularly the sampled kebeles are chronically food insecure. Food crops and livestock production did not enable the community attain food self sufficiency. Evidently there is a gap between the food production and food requirements of the study population. Moreover due to the limited off-farm and non-farm income employment operating the cash income they generate out of engagement outside agriculture is minimal. Hence, lack of sufficient food production joined with meager income from non- farm employment constrained both the availability of and access to food for study

population. As a result they have been more and more reliant on the annual food aid distributions.

It would be simplistic to desire the food security of the study area. Naturally, a host of interrelated demographic, social, environmental, and economic problems were evolved. Nevertheless major issues mentioned both by sample households and focus groups were; small and fragmented land holding, lack of plough oxen, soil nutrient depletion limited non-farm engagement and acquiring no remittance from different corners. The fast growth of population in the already densely populated area has resulted in diminishing of land holding's the critical factors of production in agriculture. Critical shortage of arable land forced to the cultivation of sloppy areas that aggravated soil erosion made fallowing practice unfeasible. Given the traditional farming practice and lacks of technological progress, the level of production has strong correlation with availability of reasonable size of fertile land. Thus the overpopulation (which is not correlated with available resources) lead to diminished land holdings which in turn happened to be a major causes of the lower crop production in the study area.

The concept of PSNP had emanated from social safety nets which are part of social protection policies. According to UNDP (2006), social safety nets are aimed at minimizing the hazards, risks and stresses of vulnerable people that would arise from unfavorable environmental condition, poverty, unemployment, exclusion sickness, disability and old age. The role of social safety net program can be a short term phenomena which is protecting entitlement or it can be a long term with an objective of promoting entitlements.

Though there was an improvement in the process of implementation, the program was constrained by targeting problem and the payment was not transferred according to interests of beneficiaries. Delay of payment with its insufficient amount was a common problem of all the respondents encountered. The PSNP food or cash transfer have had appositive impact on food security. Beneficiary households utilize almost all of their transfer for household consumption, suggesting that transfers are helpful to meet the demand household's "saving life" objective. Moreover, as further assessed the outcomes and the payment utilization of households, the overwhelming majority of the households (73%) spent the cash payment for the purpose of buying food followed by the use of cash for educational cost (54.1%). Furthermore, the majority of the

beneficiaries used the transfer for many purposes and as a consequence they exhibited undeniable improvement in their lives, particularly in terms of consumption, protection and rebuilding of household assets. However, the objective of preventing further impoverishment of most of the vulnerable families was partially achieved probably due to the transfer were too small and often delivered too late and then not to cover household food deficit since PSNP participants had lower initial asset holdings.

Moreover, the PSNP has promoted the human capital of study site in the transfer from PSNP helped the beneficiaries to cover health and educational cost. It has enabled the household beneficiaries to send their children to school which otherwise could be difficult. The effect of the program on protecting physical asset is evident in its contribution to restrain the possibilities of land rent out and selling of household asset (goods). Most of the household respondents (82.5%) reported that they have avoided both selling of household assets and renting out land mainly due to PSNP. With regard to social capital, the PSNP has made a substantial contribution to the poor in social interaction and enhance the involvement in local level institution.

Finally the financial capital or households saving has been also protected by the program from being depleted for food. In real terms PSNP has brought a desirable change in the consumption of the beneficiary households, but it has been less successful in building household assets to the level that the assets could safeguard the beneficiaries against food insecurity. The potential of PSNP to enable transformation of many poor households out of food insecurity as intended objective of PIM has been constrained by a number of adverse factors. Among those, dependency syndrome developed by the beneficiaries which is reflected by their beliefs so long as the PSNP is there nothing will happen to them and hence they do not strive to build assets; payment delay which is one of the factors that jeopardize the actualization of the objective of protecting assets from depletion and obligated household beneficiaries to take credit, sell their assets and renting out of their land; insufficient payment with no consideration of interests of beneficiaries; no or very insignificant link between PSNP and other food security program in the woreda as strategy to achieve graduation of poor from food insecurity is minimal. As a result, it was reflected in the low achieving of graduation of both sample kebeles and woreda levels. And PSNP has made largely restricted to prevent the fall of the beneficiaries into destitution rather made out of food insecurity.

5.3. Recommendation

In order to improve the program's outcome towards the intended goals the following recommendation are forwarded:

- ❖ Fast growth of population and associated pressure on land resources has the potential to compromise or nullify any success in food security initiatives and even overall development of study area. Unless some sort of rigorous efforts is made to control the growth of population, it is less likely to achieve food security in the long run. Therefore, it is important consider the family planning as part and parcel of the food security program and vigorously work on different interventions directed at reducing population growth.
- ❖ As land is a critically scarce resource in the study area the development actors including the government, NGOs and local communities shall follow strategies such as intensification and diversification of income sources. Since there is very little room for increasing an agricultural production through extensive use of land. More due emphasis shall be given activities that help diversify income sources especially non- farm employment activities.
- ❖ The cash and food transfers shall be made flexible so that when one type of transfer is considered to be inappropriate along the line the other could be replaced. And it should be reconciled that the food transfer in the study area is to enable the beneficiaries get access to nutritionally balanced food, and then the selection of grain for transfers shall take the food habit into consideration. In this regard detail need assessment must be conducted at the woreda level and the mode of payment must be decided accordingly. And as it was observed in time of data collection there were some sorts of targeting errors which endanger the effectiveness of the program. Therefore, it should be retargeting based on clearly seated wealth status
- ❖ To ensure and scale up the positive outcomes that are being achieved by PSNP any factors that are responsible for payment delay should be avoided. Untimely payment needs urgent corrective measures if not it is difficult to rescue household's asset and improve living condition of the beneficiaries. Besides the packages should be given into considered of the poorness, the effective utilization of their resource and the choice of recipients.
- ❖ The success of the program in terms of building assets is very low or insignificant. This is partly due to inadequate transfer and partly due to the dependency attitude developed by the beneficiaries and hence, show no effort to build their own sufficient assets. Therefore to avoid the dependency syndrome efforts should be put towards raising the awareness of the beneficiaries, so that they will be aware of the program objectives of phasing out in course of implementation and much more emphasis has to be given to the practical application of rules the principles and procedures of the PIM.

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Annexes

Annex- I

Survey questionnaire designed to collect a fresh data on Household Food Security and related Contribution of PSNP in Hawasa Zuria woreda, Sidama zone of SNNPR

Regional and Local Development Studies Addis Ababa University

Dear participant,

This survey questionnaire is prepared by Kifle Awaje who is attending Masters Degree program in Regional and Local Development Studies in Addis Ababa University. Your household has been randomly chosen to participate in this study. The primary objective of this study is for academic purpose and secondly, to learn more about how the life of family is improving their livelihoods through productive safety net program. The survey is a confidential exercise and your name will not be disclosed anywhere. Please feel free to answer these questions, as they will help in future community development. Would you be willing to have a discussion with me? I would like to appreciate and thank you in advance for giving me your precious time.

- Questionnaire code _____
- Enumerator _____ Date of Enumerations _____
- Name of kebele Administration /KA/ _____
- Agro ecological location of Kebele administration/circle appropriate
 1. Low land
 2. Mid land

HOUSEHOLD SURVEY QUESTIONNAIRES

A. General information on data pertaining to household head and other members

Instruction

- Write each answer 'X' in the space provided /within box/ and short answer in the blank space.

1. Name of household head _____
2. Kebele _____
3. Sex _____
4. Age _____
5. Marital status 1. Married 4. Widow
 2. Single 5. separated
 3. Divorced
6. Educational status 1. Illiterate 5. Other specify _____
 2. Write and read
 3. Elementary school (grade) _____
 4. Secondary school (grade) _____
7. Permanent H.H members. 1. Male _____ 2. Female _____
3. Total _____
8. Total number of house hold members
a. Under 5 years of age _____ d. 31 & above _____
b. 5-14 years of age _____ e. above 65 _____
c. 15-30 years of age _____
9. How many of the household members are dependent on your income

10. House condition: 1. Type of roof _____ 2. Type of floor _____
3. Type of wall _____ 4. Type of door _____
11. In which component of PSNP are you benefiting from?
 1. Public work 2. Direct support

B. Socio economic and livelihood related questions

12. What are the sources of your income? (Multiple response are possible)
 1. Farming 3. Petty trading 5. Handicrafts
 2. Live stock raisin 4. Seasonal labor 6. Spinning
7. Other (specify) _____
13. If your income got from farming, do you own land? 1. Yes 2. No
14. If yes, what is the size of your land?
 1. Up to 0.25 ha 5. 1.26 Ha -1.50
 2. 0.26-0.5 ha 6. 1.51-1.99 ha
 3. 0.51-0.99 ha 7. 2.00-2.25 ha
 4. 1.00-1.25 ha 8. 2.26 And more
15. If you own land do you plough it? 1. Yes 2. No
16. If no, for Q-15, what are/is the reasons/reason?
 1. Due to lack of labor 6. Others (specify) _____
 2. Due to infertility of land activity
 3. Lack of fertilizer (i.e. incapacity to buy it)
 4. Lack of seed 5. Due to involvement of other alternatives

17. What do you do with the land you can't cultivate?

1. Rent it out 4. Let other people cultivate it for free
 2. Share crop it 5. Others (specify) _____
 3. Leave it uncultivated

18. If do not have land, then what is your means of survival (income)?

1. Petty trading
 2. Providing labor service
 3. Remittance from relatives
 4. Transfer from PSNP
 5. Transfer from other government programs
 6. Transfer from NGO programs
 7. Other (specify) _____

19. What are the constraints that affect your source of income?

1. Shortage of land 3. Lack of farm equipment
 2. Lack of labor 4. Lack of time
 5. Lack of inputs (fertilizer, seeds, etc) 6. Other (specify) _____

20. If do not own enough source of income, how do you overcome the deficit? (Multiple response are possible)

1. Borrowing 3. Petty trading
 2. Off-farm employment 4. Relief assistance
 5. Others (specify) _____

21. Please indicate the amount of crops you produced last year

crops	Area cultivate d (ha)	Yield (quintal)	Amount consumed(quintal)	Amount stored(quintal)	Amount stored/quintal/	Price quintal

22. For how many months does your production cover household consumption?

1. Less than Three months 3. Six to Nine months
 2. Three to Six months 4. Nine to Eleven months

23. Was your last year's food production enough for household consumption for the year? 1. Yes 2.No

24. Indicate Months of food shortage in last year

January	Feb	March	April	May	June	July	Aug	Sept.	Oct.	Nov.	Dec.

25. If no to 24, how did you cope (fill the gap)?

1. Safety net payment 5. Reduce consumption frequency
 2. Sale of HH assets 6. Consume lower quality food items
 3. Daily labor 7. Help from family members
 4. Migration 8 others (specify) _____

26. Do you have animal? 1. Yes 2. No

27. If you have animal, how many?

S.N	Type of Animals	Number owned by HH	Price/unit
1	Oxen		
2	Cow		
3	Bull		
4	Calf		
5	Goat		
6	Sheep		
7	Donkey		
8	Horse		
9	Mule		
10	Chicken		
11	Beehives		

28. What are the major sources of the cash income in the past year?

- 1. Sale of live stock
- 2. Sale of live stock products (milk, butter, etc)
- 3. Sale of agricultural produce
- 4. Sale of local drink (Areke, Tella, Borde, Keneto etc).
- 5. Casual labor
- 6. Sale of pack animals
- 7. Sales of fuel wood
- 8. Sales of vegetable
- 9. Other (Specify) _____

C. Questions related to PSNP: Involvement to the program

29. How do you selected for the PSNP?

- 1. Absence of family support/remittance from relatives
- 2. Ownership of live stock
- 3. Age of household
- 4. Female headed household
- 5. Loss of assets and in able to support themselves
- 6. Participation of other food security options
- 7. Membership in household head off-farm income
- 8. Absence of household head off-farm income
- 9. Landlessness and less productivity of land
- 10. Absence of enough food

D. Determination of types and amount of transfer

30. What form of resources did you receive from PSNP?

- 1. Cash
- 2. Food
- 3. cash and food in combination

31. Is the form of payment according to your interest?

- 1. Yes
- 2. No

32. If no. which one do you prefer?

- 1. Cash
- 2. Food
- 3. Cash and food in combination

33. If cash, why is that

- 1. Cash allows for more diverse diet than food aid
- 2. Cash is more flexible and liquid than food aid
- 3. Food aid require carrying and taking home which is tiresome
- 4. Helps to cover expense on non-food house hold needs

5. To cover for services (schooling, clinic etc).
 6. Other (specify) _____
34. If your preference is food, what are the reasons?
 a. First reason
 b. Second reason
 c. Third reason
1. Food generates more cash value in the market.
 2. Cash will be wasted while we use food sensibly.
 3. Food can be stored while cash tend to be spent immediately
 4. Problems of getting in the market for buying /eg. Elders/.
 5. It gives us more nutrition value
 6. Food is the most urgent priority in my house hold
 7. Food is essential to avoid hunger and starvation
 8. Not affected by market price.
 9. Because women has more control on food than cash
 10. Others (specify) _____
35. If the preference is a mix of food and cash, what is the reason?
 1. I want both food and non-food, which can't be met by receiving only one or the other
 2. Market prices are not favorable
 3. Others (specify) _____
36. Is the type of food transfer the one you consume at house (staple food?)
 1. Yes 2. No
37. if not, do you want a different type of grain as a transfer?
 1. Yes 2. No
38. If Yes to 36, what type of grain do you want as a transfer?
 1. Maize 2. Sorghum 3. Barleys 4. Wheat
 5. Others (specify) _____

E. Utilization of Transfer

39. If you received cash, what did you do with the money you receive from PSNP? (Multiple responses is possible)
- | | |
|---|--|
| <input type="checkbox"/> 1. Bought at staple food (grain) | <input type="checkbox"/> 8. Debt payment |
| <input type="checkbox"/> 2. Bought other food (meat) | <input type="checkbox"/> 9. Bought seeds farming |
| <input type="checkbox"/> 3. Bought groceries (salts, sugar) | <input type="checkbox"/> 10. Bought fertilizer for farming |
| <input type="checkbox"/> 4. Bought clothes | <input type="checkbox"/> 11. Paid for health costs |
| <input type="checkbox"/> 5. Gave some cash to help | <input type="checkbox"/> 12. Paid for education costs |
| <input type="checkbox"/> 6. Gave some money to others | <input type="checkbox"/> 13. Used for business |
| <input type="checkbox"/> 7. Paid taxes | 14 Paid live stock (specify) _____ |
| | 15. Social obligation (specify) _____ |
| | 16. Others (specify) _____ |
40. If you received food, what did you do with the food you received from PSNP?
1. Sold all the food for cash
 2. Sold all the food to buy other food
 3. Sold some of the food and ate the rest
 4. Gave all the food away to others who needed it more
 5. Gave some of the food as payment and ate the rest

6. Gave some of the food as away and ate the rest
 7. Ate all the food
 8. Gave it to live stock for feed
 9. Gave all the food to others as payment for something (debit)
 10. Others (specify) _____
41. What is the amount of transfer per day/person (kg/birr _____)?
42. If your payment was in cash, what was the daily payment in birr? _____
43. How do you judge the amount (payment) you received from PSNP?
 1. Fair 2. Unfair 3. Small 4. Sufficient
44. If you think it is unfair, what amount of payment do you think is fair _____
 birr/person/day and _____ kg/person/day.
45. Do you think (believe) that you will get more wage if you are employed in other non farm activities other than PWS of PSNP? (Only for PW participants)
 1. Yes 2. No
46. If yes, why do not you look for other jobs?
 1. Because in the PW I am doing in my village/community/
 2. The work in town (i.e. other than PW) does not stay for a long time
 3. The work norm is very difficult
 4. I can't get the job easily.
 5. Others (specify) _____
47. Do you think the Payments are arrived on time? 1. Yes 2.No
48. What did you do when there is late payment?
 1. Looking other alternatives (resigning from the work)
 2. Selling house hold equipments
 3. Selling domestic animals
 4. Taking credit from traditional lenders
 5. Others (specify) _____
49. Do male and female work equal hours in public work activities?
 1. Yes 2.No
50. If No, what is the difference? _____
51. Do female and male equally participate in decision making process of any kind?
 1, Yes 2.No

F. Outcomes from PSNP

52. What benefits do you think you got from PSNP? /Multiple responses are possible
1. Save life
 2. Protect asset from selling
 3. Increased income
 4. Able to buy additional assets
 5. Temporarily food security improvement
 6. Covering expenditure on heat and education
 7. Protect crop selling
 8. Increasing access to inputs and output markets
 9. Housing condition improved
 10. Clothing condition improved 11. Others (specify) _____

53. Do you think the PSNP contributed for food security in the community?

1. Yes 2. No

54. How many meals do your family eat (take/per day)? _____

1. child/children _____ 2. adult _____

55. Mention food stuffs you often eat at different meal times.

Breakfast/morning	Lunch/noon	Snack /late after noon	Dinner/Night

56. since your engagement in PSNP

Activities	Change			
	Increase Due to PSNP	Increase due to other reason	Why/how decreased	Why/how increased
A. Refrained land from rent out .			1,2,3,4,5,6,7,8,10	13,14,15
B. avoided sell of live stock to buy food.			1,2,3,4,5,6,7,8,10	13,14,15
C. Quality of food consumed per/day			1,2,3,4,5,6,7,8,10	13,14,15
D. Number of meal per day			1,2,3,4,5,6,7,8,10	13,14,15
E. Different types of food per meal			1,2,3,4,5,6,7,8,10	13,14,15
F. Children who go school			1,2,3,4,5,6,7,8,10	13,14,15
G. Number of live stock			1,2,3,4,5,6,7,8,10	13,14,15
H. House hold materials			1,2,3,4,5,6,7,8,10	13,14,15
I. Production selling for food			1,2,3,4,5,6,7,8,10	13,14,15
J. social integration			1,2,3,4,5,6,7,8,10	13,14,15
K. health care facilities			1,2,3,4,5,6,7,8,10	13,14,15

57. Is there any improvement on your housing condition after you have started to participate in PSNP?

1. Yes, b/c of PSNP 2. No, improvements

58. If yes, what kind of material made from?

1. Roof _____ 3. Door _____
2. Wall _____ 4. Floor _____

59. Is there any change in your Assets?

1. Yes 2. No

60. If yes, in which of the following Assets

I. Productive Asset

	Before PSNP (in no)	After PSNP (in No)	Why decreased	Why increased
• Sickle (Machid)			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
• Pick axe (Doma)			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
• Axe (Materepbia)			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
• Hue (Mekoticocha)			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
• Spade (Arata)			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
• Sickle (Machid)				

II. Live stock owner ship

	Before PSNP (in no)	After PSNP (in No)	Why decreased	Why increased
Oxen			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Bulls			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Cows			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Heifers			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Calves			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Sheep			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Goats			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Donkey			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Mules			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Horses			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
chic kens			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15
Others			1,2,3,4,5,6,7,8,9,10	11,12,13,14,15

III. Household Goods

	Before PSNP (in no)	After PSNP (in No)	Why decreased	Why increased
• Charcoal/wood stove			1,2,3,4,5,6,7,8,10	13,14,15
• Kerosene stove sofa			1,2,3,4,5,6,7,8,10	13,14,15
• Wood bed			1,2,3,4,5,6,7,8,10	13,14,15
• Modern chair			1,2,3,4,5,6,7,8,10	13,14,15
• Modern table			1,2,3,4,5,6,7,8,10	13,14,15
• Metal bed			1,2,3,4,5,6,7,8,10	13,14,15
• Wheel barrow			1,2,3,4,5,6,7,8,10	13,14,15
• Animal cart			1,2,3,4,5,6,7,8,10	13,14,15

Code: A –For reasons of decreased in asset ownership

1. Forced to sell the asset to buy food
2. Forced to exchange the asset for food
3. Forced to the asset to pay for education exchange.
4. Forced to sell the asset to pay for health expense
5. Forced to sell the asset to meet social obligation (eg. weeding).
6. Used the asset in social occasion (eg. Weeding gift)
7. The asset way stolen
8. Sold the asset to start income generating activities
9. Live stock died
10. Other (specify) _____

Code: B- Reason of increase in Asset ownership

11. Live stock was slaughter for food
12. Live stock reproduced
13. Bought the asset due to PSNP
14. Someone gave us this asset for free
15. Other (specify) _____

61. Have you sold any of your household assets for any purpose, after you have started to participate in PSNP? 1. Yes 2. No

62. If your answer is yes, what was your reason?

1. for weeding ceremony
2. for moral (funerals)
3. for buying food
4. for medical expense to send household members to clinic
5. for education expense (to send children to school)
6. To pay debts.
7. To buy hay (fodder)
8. To start income generating activities
9. Others (specify) _____

63. If you have never sold your asset, what factors have helped you not to do so?

1. PSNP (i.e. the income transferred from PSNP)
2. Borrowing from formal organization
3. Remittance
4. Help from informal organization

64. Are you save some money because of the benefits /income/ you are gaining from PSNP?

1. Yes 2. No
3. I have been saving even before my engagement in PSNP

65. School dropout of children

1. Decreased due to PSNP 3. Increased
2. Decreased due to other reason 4. The same

66. Is PSNP helped you to have enrolled more of your children in school? Why? /multiple response is possible/

1. I have more income for cover school expense
2. School is built in our community due to PSNP.
3. I don't need my children's labor for help as long as get help from PSNP.

4. Other (specify) _____

67. Have you able to retain your own food production to eat for your selves after PSNP than before?

1. Yes 2. No

	<u>Before PSNP</u>	<u>After PSNP</u>
68. If yes, Number of meals per day.	1, 2, 3, 4	1, 2, 3, 4
69. Types (kinds) of food per day.	1, 2, 3, 4, 5	1, 2, 3, 4, 5

70. Do you think that the resources transferred via PSNP increased your purchasing power?

1. Yes 2. No

G. Integration of PSNP with OFSP

71. Are you a beneficiary of house hold package?

1. Yes 2. No

72. If yes, when did you start to benefit from the package?

1. 1998 2. 1999 3. 2000 4. 2001 5. 2002

73. For how long have you been involved in the PSNP?

1. Two years 2. Three years 3. Four years 4. Five years

74. Do you a beneficiary of other developmental programs other than PSNP

1. Yes 2. No

75. Do you want to graduate from PSNP? If not why?

1. Yes 2. No

76. Does the PSNP encourage you to use modern inputs your level of risk is minimized by help you get from it?

1. Yes 2. No

77. If the answer is yes, is there an increase of production?

1. Yes 2. No

H. Self-Assessment

78. Do you feel for your house hold's there is less risk of famine than three years ago?

1. Yes, why 2. No, why

79. Today are they fewer households in your communities more of risk of family than others?

1. Yes, why 2. No, why

80. If yes to 76, what makes household in your community less of risk than other?

1. Saving 4. Owner of better quality of land

2. Family support 5. Participation in PSNP

3. Family of gov't employees 6. Owner of fixed asset

7. Others (specify) _____

81. How do you see your condition between now and before PSNP?

1. Better off why? 2. The same 3. Worst

I. Challenges and opportunities

82. Please identify and describe the major problems related to.

1. Mode, timing and amounts of transferred _____

2. Attitude towards graduation/to be out of food insecurity _____

3. Factors hinders the utilization of the Transfer _____

4. Issues to get house hold packages _____

83. What do you suggest to overcome the prevailing problems? _____

Check Lists for Focus Group Discussion

I/ Discussion points for men Group

- What is the status of HH food security?
- What causes food insecurity in your locality?
- What is the relation between food and livelihood diversification?
- What is the food security status of your HH?
- For how many months is your HH food insecure?
- Are there changes in availability and access over time?
- What kind of coping mechanisms did you apply?
- Does PSNP intervention was created new kinds of mechanisms?
- What criteria have been used in the selection of beneficiaries?
- What would happen to you if you were not involved in the PSNP?
- Who decided on work hours, payment amount and type and type of work?
- Is there a form of payment is according to your interest?
- Do payments or transfer arrive on time?
- How do you think the utilization of transfer of beneficiaries?
- What are the benefits of PSNP to the beneficiaries in particular and on the community in general/in terms of food security, productivity increment, asset building ,protection of asset distress, human capital development/?
- How do you compare your HH condition before and after involvement in PSNP with regards to food security, asset ownership, health, education etc
- Are you a beneficiary of other a business associated with household package and credit institutions?
- Do you think you will be able to graduate from the program? If not why?
- According to your opinion are there problems associated with the implementation of the programs?

II/ Discussion points for women group

- How do you see the participation of women compared with men in over all planning, implementing and monitoring of PSNP?
- Do you do the same work as the men? Are the working hours equal for men and female? What do you think about this?
- How do you compare your HH condition before and after your involvement in PSNP with regards to food security, asset ownership, health, education etc?
- What coping mechanisms did you practiced in time of food shortage?
- Does the works have any influence on your community and household responsibilities? (How do you reconcile your triple responsibilities)? Are there women who left the work due to special constraints?

III/ Check list focus group discussion of graduated from PSNP

1. How do you look at issues like?

- Eligible beneficiary selection criteria
- Payment related issues/timing, amount, preference/
- Impacts of PSNP to be out of food insecurity

- Attitude towards graduation
 - Challenges and opportunities of the program
2. What measures do you recommended for effective implementation of PSNP?

Check list for Key Informant Interview

I. Woreda level food security task force/government officials/

- What is your responsibility?
- How many kebeles are there in the woreda? How many are food insecure?
- What do you think the major causes of food insecurity? What livelihood activities can enable households to get out of poverty?
- When did the safety net program start in your woreda? How many beneficiary kebeles are there? How many in cash and food?
- Other than PSNP what other food security program are there in the woreda?
- How do you identify the eligible people? Do you think the procedures you are using are proper?
- How do you see the contribution of PSNP in maintaining, promoting and building individual, household and community asset? Can you site some of the changes that you have noticed?
- Are you satisfied with the type of transfer? What do you wants to see changes?
- What major problems prevail in relation with kebeles monthly report?
- What challenging factors prevail to launch projects, report statement of expenditure, site staff training of timely? What measures are taken? What lesson is learned? How do you recommend to scaling up of achievements of PSNP?
- Do you think that people graduated from PSNP have attained the status of food self-sufficient? Why?

II/Kebele Level Food Security Task Force

- Is there any problem related to targeting process? If so, why?
- What are the achievements and gaps of the program in achieving the objective of smoothing food consumption and in protecting distress of assets?
- What are the assets that are promoted at the individual household? How are people making use of those assets?
- So far are people graduating from the program? What do you think might be able to graduate?
- What measure should be taken for achievements and redressing challenge encountered in the implementation process?

Thank you!

Annex- II List of Key Informants

S.No	Name	Responsibility
1.	Tilahun Hamesso	WFSD coordinator
2.	Abera Abate	WFSD expert
3.	Philipose Yoseph	DA in Labu Koromo
4.	Fantahun Hamesso	DA in Doyo Cale
5.	Yoseph Sarmiso	Kebele Manager of Labu Koromo
6.	Dawit Wolasa	Kebele Chairman of Doyo Cale
7.	Guro Guraro	Household
8.	Lankamo Fulasa	Household
9.	Daite Kayamo	Household
10.	Ledamo Darimo	Household

