

Targeting Practice of Rural Productive Safety Net Programme:

The case of Alamura Kebele, Sidama Zone, SNNPR

By

Samuel Tegegne

A Thesis Submitted to the School of Social Work

In Partial Fulfillment of the Requirement for the Degree of Masters of Social Work

Addis Ababa University

Addis Ababa, Ethiopia

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Advisor: Mengestu Legesse (PhD)

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This is to certify that the thesis prepared by Samuel Tegegne, entitled Targeting Practice of Rural Productive Safety Net Programme: The case of Alamura Kebele, Sidama Zone, SNNPR and submitted in partial fulfillment of the requirements for the Degree of Master of Social Work complies with the regulation of the University and meets the accepted standards with respect to originality and quality.

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Declaration

I declare that Targeting Practice of Rural Productive Safety Net Programme:

The case of Alamura Kebele, Sidama Zone, SNNPR is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of reference and that the work has not been submitted before at any other institutions.

Samuel Tegegne Geberetsadik

Signature: _____

Date: _____

Place: Addis Ababa University, Ethiopia

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Acronyms

CCT	Conditional Cash Transfer
CBT	Community based targeting
CFI	Chronic Food Insecurity
CFSTF	Community Food Security Task Force
EFY	Ethiopian Fiscal Year
ETG	Transitional Government of Ethiopia
FDRE	Federal Democratic Government of Ethiopia
FFSCD	Federal Food Security Coordination Directorate
FSTF	Food Security Task Force
FSP	Food Security Programme
GT	Geographical Targeting
KAC	Kebele Appeal Committee
KFSTF	Kebele Food Security Task Force
HSNP	Hunger Safety Net Programme
PSNP	Productive Safety Net Programme
PMT	Proxy Means Test
MoA	Ministry of Agriculture
MoARD	Ministry of Agriculture & Rural Development
MoNAR	Ministry of Agriculture and Natural Resources
SNNPR	Southern Nations, Nationalities and People Regional State
WFSTF	Woreda Food Security Task Force

Abstract

The goal of this study was to explore how safety net program targets the poorest households, how the beneficiary perceives safety net targeting and how they formulate strategies to find solution. To conduct this research and attain the objectives set, a qualitative descriptive research design, and case study research strategy were used. Data is collected from multiple sources to draw the complete picture of safety net targeting. The primary data were collected from key informant interviews and focus group discussions, whereas secondary data was collected from review of related literature and documents. Accordingly, 25 key informant interviews & 3 FGDs each consisting of 7, 10 & 11 participants were conducted. The key individual interview participants were purposively selected from safety net beneficiaries of the sampled *kebele*, and the FGDs participants were reached based on their knowledge of operation of safety net program. The study found that though safety net transfer is reaching most of the food insecure households (the poorest) due to targeting error, allocation of quota, approach of family cap, nepotism/ social networking and family bondage, there are still many poor households which need the support of safety net program that are not covered by the program. Inclusion of unqualified households that did not satisfy the targeting criteria and exclusion of the poorest households from safety net has affected safety net targeting and sound fund utilizations. The findings shown inefficient participation of the beneficiaries in the process of targeting and *Kebele* Appeal Committee which was expected to undertake appeal management did not functional at a *Kebele* level. The study also presents social work implications on the areas of policy/program, practice, education and research. In addition, further research suggestion is provided.

Key terms: safety net, targeting, retargeting, full family targeting, family cap and resource dilution.

CHAPTER ONE: INTRODUCTION

1.1 Back Ground of the Study

The Government of Ethiopia (GoE) launched Productive Safety Net Program (PSNP) in February 2005 to support people living in most chronically food insecure *Woredas*. The objective of the PSNP was to provide transfers to the food insecure population in chronically food insecure *Woredas* in a way that prevents asset depletion at the household level and creates or restores assets at the community level (Ministry of Agriculture & Rural Development [MoARD], 2006).

The PSNP is implemented by the government of Ethiopia, and jointly funded by the government and development partners. The programme provides cash or food resources to chronically food insecure rural households in 7 regions, namely *Afar, Tigrai, Amhara, Oromia, Southern Nation Nationalities and Peoples, Somali, Harari & DierDawa City Administration*. Households with able bodied adults work on community planned public works (PW) in exchange for their cash or food transfer whereas labor poor constrained households receive unconditional transfers, a component known as permanent direct support (PDS). The PSNP also provides livelihoods support in the form of skill training, business planning, credit facilitation, and employment linkages. The PSNP also aims to develop a scalable safety net so that in times of crisis or shock, the programme has the flexibility to provide extended support to existing clients and include additional households as temporary clients (Ministry of Agriculture [MoA], 2010). According to Federal Food Security Coordinating Directorate of Ministry of Agriculture, the total number of beneficiary is 7,997,218 of which 1,127, 114 permanent direct support and 6,870,104 public works beneficiaries (MoA, 2017).

The PSNP is now in its fourth phase, the first phase of PSNP (Phase-1) covers the period from January 2005 to December 2006 and delivered transfers to 4.84 million food insecure people. This phase was focused on transition from emergency relief to a productive and development-oriented safety net. During this period essential elements of the new productive safety net program was established. The second phase is from January 2006 to December 2009 and this phase exhibited significant expansion and some important improvements in program design and implementation and the PSNP scaled up significantly to cover 7.57 million people. The third phase is from January 2010 to December 2014, the phase further strengthen the implementation of PSNP to achieve the objectives in all programme areas and maximize linkages with other elements of the Food Security Programme (FSP) to promote graduation from food insecurity. In this phase, PSNP scaled up to cover 8.3 million chronically food insecure households of which households from Pastoral regions, Somali & Afar food insecure *Woredas* were included. The current phase (Phase-4) built on the successes and lessons learned from the past three phases of PSNP implementation, the GoE and Development Partners designed a new generation of the program called PSNP-4 and launched it in Jan 2015 (MoA, 2015).

Although the program is financed by the government of Ethiopia and international donor partners, it is managed and coordinated by the government of Ethiopia. Ministry of Agriculture is responsible for the physical activity implementation of the program whereas the Ministry of Finance administer the financial management.

Theoretically, the Federal and Regional governments and the donor partners want to ensure that programmer's benefits should reach to the right beneficiaries that were identified as the poorest of the poor (chronically food insecure households). This could only happen if the targeting process is effectively functioning, but this might not happen if the targeting is not made

as per its design. Common sense and evidence shown that, one of the problems that affect the screening process of beneficiaries is to identify households without reliable data and lack of implementing the right targeting approach (Muhamad, 2012). Using unreliable information and exercising irrelevant targeting practices leads to identify eligible households and can result the diversion of scarce resource to better off households. To address this kind of issues and guide the targeting practice of the programme a targeting and screening procedures manual is circulated to all implementers aiming to sort out the right households who are eligible to the programme (MoA, 2010).

The main focus of this study was, therefore, to explore how safety net program targets the poorest households and how the beneficiary perceives the targeting process. The study attempts to elaborate factors that contribute to errors or problems of targeting and assess the perception of the beneficiaries specifically on the fairness of targeting. In this case, the study explored targeting practice and method of selection of chronically food insecure (the poorest) households.

1.2 Statement of the Problem

Although Ethiopia is receiving aid for long time from international donors, the targeting practice has not received enough attention by policy makers and researchers until few past years (Jayne, et.al, 2000, p.11). At the end of 1990s, concerns about aid dependency were arisen, coupled with a demand for greater accountability over its use. This triggered the interest of researchers and policy makers around targeting. From this policy need a first stream of literature, concentrating on assessing targeting efficiency in terms of errors of inclusion and exclusion, was developed (Sharp, 1997).

Currently, there is a practice of resource based targeting system in the country; these are emergency food aid targeting and PSNP beneficiary targeting. The targeting practice of emergency aid is made when the need is aroused, whereas, PSNP targeting is conducted periodically to identify program beneficiaries. Households satisfying targeting criteria are screened to receive transfer from the program benefit. To select these end users, intensive targeting is carried out during the inception of each phase of PSNP. Slight and periodic retargeting also performed during the annual planning period. In the course of time, households that are wrongly included are removed and those are wrongly excluded from the program are also included. Thus, the aim of targeting and retargeting is to select eligible beneficiaries (MoA, 2010).

According to Sharp (2006), the targeting design of the PSNP builds on decades of Ethiopian experience in targeting emergency aid and public works Programme and on several years of multi-agency work to develop and disseminate guidelines for the implementation of “administrative–community” targeting.

In the targeting process the role of the government and the community is vital in selecting eligible beneficiaries that satisfy the criteria of targeting. However, due to lack of sufficient and unorganized data and limited awareness of the program specifically at a lower level the quality of targeting is challenged (Sharp, 2006). It is in such a way that the program fails to capture the poorest households to be included as a beneficiary. On the other hand, this situation can open room for better off households to be wrongly included in the program beneficiary list. Such practices not only affect the objective of the program but also become source of conflict among the community members.

Evidences showed that the task of targeting and retargeting is complex and it is not simple as picking fruit from the bottom of a tree. According to the World Bank (2007), one of the core challenges to poverty reduction is to ensure that investments effectively reach their intended target group. The credibility and effectiveness of development efforts is undermined when resources fail to reach those most in need. To address this, programs are increasingly being required to show their results, including whether poor communities and households actually benefited.

Poor program targeting generates negative impact on program performance and this condition not only affect the utilizations of scarce resources allocated for the implementation of the program but also leave behind vulnerable groups that could be benefited from the intervention. On top of this proper planning and functioning of the targeting processes has a lot to do; it helps to reach the neediest people and enables to maximize the utilizations of the resources appropriately to meet the envisioned purposes. A failure to do this is a risk and can also create a room in affecting the objective of the program. That is why ensuring effective targeting practice is the concern of the Government, Donor partners and the society. In order to

respond such kinds of quest there should be a kind of assessment and studies to be carried out on timely basis to gauge how the program targeting is functioning.

Although some studies are conducted on productive safety net program, fewer made on beneficiary targeting. This shows that the focus given to study on the practice of Productive Safety Net Programme targeting is inadequate and lacks the current knowledge of targeting exercise implemented at the community level.

According to Muhamad (2012), a research conducted on PSNP targeting in pastoral *Woreda* of Somali region, he found that full family targeting was not made due to this problem beneficiaries were forced to share their food to non-beneficiary (to their family and relatives). Although sharing of food item and other resources is a kind of social support among the pastoral community, this practice has negatively affected the beneficiaries of safety net program by reducing their food consumption rate.

The targeting error of “dilution” which is the spreading and sharing of resources among a larger number of beneficiaries than the budget reduces the amount received by each beneficiary. If there is a high degree of dilution, the impact of the assistance received at household level may be very weak. Dilution is a common tendency in community-managed targeting systems, and has been a widespread feature of past relief distributions in Ethiopia (Sharp 1997).

Muhamad (2012) also found that, lack of reliable data specifically at a lower level has contributed for poor identification of eligible beneficiaries which indirectly affected the attainment of objective of the Program. Since this research is made with in the context of pastoral community (low land area), the likelihood of the study to reflect the situation of high land regions like *Alamura kebele* of *Sidama zone* is not understood.

The project implementation manual states that clients (beneficiaries) are selected through community-based targeting, with an effective appeal mechanism to address inclusion or exclusion errors. The client list is verified through public meetings during which it is read aloud and discussed. The final client list is also posted in public locations (MoA, 2010). However, it is not known how these issues are implemented at the required level on the ground.

Studies made on PSNP are focused on the impact of cash and food transfer in improving the food security and livelihood situation of PSNP beneficiaries. For instance, the research conducted on the contribution of Productive Safety Net Program for food security of the rural households shown that PSNP was helping beneficiaries for consumption smoothing, asset accumulation, and development of the local community (Driba, Kerim and, Kedir, 2017). However, issues associated with targeting such as how PSNP screen the poorest households, fairness of targeting, transparency of targeting, functionality of the appeal mechanism in resolving complaints and the effectiveness of the targeting practice in reaching the poorest households are not adequately covered in this type of research. Thus, this research is attempted to explore the current practice of safety net targeting, to provide recommendation and to avail information generated through the study for future research.

1.3 Objective of the Study

1.3.1 General Research Objective

The general objective of the study was to explore the effectiveness of the targeting practice of Productive Safety Net Programme in screening chronically food insecure rural households (the poorest households) to be included (in the study site) in the program beneficiary list as a case.

1.3.2 Specific Research Objectives

The Specific objectives of the study were the following:

- To assess how PSNP selects the poorest households in Alamura Kebele of Sidama Zone.
- To explore the perception of the beneficiaries at about the targeting in Alamura Kebele of Sidama Zone.
- To assess how beneficiaries are presenting their grievances in Alamura Kebele of Sidama Zone.

1.4 Research Questions

To ensure the general and specific research objectives of the study are met and to obtain the picture of the targeting practice of safety net program, the study raised the following research questions.

- 1.4.1 How PSNP cash and food transfers targeted the poorest households?
- 1.4.2 How do the beneficiaries perceive the targeting process?
- 1.4.3 How do the beneficiaries express their complaints and how are their complaint setting solutions?

1.4 Significance of the Study

The result of the study is vital in providing information regarding the current practice of safety net program targeting of the study area. Specifically, the local level decision makers are benefited a lot from this research; in understanding the gaps that are identified by this research and it also help them to take corrective action based on the recommendation forwarded by this study. In addition, the result of the study also provides data and information for further study.

1.5 Scope of the Study

Even though the research questions were imperative and applicable to most areas of safety net implementing regions and woredas; the study is geographically confined to *Alamura kebele of Sidama zone*, SNNP region. Even if there are many issues to be studied in relation to safety net program; this study aimed to understand the aspects of safety net targeting in one kebele. Hence, the findings may not be generalizable and comprehensive to cover all areas.

1.6 Definitions of terms

Targeting: Is the actual identification of target households by the Community Food Security Task Force and the verification of the client list by a public meeting in which the entire PSNP client list is read out and discussed (Ministry of Agriculture, 2010).

Full Family Targeting: If a household is identified as being chronically food insecure and eligible for the PSNP, all household members will be listed as clients of the programme.

PSNP Beneficiary: The clients of the PSNP are the food insecure populations living in chronically food insecure Woredas. The vast majority of PSNP clients are resource poor male

and female headed households who fail to produce or purchase enough food even in times of normal crop production season/rains (Ministry of Agriculture, 2010).

Chronically food insecure rural households: Households that are regularly unable to produce or purchase enough food to meet their food needs, even during times of normal rain, are considered chronically food insecure (Ministry of Agriculture, 2010).

Safety Net: something that provides security against misfortune or difficulty. The PSNP provides a safety net (cash or food, according to the preference of the beneficiaries) for people who have food gaps (Ministry of Agriculture, 2010).

Graduation: is the exit of the beneficiary from the program when the clients have achieved the required food security status to graduate.

Self-graduation; this is occur when a household voluntarily withdraws from the PSNP.

Effectiveness: is the capability of producing a desired result or the ability to produce desired output. When something is deemed effective, it means it has an intended or expected outcome, or produces a deep, vivid impression.

Woreda: A woreda is an administrative division that is managed by a local government; it is equivalent to a district with an average population of 100,000. Woredas are composed of a number of kebele, or neighborhood associations.

Kebele: is part of a woreda and is the lowest level of government administration which is equivalent to a ward or neighborhood.

1.7 Organization of the Paper

This paper is organized into six chapters. The introductory part of the research is presented in chapter one. Following it, the relevant literatures are reviewed in detail and presented in chapter two. Chapter three presents the research method, Chapter four depicts the data presentation, and Chapter five provides discussion of the findings of the paper. Finally, chapter six presents conclusion and social work implication.

CHAPTER TWO: LITERATURE REVIEW

In this section, related literature and documents are reviewed and categorized into five parts. The first part of the literature discusses the history of Social Safety Net Programme. The second part provides insight about the importance of targeting in social safety net programme. The remaining sections discuss about targeting methods in social safety net programme, targeting of Hunger Safety Net Programme and food aid targeting in Ethiopia respectively.

2.1 The history of social safety net programme

Although the history of mankind tells us about care and provision of some useful resource to needy people is exercised many years back in the form of unorganized manner, the implementation of social safety net in organized manner goes to the 1980s. Governments attempt to implement a social safety net programme to meet the needy segments of the population that are lacking basic needs like food, shelter and the like.

Accordingly, social safety nets programme have been developed since the 1980s as a way of increasing the resilience of the most vulnerable households and have mainly been conducted in Latin America (Coady et al. 2004).

In Africa, these schemes have been less developed because of the high level of vulnerability, hard-to-manage logistics, and lack of infrastructures, limited administrative resources and low involvement of politics (Adato et al. 2004). Nevertheless some cash transfer programme showed substantial impact on food security over the last few years e.g. the case of Malawi (Miller, Tsoka and Reichet, 2010).

2.2 Importance of targeting in social safety net programme

The purpose of targeting is to meet the needs of the most vulnerable, while providing aid efficiently and in a way that minimizes dependency. Targeting is required and is used by a variety of social safety net programs to deliver the program to the intended population group. Targeting involves 1) defining the target population, 2) establishing the targeting goal, 3) assessing whether individuals are members of target population, and 4) developing approaches to cover those identified as members of the target population in the service delivery system (Lee, Frongillo & Olson, 2005).

The rationale for targeting is to distribute income fairly to the public and to ensure that individuals or households at lower level that are affected by external forces receive the sole transfer than the upper end (the better off) (Subbaro et.al , 1997). To maximize the welfare effect of transfer in terms of cash, and /or kinds would be received by the eligible beneficiaries that are screened as per the design/criteria.

To this end identifying and ensuring that the destitute are the primary recipients of benefits is a considerable challenge facing governments throughout the world. When targeting transfers, the goal is to develop progressive schemes, where the benefits reach the poorest households (Miller, et. al, 2010). However, some systems are regressive, and a higher proportion of benefits reach the less poor or non-poor, than reach the poorest households (Lindert et al., 2007).

2.3 Targeting methods in social safety net programme

The process of targeting describes a range of mechanisms to identify households or individuals who are defined as eligible for resource transfers and concurrently screening out those who are defined as ineligible from the beneficiary list of the service (Rachel, Alex & Stephen, 2015).

There are six type of targeting methods: (1) means testing(based on income), (2) proxy means testing(based on some indicator of poverty), (3) community-based targeting(based on local knowledge of poverty), (4) geographical targeting (it is based on location), (5) demographic targeting(based on some characteristic such as age, gender, or orphan hood) and (6) self-targeting(where the transfer is available to all who apply), (Coady et al ,2004).

Theoretically, these methods are broadly classified in to two main parts: Individual / Household Assessment method and Categorical Targeting method, (Farrington et al, 2007).

The Individual/Household Assessment involves direct assessment; it determines eligibility of applicant by assessing household by household or individual by individual, so that the applicant is eligible for the programme. This type of targeting method is considered as the most laborious targeting methods, and it includes simple means, proxy means tests and community based targeting. In the case of Simple means, the social workers and other professional, on the basis of house hold visit they use simple proxy such as housing quality, food stock and the like to categorize individuals under this category. With regard to Proxy means tests (PMT), these generate a score for applicant households based on fairly easy to observe characteristics such as the location and quality of the dwelling, ownership of durable goods, demographic structure of the household, and the education and, possibly, occupations of adult members. The indicators used in calculating this score and their weights are derived from

statistical analysis (usually regression analysis or principal components) of data from detailed household surveys.

The PMT is defined as a method to compute a vulnerability score based on fairly easy to observe characteristics for each applicant household (World Bank [WB], 2011). It has been used since the early 1980s, first for health insurance programs then in other fields. However, effectiveness and implementation process of this kind of targeting are still rarely analyzed and there is a lack of comprehensive evaluation in the literature (Coady et al. 2004).

Categorical targeting methods involve the definition of categories like age (e.g. students who are receiving school feeding program and elderly people who are receiving social safety net) to identify eligible beneficiaries and it involves defining eligibility in terms of individual or household characteristics that are fairly easy to observe, hard to falsify, and correlated with poverty.

Community based-targeting uses a group of community members or a community leader to decide who in the community should benefit. In this case officials and a group of local leaders may determine entry for program. A group of village elders may determine who receives grain provided for drought relief, or special committees composed of community members or a mix of community members and local officials may be specially formed to determine eligibility for a program. The idea is that local knowledge of families' living conditions may provide more accurate criteria, more rapidly, more cheaply, and with fewer demands on human capacity than means tests conducted by a government social worker or a proxy means test.

Study found out that, Community Based Targeting has allegedly better information, and local definitions of deprivation may be more adaptable to local conditions and culture.

Furthermore, it is usually associated to lower costs of administration, and higher levels of satisfaction and accountability. One pitfall in a community-based approach is that there may be biases in the selection of community members who identify beneficiaries. In turn, these community members will favor close relatives rather than the poorest households (Alatas et al., 2012).

Beneficiaries are also targeted based on the area they live. In this case, households are simply selected according to the area they live (WB, 2011). Geographical targeting is one of the most common methods of targeting widely used in social fund and community-driven programs. This kind of targeting has several advantages. It is relatively low cost and administratively simple, particularly when using an existing poverty map. Geographical targeting also has some drawbacks, lack reliable and timely data affect the result of geographical targeting (Domelen, 2007).

In Self-targeting individuals self-identify as poor and then are subject to verification. It is increasingly being used in the developing world, but in low income countries the possibility of applying this method is not fair and appropriate (Nichols and Zeckhauser, 1982).

2.4 Targeting of Hunger Safety Net Programme

The government of Kenya has implemented Hunger Safety Net Programme (HSNP) in 2009 to provide food for pastoralist community who has a significant food shortage. Accordingly, HSNP use categorical targeting methods which includes dependency ratio (DR, the ratio of working individuals per dependent household members) and older persons above the age of 55 and the community based targeting (CBT) to target the extreme poor. The programme defines dependency ratio the number of individuals that are not working or labor poor (whose

age is under 18 or over 55 years), chronically ill or disabled to the proportion of total household size. Households with high dependency ratios living in designated sub-locations are eligible to receive assistance from the HSNP (Merttens et al., 2013).

It is assumed that, a household with many dependent will be labor poor; if there is insufficient working force in the family they can't earn adequate income that enables them to afford food consumption. Even though the HSNP exercise DR to screen beneficiaries, evidence shown that targeting based on dependency ratios have several limitations. In the first place it is practically difficult to categorize or to establish the right age, the scale of disability and health status of every household. Secondly, this assumption is not work as required because in the context of pastoralist community child labor plays significance role in the household income like herding the households' livestock (Merttens et al., 2013).

To receive non conditional transfer, according to Categorical targeting by age, all individuals 55 years and above must be present at the time of registration in the designated CTA sub location during the date of registration and these are the only eligible beneficiaries that have the right to receive a non-contributory 'social pension'. Since the pastoralist is mobile in search of forage and water for their cattle, the probability of missing the registration date could be high. In this case, the programme will exclude needy population while implementing the targeting process.

On other side of the coin, targeting of older person is simple to apply because age is single and easily verifiable characteristic. On contrary, this will be problematic if the individual do not have correct and reliable birth certificate that shows his age. For example, study found that few older persons in northern Kenya have birth certificates or accurate national identity cards which make the targeting process difficult (Fred et al., 2013).

Even though providing support to older person is widely accepted, in the contexts of the pastoralist old age is associated with power and wealth. Thus rationale for giving older person without having adequate information regarding their status of wealth makes the cash transfer questionable. Even if old age is associated with poverty, making this a robust proxy indicator, but cross country evidence reveals that social pensions are relatively inaccurate in targeting poor individuals. Study found that targeting older persons was the second worst mechanism in terms of reaching the poor, (Coady et al., 2004).

The second targeting method of HPSNP is Community Based Targeting (CBT), this is the dominant targeting instrument for programs such as food aid, the rationale being that communities themselves are best placed to identify their poorest members.

In HSNP, communities are going to select households they considered most in need of assistance. This is because the programme aims to address extreme poverty rather than addressing emergency case of food shortage, a fixed quota is allocated for each community and 50 % of the community household is included in the programme.

In the CBT targeting, community members is involved to identify the least poor (by ranking from the most poor) by the facilitation of the programme staffs, households usually registered and the data entered from the registration form to the management information system. The list of beneficiaries is printed out to be subjected for validation by the community, and then a proportional quota is applied to each sub-location's ranked list of households. Once the beneficiaries are verified by the community they are enrolled into the programme.

Study found that limitation of community based targeting, since the community household data was often inaccurate and because of extreme poverty levels may vary substantially between sub-locations, the standardized quota almost certainly overestimated the

actual poverty rate (inclusion error) in some sub-locations and under-estimated it (exclusion error) in others. Problems of consistency in target group identification across communities are a generic problem with CBT (Conning & Kevane, 2001).

2.5 Food aid targeting in Ethiopia

2.5.1 Emergency food assistance targeting

Targeting is ensuring that assistance reaches the right people, in the right kind and quantity, and at the right time and place and it is at the heart of any disaster response operation. Similarly, targeting in emergency situations is an inherently challenging process which raises a common set of problems and dilemmas across diverse contexts, both within Ethiopia and in other countries. A targeting system does not operate mechanically: it requires constant feedback, judgment and accountability (Ministry of Agriculture [MoA], 2011).

Food aid in Ethiopia has historically taken in the form free distribution which is also said as “emergency” or “relief” distribution, and food for work, sometimes called as “development” food aid. Free Distribution programs distribute cereals and cooking oil directly to the households. Allocation of food is made in two stages, federal authorities allocates to *Weredas* and then from *Wereda* authorities to households. The administrative mechanisms used at each level are distinct (Sharp, 1997).

In this regard the *Wereda* officials are responsible to determine the number of households that are “in need” within each *Wereda*. According to the Government’s National Policy for Disaster Prevention and Management (Transitional Government of Ethiopia [ETG], 1993), local-level responsibility for selecting food aid beneficiaries lies with the *Wereda* administration; the

beneficiaries are selected by local leaders at *Kebele* level to be approved by *Woreda* officials.

The rural *Kebeles* are urged to use a set of selection criteria to determine which households are eligible, the criteria includes livestock ownership, grain production, assets, income, and household size (Sharp, 1997) community representatives at the Peasant Association level.

The food aid policy of the country states that no able-bodied person should receive food aid without working on a community development project in return. This is complemented by targeted free food aid for those who cannot work. This is for the purpose of expanding work based food aid to the point where it accounts for 80% of all distributions (World Food Program [WFP], 1995).

According to sharp, food for work programs have operated under widely differing rules. In some cases self-targeting has been used; by which households decide whether to send members to work at the offered food wage. Typically a given project pays a constant daily food wage, not differentiating by the human capital of workers (Sharp, 1997).

Study found that, in the past the wage rate is a bit higher than the local market (Webb, Braun and Yohannes, 1992), which should result in much less income targeting than in a low wage regime. The rationale for providing in-kind wages to be higher than local wage rates is that poverty is endemic in many rural areas, so that targeting is implicitly not needed, plus a concern that a "livable" wage be paid. However, programs in other areas have targeted Food for Work opportunities more narrowly to specific types of households. In these schemes, a local community group chooses households who will be eligible for participation based on some underlying criteria, like land size, number of livestock owned, and the ownership of other asset

(Sharp 1997) , but this is not working currently because of the availability of surplus labor and population growth in the rural area.

2.5.2 PSNP targeting

The targeting design of the PSNP builds on decades of Ethiopian experience in targeting emergency aid and public works programmes, and on several years of multi-agency work to develop and disseminate guidelines for the implementation of “administrative–community” (Sharp,et.al. 2006).

Targeting under the PSNP is a combined administrative and community targeting approach. The administrative elements include the provision of a PSNP client allocation (the number of clients which can be targeted in a specific region, *Woreda*, *Kebele* etc.), input into the key targeting criteria used within a locality, oversight of the accuracy and transparency of the targeting system. The key community elements of the approach include the actual identification of target households by the Community Food Security Task Force and the verification of the client list by a public meeting in which the entire safety net client list is read out and discussed. It also use geographically on those regions and *Woredas* that had received food aid for the previous three years or longer as a proxy for chronic food insecurity (MoA, 2010).

Given the objective of alleviating chronic food insecurity, household-level targeting for the PSNP initially focused on selecting households that had been persistent recipients of emergency food aid. However, communities were given substantial discretion to modify this approach and to update their lists of food insecure households annually based on local criteria. This allowed for a flexible community-based targeting strategy that takes advantage of local knowledge of households’ circumstances to identify the neediest households. A risk of this

approach is that it allows room for some local interest groups to exert undue influence on the targeting process (Gillian, Kumar, Hoddinot & Tafesse., 2013).

As set out in the Program Implementation Manual (PIM, 2010), four bodies take part in the process of selecting household beneficiaries, with responsibilities at different points in the formation of targeting criteria and the selection of beneficiaries. These are the *Woreda* Food Security Task Force (WFSTF), the *Kebele* Council, the *Kebele* Food Security Task Force (KFSTF), and the Community Food Security Task Force (CFSTF). The WFSTF is responsible for adapting the national guidelines on criteria for beneficiary selection to make them relevant to the *Woreda* and for training the KFSTF. The KFSTF is responsible for establishing a CFSTF in each village and familiarizing it with the approach to beneficiary selection. The *Kebele* Council is primarily responsible for hearing and resolving complaints. The CFSTF is responsible for screening households for program eligibility and for developing the lists of beneficiaries.

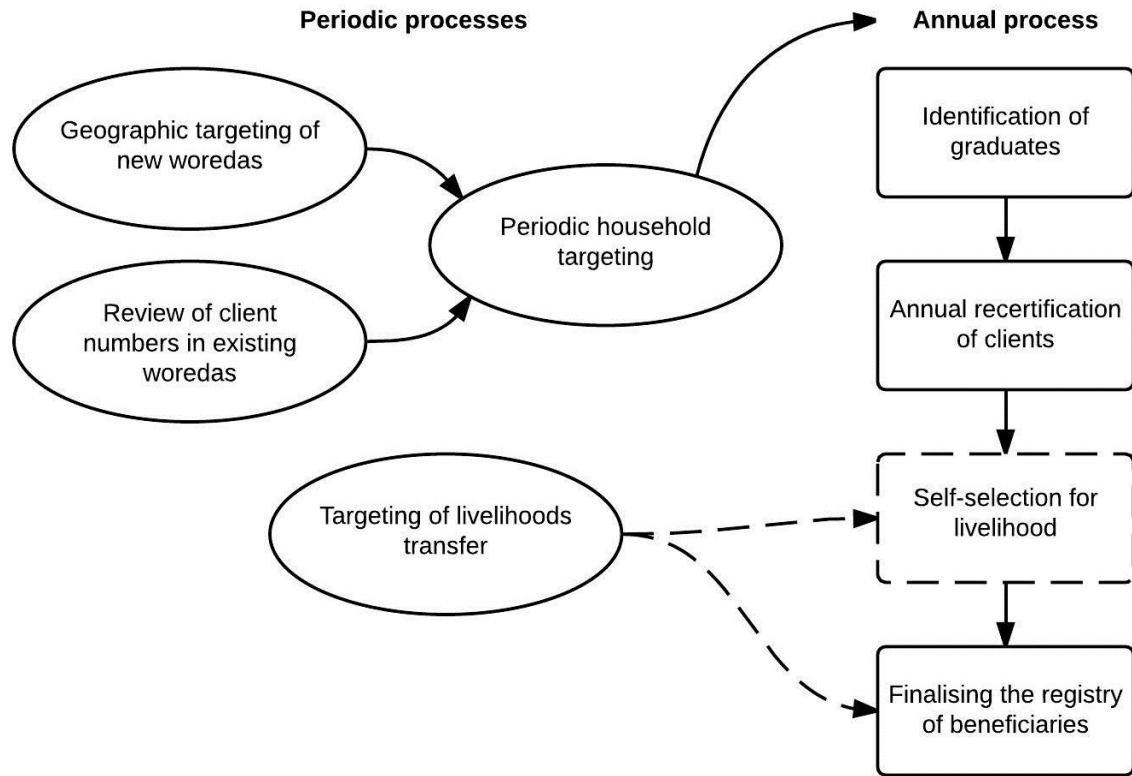
The PIM also states that beneficiary households should consist of members of the community who are chronically food insecure, that is, households that have faced continual food shortages (usually a food gap of three months or more) in the past three years. Also included are households, who suddenly became more food insecure as a result of a severe loss of assets and are unable to support themselves, as well as any household without family support or other means of social protection and support.

Having made the initial selection based on the basic criteria, the CFSTF was to examine the following characteristics so as to verify and refine the selection of eligible households: household assets (landholdings, quality of land, food stocks on hand, and so on), income from nonagricultural activities and from alternative sources of employment, and support or

remittances from relatives or other community members. Within these guidelines the WFSTF and KFSTF were responsible for refining the criteria to be used for selection of beneficiary households. Starting with a list of past food aid beneficiaries, the CFSTF would then update the beneficiary list based on the refined beneficiary selection criteria. For this the CFSTF would estimate the current annual number of months of unmet food needs (the food gap) for each household, taking into account family size and composition and expected household food production. This process would be repeated annually to respond to changes in household food security status.

Food insecure population living in PSNP *Woredas* will have chance to be designated as PSNP clients. The vast majority of PSNP clients are expected to be resource poor male and female headed households who fail to produce or purchase enough food even in times of normal crop production season. Households with these characteristics are considered chronically food insecure, due to entry and exit from the Programme the number of clients will vary from year to year. The program entry is through targeting process and the exit is by graduation. To ensure that the correct people are included in the Programme at all times the PSNP makes regular adjustments to its client list.

Process for Program Entry and Exit-PSNP-IV



Source: Ministry of Agriculture, 2015

This model is adopted from PSNP4 Implementation Manual (MoA, 2016), and the flow chart for targeting provides an overview of the key processes involved in programme entry and exit. The key processes take place both periodically (every three to five years) and annually. As indicated above the program entry is targeting of eligible beneficiaries to receive cash or food transfer and exist is achieved through graduation. Those households who meet the graduation threshold will graduate from the program.

According to the above flow chart, new *Woredas* with recurrent emergency case load and the number of beneficiaries are identified jointly by federal and regional implementing entities for inclusion in to the programme (periodically). The selection of *Woredas* and *Kebeles* is

performed by Geographic targeting and these areas are selected based on the prevalence of chronic food insecurity.

Woredas previously included in the programme will continue to be covered by the PSNP. Within these *Woredas*, new households will be accepted for inclusion in the programme if they have received emergency relief assistance for the last three years.

A full retargeting of safety net client households should take place every three to five years. This full retargeting will provide a greater opportunity to correct any inclusion and exclusion errors than is possible by an annual recertification exercise. Triggers for a targeting or re-targeting exercise include: Inclusion of a new area into the Safety Net Programme, significant changes to client numbers in existing *Woredas* and identification of significant inclusion and exclusion error through periodic spot-checks.

The Annual Programme Entry and Exit process involves the identification of potential programme graduates, the recertification of programme clients of the permanent direct support and public works components, and the targeting of the livelihoods component. As part of the annual recertification process, the PSNP assesses whether or not any clients have achieved the required food security status to graduate. Self-graduation may also occur when a household voluntarily withdraws from the PSNP. This may occur if households determine that their time and labour are better used engaging in non-programme income generation activities than in public works activities. However, self-graduation must occur on a completely voluntary basis and not due to urging on any level from programme officials. Households that graduate from the PSNP remain in the PSNP for a year from the date at which they were notified that they have been selected for graduation.

The CFSTF will prioritize the poorest PSNP client households (using wealth ranking techniques), female-headed households, households with landless youth, and others for whom credit is not an option. Through this approach, the CFSTF will identify those in the community who should receive the livelihoods transfer. Clients who believe they have been unfairly excluded from eligibility for a livelihoods transfer may bring their complaint to the *Kebele* Appeals Committee.

Households that are benefiting from either the permanent direct support or the public works and temporary direct support component and are deemed by the community as being in need of additional support before being able to embark on livelihood investments. Once the targeting process has been completed, and the participant list approved by the WFSTF (and after subsequent approval from regional and federal levels), all PSNP clients will be issued with a Client Card. The use of the Client Cards reduces the risk of rotation of households on and off the programme. It also improves the security of the transfer mechanism by ensuring clients' attendance during payments. This is because each client must present their card if they are to receive their payment; without presenting their card they will not receive payment.

Households working on public works projects were found to be those at the extremes of the income distribution. These errors of inclusion were mostly due to the lack of employment opportunities which induced better-off households, often endowed with labor abundant supply, to participate into public works for additional income revenues. Furthermore, anecdotal evidence reports that public works were generally regarded as part-time work, which could be combined with farming and other local income strategies making. The additional feature rather than the alternative of public works to these activities make the conceptualization of market-based self-targeting not fully relevant in this context.

According to Kibebew (2014), some food insecure households were not included to food security program although they were qualifying the selecting criteria. According to him, 75 % of the foods insecure households were not included, while 8 % of the foods secure and 10 % of the food insecure without hunger households was participated in PSNP program. Likewise, evidence also shows that female-headed households and old age households were included in PSNP regardless of their needs (Sharp, et al, 2006).

One of the principles of PSNP is fair and transparent client selection. The Project Implementation manual states that clients are selected through community-based targeting, with an effective appeal mechanism to address inclusion or exclusion errors. The client list is verified through public meetings during which it is read aloud and discussed. The final client list is also posted in public locations (MoA, 2010).

The world World Bank report (2011) recommends to consider local context while implementing targeting, because there is no ‘one size fits all’ targeting strategy and the best targeting mechanism will reflect the local context, including institutional framework, information availability, and degree of inequality, governance factors, and the demographic profile, including presence of ethnic minorities. Design of a targeting mechanism should be explicitly linked to a program’s objectives. In addition to this, regardless how well the targeting process is applied the effectiveness of the programme implementation, which relies on administrative capacities of the implementers, is a key factor in determining targeting performance (Coady et al. 2004).

2.6 Targeting Performance

Targeting performance is the ability of the programme to reach the poor, that is, to what extent the coverage and concentration indices show a pro-poor relative to a distribution neutral pattern. The effectiveness of safety net programs largely rests upon the targeting process used to identify the most vulnerable households (Hou and Chao 2011). The overall aim of targeting is to capture individuals or households that are deemed to be the most in need of cash or specific commodities or services. The rationale behind this is due to the fact that resource is limited and not everybody can be served from the programme delivery (Fortin, et al., 2015).

Most social transfer programs attempt to transfer resources to the poorest members of a population. So the measure of a targeting mechanism's effectiveness is how accurately it identifies poor people. Targeted social transfer programs are susceptible to two types of errors: (i) inclusion error can be quantified as the proportion of a program's beneficiaries who receive transfers despite not being poor; and (ii) exclusion error can be quantified as the proportion of people in poverty who are omitted from a social transfer programme (Cornia & Stewart, 1993). Errors of inclusion and exclusion can arise at the design stage and/or during implementation.

2.6.1 Targeting Errors by Design

A common design challenge is a binding budget constraint that means that a programme cannot reach all poor households, so either a quota is applied or the intervention is restricted to a geographical area, such as a district (in effect, 'geographic targeting' becomes the first level of targeting). This 'exclusion by design' is not, strictly speaking, a mistake, but rather planned 'under-coverage'. Similarly, geographic targeting will inevitably reach some non-poor beneficiaries, but this source of 'leakage by design' is intrinsic to the selection of this targeting mechanism; it is not a mistake made by programme administrators. Design errors will also arise

where proxy measures are used to identify poor households or where targeting criteria are selected with no explicit link to objectively quantifiable poverty measures, such as consumption, income or assets. For instance, even though it is well known that old age is not a perfect proxy for poverty, targeting may be performed on the basis of old age for logistical, social or political considerations. Even though some older persons will not be poor, this ‘inclusion by design’ is balanced by the fact that many older persons are poor and will, therefore, be reached by the programme.

2.6.2 Targeting Errors in Implementation

Inclusion errors in implementation can occur for numerous reasons. Behavioral incentives for applicants to misrepresent their true status in order to satisfy the eligibility criteria, by claiming to be poor when they are not is one example. (Pritchett 2005) and others suggest targeting on ‘observable’ characteristics to minimize this problem. Poor design choices can also lead to errors in implementation, such as choosing inaccurate proxy variables or difficulties in verifying the actual values of proxies (Kidd & Wylde, 2011). Exclusion errors in implementation can occur if eligible households miss the registration process or if communities deliberately exclude marginalized members from a CBT exercise.

Reducing inclusion and exclusion errors and improving the quality of targeting within the SCTS is important because 6-10% of households that meet the programme criteria are excluded from the scheme. Households that do not meet the eligibility criteria must be removed from the scheme to allow eligible households to benefit (Miller, Tsoka and Reichert, 2010).

CHAPTER THREE: METHODOLOGY

This chapter depicts the method used to conduct the study and the details of the research paradigm, research design, description of study area, study participants & selection criteria, data collection tools, data collection procedures, method of data analysis and ethical consideration are presented below.

3.1 Research Paradigm

This study employed qualitative descriptive research strategy and purposive sampling technique. Since qualitative research attempts to look at complex phenomena in-depth and textual data was needed to answer the research question. The views of participants of the study were captured using these qualitative approaches.

Qualitative research is an approach for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. The process of this research involves emerging questions and procedures, data typically collected in the participant's setting, data analysis inductively building from particulars to general themes, and the researcher making interpretations of the meaning of the data. Those who engage in this form of inquiry support a way of looking at research that honors an inductive style, a focus on individual meaning, and the importance of rendering the complexity of a situation (Creswell, 2014).

3.2 Research Design

To conduct this research and attain the objectives set, a qualitative descriptive research design of a case study research strategy is used. The targeting practice of Productive Safety Net Programme in screening the poorest households was explored as a case (in Alamura Kebele of

Sidama Zone). Moreover to implement the study in a way that helps obtaining the intended result of the research and to increase the chance of obtaining information, productive safety net targeting is explored based on the perspective of the participants. The participants' views on the topics is thoroughly examined and presented through this design. According to research literature, this type of design is selected as a way to arrive at a meaning full conclusion through a qualitative research approach in which the investigator explores a real-life, contemporary bounded system or multiple bounded systems over time, through detailed, in-depth data collection involving multiple sources of information, and reports a case description and case themes (Croswell, 2013).

3.3 Description of the Study Area

The study was conducted in SNNPR (one of the PSNP implementing region), *Sidama Administrative Zone, Hawela Tula Woreda*. The selected area is categorized under high land area of the region and that enabled the researcher to look the targeting practice of the high land. Currently, PSNP is operating in 79 *Woredas* of the region with a total number of 1,039,959 beneficiaries (is 13 % of the country's total PSNP beneficiaries 7,997,218). Out of this figure 916,467 and 123,492 public works beneficiaries (those who contribute labor) and direct support beneficiaries (labor poor beneficiaries due to maternity and sickness) respectively. The study area is located 12 km far from *Hawassa city*. The total population of the woereda is 134,118 (68,798 male and 65,320 female). There are 13 *kebeles* under this *Woreda* out of these 12 are rural *kebeles* and 1 is found in the town.

Currently PSNP is implemented in 7 rural *kebeles of the Woreda*. The total number of safety net beneficiary is 11,292 of which Public work and direct support beneficiaries are 10,157

and 1,135 respectively (MoA, 2017). Though Safety Net program is implemented in 7 rural *Kebeles*, the field work is conducted in Alamura Kebele due to the reason that the kebele consists of the highest population of PSNP beneficiary. The total number of PSNP beneficiaries is 2,008, of which 1,138 are men and 870 are women. Out of the total beneficiaries, 1,807 beneficiaries are public work and temporary direct support, while the remaining 201 are permanent direct support beneficiaries.

3.4 Study Participants

The participants of the study were Productive Safety Net Programme beneficiaries (households) living in the study area, local community leaders (member of CFSTF) and members KFSTF. On top of this, development agents assigned at Kebele to perform the day to day activities of the program and PSNP implementing experts of the Woreda that travels frequently to Kebeles to provide technical support for frontline workers (DAs) participated in the FGD to get their experience and view on the topic. Employing of such participants is to capture their views and flourish the result of the paper. In order to collect qualitative information (data) from the research participants, the researcher has employed purposive sampling technique. The selection of Key informant interview participants was selected from the safety net master list by selecting informative households based on the qualities they possess. The researcher decided what needs to be known and sets out to find people who can and are willing to provide the information by virtue of knowledge or experience.

Purposive sampling is typically used in qualitative research to identify and select the information-rich respondents. This involves identification and selection of individuals or groups of individuals that are proficient and well-informed with a phenomenon of interest. In addition to

knowledge and experience, the importance of availability, willingness to participate, the ability to communicate experiences and opinions are essential (Bernard, 2002).

The sample size of the study has been determined when the researcher felt additional respondent's contribution is repetitive and sample selection was stopped. According to literatures this is a common feature of qualitative research.

Even if it were possible, it is not necessary to collect data from everyone in a community in order to get valid findings. In qualitative research, only a sample of a population is selected for any given study. The study's research objectives and the characteristics of the study population (such as size and diversity) determine which and how many people to select (Mack, 2005). The general rule on sample size for interviews is that when the same stories, themes, issues, and topics are emerging from the interviewees, then a sufficient sample size has been reached (Boyce and Neale, 2006).

Key Informant Interview Participants were selected based on the following criteria:

- Willingness to participate in the study.
- Resident of the study area/community.
- In order to get adequate information's from the respondents', safety net program beneficiary that was participated in the study have been in the program for the last three years.
- The ability to communicate experiences and opinions.

The FGD participants were selected based on their knowledge of the operation of safety net program and targeting of safety net.

Therefore, based on the above criteria, 25 Key Informant interviews & 3 FGDs consisting of 7, 10 & 11 participants were conducted at *Woreda* (one FGD) and *Kebele* level (two FGDs), all KII were performed at *kebele* level. Out of the 28 FGD informants 7 attended the *woreda* FGD while the remaining 21 were attended the two FGDs made at *kebele* level.

3.5 Data Collection Methods and Data Collection Tools

3.5.1 Data Collection Methods

The researcher understands and strongly believes that the construction of data collection methods is critical for the success of the study. Without employing appropriate data collection methods it is not possible to achieve the objectives of the research. Therefore, in order to triangulate the information, this study used different techniques of data collections. To this effect, the study has employed both primary and secondary data collected from different sources. The primary data was collected from the field work while conducting interviews with the key informants and Focus Group Discussions (both are made by the researcher). In addition to this, secondary data was collected from government sources such as safety net plan and reports, Roving Appeal Report of the PSNP, Program Implementation Manual, Targeting Guide line and performance assessment reports obtained from the *Woreda* and the Region.

3.5.2 Data Collection Tools

Key Informant Interview: Open ended interview guide was prepared in order to collect the qualitative data from the key informants. Using this tool as a guide, interviews were conducted looking in to the perceptions the interviewee regarding the practice of PSNP targeting. Some of the interview guides were adopted from previous research (up dated based on their degree of

usefulness) and new interview points were also included tailored to furnish data towards the objectives of the study. The interview guide was revised based on the feedback gotten from researcher colleagues that are working on PSNP. Such key informant interviews with safety net beneficiaries helped to explore profoundly the perception of such participants and understand reality with the possible maximum level of validity. (The interview is annexed in Appendix II).

Focus Group Discussion: Similarly, an open ended FGD guide was prepared in order to collect qualitative data from FGD informants. Using this tool as a guide, FGDs were conducted looking in to the perceptions and experience of the informants regarding the practice of PSNP targeting. Some of the FGD guides were adopted from previous research (up dated based on their degree of usefulness) and new FGD check list also included tailored to furnish data towards the objectives of the study. The interview guide was revised based on the feedback gotten from researcher colleagues that are working on PSNP. Such Focus Group Discussion made with informants knowledgeable about the operation of PSNP helped to explore profoundly the perception of such participants and understand reality with the possible maximum level of validity. (The FGD guide is annexed in Appendix III).

Qualitative researchers typically gather multiple forms of data, such as interviews, Focus Group Discussion and documents rather than rely on a single data source. Then the researchers review all of the data, make sense of it, and organize it into categories or themes that cut across all of the data sources (Creswell, 2014).

3.6 Data Collection Procedures

Data collection for this research study occurred between March and mid of April 2019. The researcher reached by telephone to Woreda Agriculture Office to get their consent to undertake the field work of the research. Once their willingness was confirmed, the researcher went up to the site to conduct the field work and start the data collection process. The researcher presented letter of cooperation to the Office Head which was collected from School of Social Work of Addis Ababa University. Most of potential participants were verbally asked and others reached by telephone to participate in the study. Once their participation was ensured, the researcher set up specific times to meet with each of them in their office (*Woreda* level) and in the *kebele* office boundary to conduct the individual interviews & FGDs. The researcher gathered views of the participants by taking notes and audio recording up on the permission of the participants. Each individual interview lasted for approximately 25 to 30 minutes, whereas the FGD lasted 40 to 50 minutes. The researcher greeted the participants upon their arrival for the interview and read to them the demographic form and has taken note. After briefly meeting with each participant, the topic of confidentiality was discussed and consent forms were read to them based on their interest signing on consent form was not made. (The Informed consent is annexed in Appendix I).

Data from all sources were collected and compiled by the researcher. The researcher discontinued the data collection process when he felt that the information's were redundantly reported by the respondents of the study. Socio demographic data such as sex, household size, education were managed by excel software for data presentation and analysis. In this case the collected data was organized & analyzed manually. Researchers convert their files to appropriate

text units (e.g., a word, a sentence, and an entire story) for analysis either by hand or by computer (Creswell, 2013, P.179).

3.7 Data Analysis

Data analysis in qualitative research consists of preparing and organizing the data for analysis, then reducing the data into themes through a process of coding and condensing the codes, and finally representing the data in tables, or a discussion (Creswell, 2013).

The qualitative data collected from primary data sources was complemented by secondary data obtained from different sources. The data analysis process was started immediately after conducting the interviews and FGDs. In this process, the researcher has extracted the data collected from the participants of the study into to a manageable and a meaningful data form. The researcher also fully transcribed the data into written form to come up with a meaningful analysis. Transcribed interviews, generated reported and discussion notes have been summarized, and coded according to their importance of the objective of the study.

In order to make a comprehensive understanding direct quoting of the voice of the interviewee was also used. The data was manually organized, analyzed, interpreted and categorized for ease processing and report writing. Besides, data triangulation is made to cross check data and flourish the quality of the paper. For the purposes of ease data management and reporting, codes were provided for both key informant interview and focus group discussion participants. Finally, the findings are interpreted by texts in order to draw conclusions.

3.8 Ethical Consideration

The researcher has given due attention to honor utmost the anonymity and confidentiality of the participants of the study because the safety and consideration of the ethical issues of the participants have a special emphasis in any Social Work research. The participants were not reached without the prior consent. The researcher informed the participants that they are sole decision make to participate or not in this study. They were also told that they have right even to quit their participation in the process of the interview. Participants' right and dignity will be respected while conducting this research. Every discussion associated with this research is held to the best suitability of the respondents. Data was collected after obtaining informed consent from the participants. Accordingly research ethics is important in our daily life research endeavors and requires that researchers should protect the dignity of their subjects and publish well the information that is researched (Fouka & Mantzorou, 2011).

The study had also given due emphasis in avoiding plagiarism, in using citations and falsification of any sources used in this study.

CHAPTER FOUR: DATA PRESENTATION

This section of the research paper presents the findings of the study that comprises of six thematic areas. These are the socio demographic characteristics of the research participants, beneficiary selection, categorization in to public work and direct support components, the role of targeting committee (from participants perspective), perception of participants of the study, and grievance and redressing mechanism are presented below.

4.1 Socio-Demographic characteristics of the Research Participants

Individual characteristics of the household supposed to be determinant factors that influence targeting of safety net beneficiaries. That is why individual demographic characteristics of participants' such as age, sex, marital status, house hold size and educational status data's are presented.

4.1.1 Sex and Age Category of Participants of the Study

Twenty five safety net individuals were participated in the Key Informant Interviews; the numbers of male and female were 19 and 6 respectively. The age range of this participant lies in between 23 to 63. In addition to this, 28 FGD participants out of whom 18 male & 10 female were participated in the FGD which was conducted at Woreda and Kebele level. Their age range of this group lies in between 23 to 56.

4.1.2 Educational Status of the participants of the study

Out of the total of 25 KI interviewees 7 were illiterate that are unable to read and write, the remaining 18 were literate that are able to read and write (grade 3 to 8). Similarly, the educational back ground of FGD participants is: 3 diplomas, 7 first degree holders in the field of Agriculture, Health and Social Science, 6 were from grade 3 to 6 and the remaining 12 were illiterate that are unable to read and write.

4.1.3 Household Size and Marital Status

The household size of the KI interviewees lies in between 3 to 9. With regard to their marital status, 21 were married, 2 were divorced and 2 were widowed. The data presentation deliberately ignored the household size and marital status of FGD participants since it was not necessary for the researcher to include in this part. The focus group discussion (FGD) participants comprised of *Woreda* Agricultural Office officials & experts, Development Agents, Health Extension Workers, *Kebele* Food Security Task Force members and Community Food Security Task force members. The socio-demographic back ground information of individual interviewees and FGDs informants is presented in the following tables.

Table 1- Socio-demographic back ground information of KII participants

Participant code	Sex	Age	Educational Status/grade	Family Size	Marital status
Interview # 1	M	25	5	7	Married
Interview # 2	M	37	6	9	Married
Interview # 3	M	39	4	8	Married
Interview # 4	F	44	8	5	Divorced
Interview # 5	M	28	7	4	Married
Interview # 6	F	39	6	7	Married
Interview # 7	M	55	4	6	Married
Interview # 8	M	27	5	5	Married
Interview # 9	M	36	7	9	Married
Interview # 10	M	44	6	9	Married
Interview # 11	M	42	8	8	Married
Interview # 12	M	35	4	9	Married
Interview # 13	F	42	3	6	Married
Interview # 14	M	56	Unable to read and write	4	Married
Interview # 15	M	27	8	3	Married
Interview # 16	M	28	7	6	Married
Interview # 17	M	52	6	5	Divorced
Interview # 18	M	61		4	Widowed
Interview # 19	F	23	7	6	Married
Interview # 20	M	54	Unable to read and write	5	Married
Interview # 21	M	63	Unable to read and write	4	Married
Interview # 22	M	49	Unable to read and write	3	Married
Interview # 23	F	38	4	7	Widowed
Interview # 24	F	41	6	7	Married
Interview # 25	M	52	Unable to read and write	4	Married

**Table 2: Socio-demographic back ground of Focus Group Discussion
Woreda Level**

Participant Code	Sex	Age	Educational Status
FGDP# 1	Male	38	Diploma
FGDP # 2	Male	27	First Degree
FGDP # 3	Female	33	Diploma
FGDP # 4	Male	29	Diploma
FGDP # 5	Male	39	First degree
FGDP # 6	Female	41	First degree
FGDP # 7	Male	30	First degree

**Table 3: Socio-demographic back ground of Focus Group Discussion
Participants, Kebele Level-1**

Participant Code	Sex	Age	Educational status/grade
FGDP # 8	Female	55	4
FGDP # 9	Male	32	First Degree
FGDP # 10	Female	39	6
FGDP # 11	Male	41	5
FGDP # 12	Female	37	Unable to read & write
FGDP # 13	Male	52	Unable to read & write
FGDP # 14	Female	31	First Degree
FGDP # 15	Male	39	Unable to read & write
FGDP # 16	Male	23	Unable to read & write
FGDP # 17	Female	36	
FGDP # 18	Male	49	Unable to read & write

Table 4: Socio-demographic back ground of Focus Group Discussion Participants, Kebele Level-2

Participant Code	Sex	Age	Educational status
FGDP # 19	Male	56	Unable to read & write
FGDP # 20	Female	45	Unable to read & write
FGDP # 21	Male	47	5
FGDP # 22	Male	36	Unable to read & write
FGDP # 23	Female	57	6
FGDP # 24	Male	46	Unable to read & write
FGDP # 25	Male	49	4
FGDP # 26	Female	48	Unable to read & write
FGDP # 27	Male	45	Unable to read & write
FGDP # 28	Male	38	Unable to read & write

4.2 Beneficiary Selection

4.2.1 Process of beneficiary selection

When asked how safety net targeting is carried out in the *kebele* the FGD informs that targeting process starts at the community level by identifying the names of the households which needs support from safety net. The community FSTF sends the list of selected households to *Kebele* KFSTF and the KFSTF analyzes the list and includes some corrections on the list. In the process of targeting the name of targeted individuals was read aloud to the *kebele* residents for the purpose of getting their feedback and to refine the list of the candidates. After *Kebele* community's provided feedback on the list, it is endorsed by KFSTF and sent to *Woreda* Food Security Task Force (WFSTF) for endorsement. WFSTF endorses and produces *Woreda* level Beneficiary Master List (BML).

When asked same question to key informants, majority of them reported that safety net beneficiaries were selected based on criteria of poverty that triggered as a result of small size of arable land, landlessness, and disability. The screening is made by the community leaders and *kebele* officials. According to their information, the list of beneficiaries presented to the residents of the *kebele* for the purpose of getting feedback and this is done in the *kebele* meeting. However, the participants of the study reported that most of the time their comment is not taken to the required level to refine the targeting process. On top of this, the targeting has not included all poor households that need support from the program.

One participant explained:

Safety net is good since it is supporting the poor but the targeting is not adequately reaching all poor households.Our comment is not recognized by the *Kebele* officials when we asked them to reject some people from the list of the beneficiaries presented during the public meeting they did not take action as a result households' that are struggle with poverty are missed from the targeting (Interview# 15, Personal Communication, March 2019).

Another participant said: “...*Safety net targeting gives priority for able bodied households though these people can make food easily as compared to the oldest and disable people. If possible it is good to increase the share of beneficiaries getting support without contributing labor to the program.*” (Interview# 10, Personal Communication, March 2019).

When participants were asked how the program selects the poorest households, majority of the key informants reported that the *Woreda* and *Kebele* officials select food in secure households based on some criteria set by the *Woreda* and their names were read out for the

community to get feedback. The final lists of households posted on notice board to inform the residents of the *Kebele*. Most of them mentioned that although the process was open for comment and discussion, in most cases their idea was not taken to refine the targeting.

One participant explained: *“The targeting committee read to us the names of the proposed beneficiaries during the public meeting, but when we comment on their proposal they insist to make change on the listsin this case our participation seems to fulfill the procedure.”*

(Interview# 8, Personal Communication, March 2019).

The *Woreda* level FGD informs that targeting is started from planning and preparatory phases that was focused on how to implement the paper work on the ground and ends by posting lists of the names of final names of the beneficiaries. The process includes awareness creation, identifying of households that qualify the criteria, presenting the lists to the community for comment and finalizing the targeting by providing certification.

It is also reported that once the targeting process has been completed, and the list of all PSNP participants approved by the WFSTF, beneficiaries are issued a Client Card that makes them eligible for the program. A master list of all beneficiaries is produced for documentation and the names of beneficiaries uploaded on Payroll & Attendance Sheet Soft Ware (PASS) electronically. It also mentioned that in the process of targeting, issuing of client cards is helpful to avoid confusion at the time of payment and enhance the controlling mechanism so that the cash payment process is safe and the associated risks are minimized.

A participant of the study mentioned: *“In some cases individuals who are not eligible attempt to collect cash during the time of payment, the client card helps the cashiers to control the payment process and make payment to the right individuals. In such a way the client cards*

reduces the risk associated with resource transfer.” (Interview# 8, Personal Communication, March 2019).

4.2.2 Eligibility criteria

The finding of the study has shown that poor female headed and male headed households that have food gaps, households without social support, elderly people, people with chronic disease like HIV AIDS and households that lost their asset were the main criteria to select PSNP beneficiaries. There are also supplementary criteria that assist to refine the client list and these are: Status of household assets such as, land holding size, quality of land, livestock holding, food stock, labour availability, income from agricultural and non-agricultural activities, specific vulnerabilities such as female-headed households, and households with members suffering from chronic illness and elderly headed households caring for orphans.

According to the information of the FGD (Woreda level) the criteria of targeting were the following: households that are member of the community, those households who have received emergency aid for previous three years, households that cannot supply food for themselves all over the year, households without social support and aged people that are not able to produce food.

According to the secondary data sources, the PIM stipulates the detail targeting criteria and these are: adult-able bodied labour, Community member, Chronically food insecure - faced continuous food shortages (3 months of food gap or more per year) in the last 3 years, those who have become suddenly food insecure as a result of a severe loss of assets (financial, livestock, means of production, assets), especially if linked to the onset of severe chronic illness, such as

AIDS, absences of adequate family support and other means of social protection and support are the criteria that qualifies for safety net beneficiary (MoA, 2015).

The study also attempted to find how the implementers adhere to the targeting criteria in selecting safety net beneficiaries. Individuals and focus group discussion participants' were asked as to how the targeting criteria are used in implementing the targeting. Almost all research participants confirmed that the targeting criteria are respected by the targeting committee to select the beneficiaries, because using the criteria of selection is mandatory and obligatory. In contrast to this idea few participants have also reported the criteria sometimes violated by local officials. One participant explained: *"Although there are targeting committee members that are honest and acceptable by us, there are also few individuals that are not trusted and work by the rule of family connection and social network. These officials include households that are not qualifying the criteria."* (Interview# 5, Personal Communication, March 2019).

4.2.3 Targeting Methods

The results of the FGDs & secondary data sources inform that PSNP employ geographical targeting, administrative targeting & community based targeting methods. Geographical targeting is used to locate safety net implementing Regions and Woredas, whereas administrative targeting method & community method uses to select food insecure households. The targeted regions & Woredas were selected based a criterion that considers the prevalence of chronic food insecurity indicated by recurrent emergency needs. The selection of Kebeles was done by the Woreda Food Security Task Force by considering those Kebeles that have receipt of recurrent food assistance (for at least three of the past five years).

As per the information of the FGD participants, the community based targeting method is a tool that helps to identify the food insecure households with the help of local knowledge. This method recognizes local knowledge due to the reason that the community members have good understandings on the local situation. The participants of the study reported that the community knew each other and if they are technically supported can select households that qualify criteria of the targeting. They also mentioned the problems that is emerged with this method and one of the problem is the method is subjected for favoritism. The administrative method usually complemented with community based method so that to implement smooth safety net targeting. It is a kind of check and balance system of the targeting methods that allows the administrative element to act on the targeting process and solve the problems when occurs.

The key informants of the study were also asked to mention the methods of safety net targeting. Most of them didn't report the methods but mentioned that *Kebeles* affected by drought and households that are food insecure are selected as a program beneficiary. They indicate the criteria to inform the methods. One participant said: *"Those Kebeles that are affected by drought and households that lost their farm products due to draught and other factors are included in the program."* (Interview# 2, Personal Communication, March 2019).

Another participant of the study explained the advantage & disadvantage of community based targeting method in the following manner.

"Although community knowledge is good to utilize the local situation, if it is doesn't supported by strong controlling mechanism it can affect the targeting process. In the past, better off households were included due to family connections and friendship relationship. It is obvious that some influential

committee members were doing favor for their relatives''. (Interview# 17, Personal Communication, March 2019).

4.2.4 Inclusion & Exclusion error

The result of the study indicated that both inclusion and exclusions errors were the problems that affected targeting of safety net in the study area. In this regards, both inclusion and exclusion error were repeatedly reported as a problem by majority of the participants of the study. They also explained due to the condition of the errors safety net targeting process is affected.

The FGD participants were asked about the problem of inclusion and exclusion error and to indicate the sources of the errors. Most of the FGD participants were mentioned both inclusion and exclusion error occurred in ways that affect the targeting process and the main source of the inclusion error was nepotism (family connections and social network).

They also reported that safety net program excludes households' above five and this is due to the reason that the program by its design systematically excludes the family members. In addition to this the quota system of the program contributes for inclusion and exclusion error to happen. If the plan doesn't recognize the local situation it is difficult to accomplish smooth targeting process. When the food insecure households are not selected the chance of the errors to occur increases. According to their information, the current PSNP phase introduces new approach that limit the maximum number of family members per household to five which was not existed in the previous phases. They also mentioned that the previous safety net phases ensures full family targeting and if the households are satisfy the selection criteria the whole family's member were getting support from the program.

The researcher also learned the extent to which poor households were excluded from the program due to the effect of exclusion error. The respondents of the study asked to inform if poor households are excluded from the targeting. It is surprising that all of the participants were informed that exclusion error was the main challenge that holds back safety net targeting, due to this condition the poor elderly households were not adequately included in to the program since the program itself favors for the able bodied beneficiaries (gives the largest portion to them).

As per their information, it was understood that all food insecure households found in the area were not included in the program. This is because the quota is not recognized the actual number food insecure households found in the *Kebele*.

One key informant mentioned that:

When we ask the targeting committee to include households that needs support from safety net, they told us that the quota was not enough to include them. when the quota is little, the chance of excluding the elderly people is high because the nature of the program favors for the able bodied individuals. (Interview# 23, Personal Communication, March 2019).

In addition to this, the participants of the study were reported that due to the design of the program the number of PDS beneficiaries assisted by the program is insignificant as compared to the number PW beneficiaries.

As it is explained by one participant:

As far as I know, when they include more public work beneficiaries in safety net program, they are going to exclude the most venerable segments of the population from the program. Due to this condition elderly and disabled household who lacks adequate income sources to cover their needs are suffering. (Interview# 6, Personal Communications, March 2019).

According to the information of *Woreda Agriculture Office Annual report (2018)*, the ratio of PW to PD beneficiaries is 9:1; out of the total number of beneficiaries found in the *Woreda* the rate of PW beneficiaries in the safety net program is 90 % while the rate of PDS beneficiary is 10 %. Similarly the percentage of PW & PDS beneficiaries of the sampled *Kebele* is 89 % and 11 % respectively.

4.2.5 Full family targeting

When asked key informants and FGD participants about five family members per households approach of targeting introduced in current phase of the program. The FGD informs this targeting approach allow only to include peoples up to five household members. Due to this reason households that have more than five family members' are forced to share their payment among their family and this process makes the transfer insufficient to cover their needs. PSNP also exercise a quota system which doesn't allow flexibility and lack to consider the ground situation due to these reasons significant number of food insecure households are not included.

Some key informants reported that lack of implementation of full family targeting hold back the performance of targeting. They also mentioned that safety net targeting should be

improved to consider full-family targeting, because this problem affects both the food insecure households as well as the performance of the program.

According to one participant:

My family size is 9 but I got payment for only 5 leave alone for 9 individuals the payment is not enough for 5. As a father and head of my family, I am very overwhelmed by the tension that arises from this problem and I am struggling to lead my family. (Interview# 9, Personal Communications, March 2019).

4.3 Categorization into public work & direct support components

As per the results of the study, based on their labour contribution to public works the beneficiaries are classified mainly into PW & PDS main components. There is also a temporary shifting of beneficiaries from public work to temporary direct support and this was occurred when public work beneficiaries temporarily exempted from performing labour intensive PW activity. The approach of categorizations of the beneficiaries in to these broad categories presented below.

4.3.1 Targeting PW beneficiaries

The participants of the study were asked how & by whom PW beneficiaries were selected and categorized into PW beneficiary components. Based on the information of the FGD participants, safety net beneficiary were Selected by the *Kebele* FSTF & community FSTF. They are categorized in to PW components: by their labor contribution to public work, household member above the age of sixteen, able bodied adult, not chronically and sick, disabled or mentally challenged in such a way as to prevent them from undertaking public works. The

CFSTF were identifying which households within the PSNP should participate in public works and temporary direct support component or the permanent direct support component. Under normal condition beneficiary of this group receives six months transfer but when drought occurs they get additional months of transfer so that to withstand the difficult situation (conditional transfer).

The key informants were also asked to mention the approach of PW targeting and categorizing. The majority of the respondents (80%) reported that public work beneficiaries were selected and categorized based on their health condition and the capacity to do works that requires labor. The remaining respondents were reported that they have no information as to how they are categorized.

4.3.2 Targeting PDS beneficiaries

When asked how beneficiaries were included in to PDS category, the FGD & KI participants reported the following information. According to the information of FGD participants, PDS beneficiaries were recruited if the individual is not able to perform labor intensive public work activities due to old age or due to chronic health diseases like HIV ADIS.

It is mentioned that the beneficiaries under this component receive cash without performing public work activities (unconditional transfer). Unlike to the public work beneficiaries they receive twelve month transfer. The program facilitates to link PDS beneficiaries to services like education, health and nutrition. Since they are more susceptible to the environment than PW beneficiaries, the service linkage helps them to deal successfully with difficult situations.

According to the information of secondary data sources, the program implementation manual stipulates that PDS beneficiaries are selected based on the following criteria: no adult-able bodied labor, community member, chronically food insecure, linked to the onset of severe chronic illness such as HIV AIDS, no adequate family support and other means of social protection and support (MoA, 2015).

4.3.3 Targeting PWTDS beneficiaries

As per the information of the participants of the study, beneficiaries shift from pw components to public work temporary direct support components due to the temporary exemption of public work. This occurs when the beneficiary failed to accomplish public work activities due to sickness or the onset of pregnancy in the case of women. PWTDS beneficiary are exempted from doing labor intensive public work activities for some period of time without affecting their payment. A person who suffers from disease (if confirmed) is exempted from public work until his health condition is improved. Similarly, a pregnant woman (from the moment the pregnancy is identified and confirmed until the child is one year old), lactating women (up to one year after birth) and primary care-givers of malnourished children were move to temporary direct support.

One key informant has reported that she was enjoying by the provision of the program being exempted from doing public work activities. She stated that:

You know to be a female in rural area is a curse. I said this because you have to do many task both at home and out of the home, as a mother and a wife I have many responsibility that requires my attention. If I was not exempted from this work imagine what will happen to me. Therefore exemption from PW is very important to beneficiaries like me to

manage difficult situation in life. Currently I am exempted from public works and nursing my third month child without participating in public works. (Interview# 13, Personal Communications, March 2019).

According to the *Woreda* Agricultural Office Report (2018), out of the total number of 329 women PW beneficiaries found in the sampled *Kebele*, 15 pregnant, 14 lactating and 10 Women that are nursing their malnourished infants are exempted from public work implementation and temporarily assigned to PWTDS. Accordingly, out of the total of 1897 women PW beneficiaries found in all PSNP *Kebeles* of the *Woreda* 82 pregnant, 94 lactating and 49 women that are giving care for their malnourished children are exempted from PW.

4.4 Targeting committee and their roles

In this section, the arrangement of targeting committee and their roles is described based on the information of the participants of the study. Accordingly, the FGD informs that sole responsibility of targeting is fall on the *Kebele* Food Security Task Force chaired by the *Kebele* chairman and Community Food Security Task Force chaired by the community leader.

The *Kebele* food security task force members are: chair Man of the *Kebele*, *Kebele* Vice chairman, Manager of the *Kebele*, Development Agent, School head, *Kebele* Health Extension Worker & members of *Kebele* cabinet. Their role is to conduct targeting and to oversee the implementation of the program in their locality. Community food security task force includes women, youth, elderly and prominent individuals that play a pivotal role in the community development.

In the targeting process the CFSTF plays a vital role in identifying which households are within the PSNP, and whether these households should participate in public works and temporary direct support component or the permanent direct support component. Whereas the KFSTF is responsible for the overall implementation of safety net program and it is accountable to the *Woreda* FSTF.

The *Woreda* FSTF is chaired by Head of the Agriculture office and accountable for the *Woreda* Food Security Steering Committee (this committee is chaired by the head of the *Woreda*). The overall physical implementation of the program is managed by the *Woreda* FSTF, though Bureau of Agriculture as the owner of the program plays the line share of the physical activity implementation and program management, the budget approval is done by the steering committee.

According to the targeting guidelines, the five structures involve in safety net targeting process are: *woreda* cabinet, *woreda* FSTF, *kebele* cabinet, *kebele* FSTF and CFSTF (MoA, 2010).

4.5 Perception of respondents' on

4.5.1 Targeting criteria

Participants of the study were asked why they are selected as a PSNP beneficiary. The primary reason for selection was lack of household assets followed by having adequate land to produce crop and being unable to build asset for various reasons. They were also asked to indicate if they know the targeting criteria. Out of the 25 KII participants 22 of them accustomed of the criteria. These respondents reported that they learned from community conversations that were frequently held when targeting is conducted. The remaining 3 respondents were not sure about the criteria.

The focus group discussion participants were also asked if they can gauge the knowledge of the beneficiaries regarding the criteria of targeting. They informed that the beneficiaries are aware of the eligibility criteria because the program has been implemented for more than ten years in their locality. They also informed that the repeated awareness raising events create as a means of awareness creation for the community. Few (two of them) were not agree on this because the design of program is amended from phase to phase and they were not sure whether or not the community has knowledge on the issue.

4.5.2 Fairness & transparency of targeting

The key informants were asked to indicate the fairness and transparency of safety net targeting. Out of 25 respondents participated in the study, 23 key informants confirmed that the selection process was transparent but not fair. They reported that the process was participatory and the practice of posting names of the eligible beneficiaries for the public shows the transparency of the process. The remaining respondents, since the result of the targeting is not

flawless and subjected to errors due to lack of strong accountability and transparency they did not believe that the targeting is fair and transparent. One of the interviewees mentioned that: *Posting and allowing the community to comment on the proposal (eligible candidates) doesn't guarantee the transparency of targeting, because I couldn't see any revision on the proposal..... It is a kind of fulfilling the targeting procedure.* (Interview# 9, Personal Communications, March 2019).

The same question was employed to FGD participants to find their views about the fairness and transparency of targeting. The FGD informs that ensuring fairness and applying transparency mechanisms in the process of targeting is one of the major focus areas of the *Woereda* and *Kebele*. Accordingly the targeting committee followed the principle and procedures of targeting so that to make the process fair and transparent. Before recording the final names of the beneficiaries in to the beneficiary master list, the proposed candidates is read aloud to the community to get feedback and the names of the selected households is posted. The community has the right to comment on the proposal and if there are households that are not deserve the targeting criteria they are rejected as per the feedback of the community, amendment can be made to refine the targeting. On top of this a person who has complaint can present his complaints to the concerned body and find solution.

4.5.3 The program objective

The key informants were asked to indicate their understanding and perception about safety net program. The majority of the Key Informants reported that due to the continuous community conversation made in the *kebele* they have acquired adequate understandings about the overall objectives of safety net program. Whereas from the total of 25 households

participated in the individual interview 2 of them were reported that they lack knowledge about the program.

The participants of the study were also asked if they have participated in any awareness raising events arranged by the programme. All key informants that were participated in public work (out of 25 participants 22 were PW beneficiaries, 2 were PDS beneficiaries and 1 was PWTDS) reported that they have participated in awareness raising forum and acquired knowledge about safety net program, nutrition education, public health education & how to keep safe oneself from transmittable disease like HIV AIDS and other transmittable disease. Whereas, few of them reported that they didn't participate in any awareness raising platform. One participant explained:

Every week before we start public works, the Health Extension worker teaches us public health education like not to defecate in open spaces and to use pit latrines. The Development Agent also told us to produce vegetables in our garden that helps to run a healthy life. I am benefited a lot from them that I have constructed a pit latrine to me and my family, and now I am enjoying good health. Although I want to produce vegetable but I have a problem of the availability of water for irrigation. (Interview# 24, Personal Communications, March 2019).

The finding shows that although most of the participants have provided information about the program objectives, few were unable to inform the program objective. It also found that the awareness raising events arranged in pw sites were attributed to enhance the knowledge of the beneficiaries. It is noticed that the role of Health Extension Workers and Development Agents played vital role in transferring health and nutrition education. However some

respondents' inform that the effort & focus of helping PDS beneficiaries is very limited because of their health condition they couldn't attend these kinds of learning platforms.

4.6 Grievance redressing mechanisms

In this sub section the grievance redressing mechanisms of the program is presented based on the information of respondents in the following manner.

4.6.1 Appeal processing and decision making

According to the information of the key informants as well as the FGD participants, though *kebele* appeal committee is established it is not functional to process appeal cases. The FGDs were requested to indicate the functionality of compliant redressing committee. All FGDs at *Woreda & Kebele* level informed that *Kebeles* have no functional complaint redressing committees. They also reported that majority of the safety net beneficiaries presented their appeal to the *Kebele* chairman and few individuals travel to report to *Woreda* officials and find solutions for their complaints.

Sample households were asked to indicate where they present their complaint and find solutions. Most of the key informants reported that they present their complaints to the *kebele* chairman, few present to *Woreda* Food Security office and a small number of them did not present.

One interviewee mentioned that:

If something is wrong with regard to safety net I just appeal to the *kebele* Chairman and I find solution from his office. I know Some individuals go to the *Woreda* and few do

not go anywhere because they felt that it is wasting of time. (Interview#, 14 Personal Communications, March 2019).

Another participant explained:

Since the kebele Appeal Committee is not functioning individuals are travel to Woreda Agriculture Office for appeal. Most of their claim is associated with inadequacy of the value of transfer not to purchase the required food and others are also present their appeal when they are informed to graduate or exit from the program. (Interview# 19, Personal Communications, March 2019).

According to the information of FGD (*woreda* level), all participants confirmed that the Kebele Appeal Committees that was established in safety net implementing *kebeles* are not performing their duties as it is designed and in place of this structure the *kebele* and *woreda* officials are managing the appeal.

4.6.2 Role of Appeal Committee

The finding of the study shows that the appeal hearing and decision making of safety net is made by *kebele* chairman & *Woreda* Agricultural Office. The KAC which was established to manage the appeal process is not functional.

The participants of the study were asked to describe the role of the appeal committee, and all participants reported that KAC which was established to manage appeal emerging from the community is not working properly. A participant of the study mentioned that:

As it is known the number of households that needs support and the numbers of households supported by the program is not mach. I mean that the demand is by far exceeds than what is addressed by safety net. As a result complaints arise from the community due to conflicts of interests and it is not questionable establishing independent body that deals with such kinds of things. Although this structure was established in our *kebele* to handle such cases now it is not working and the members of the committee are not functioning their assignment. (Interview# 17, Personal Communications, March 2019).

The *Woreda* level FGD participants informed that *Kebele* Appeal Committee was established to manage appeal cases and the member of the committee consisting of: Elders, Women representatives, community leaders and member of the *Kebele* administration that are represented by the *Kebele* Cabinet.

CHAPTER FIVE: DISSCUSSION

This chapter discusses the findings of the study relating with relevant literature. The main purpose of the study was to study how safety net program targets the poorest households and how the beneficiary perceives safety net targeting. The study attempted to assess the targeting practice of rural Productive Safety Net Program of Alamura Kebele of Sidama Zone of SNNPR in a way that answers the research question. The primary data of this research is collected qualitatively by conducting an individual interview and FGDs. The individual interview is made with 25 PSNP households that were purposively selected from the sampled *kebele* and the FGDs are held at *Woreda* and sampled *Kebele* level with participants that are familiar with the operation of safety net program. Moreover, secondary data source of information is collected from documents reviewed from safety net program implementation manual, targeting guidelines, safety net annual plan and report of the *Woreda* as well as the region. The KII & FGD guides comprised of open ended questions that were developed to answer the research questions and attain the research objectives (both main & specific objective). The interview guides comprise of open ended questions, both the individual interview and FGD is facilitated by the researcher. The individual interview lasted to 20-30 minutes while the FGDs lasted 40-50 minutes. Information that was collected from the Focus Group Discussions as well as document review is used to triangulate data obtained from interviewee.

5.1 Limitations of the study

This study has the following limitations:

- One of the main limitations of this research is it was only considering the views of PSNP beneficiaries and people with the knowledge of safety net operation. Since, the views of the non-beneficiaries were not assessed, this study, therefore, unable to make comprehensive generalizations on the targeting practices of PSNP.
- Secondly, due to security issue and unrest at the time of field work, the researcher was forced to make the data collection process only in a single Kebele, therefore, the findings may not reflect the picture of PSNP targeting practice of the Zone.
- Thirdly, the research has used only a qualitative research method although it attempted to use multiple data sources.

5.2 Challenges of the study

The researcher had faced problems while conducting this research. The Woreda officials were over stretched by other duties during the data collection period and contacting them and taking time to discuss with them was challenging. In addition, as aforementioned above, there was also a security problem during the field work and this makes the data collection process tiresome and uncomfortable to the researcher.

5.3 Targeting of beneficiaries

5.3.1 Why targeting?

The fundamental question to be answered while conducting targeting is why targeting? Unless the purpose of the targeting is not known every effort made to conduct targeting becomes worthless. According to the findings of the study, the primary purpose of Safety Net Program targeting is to provide cash and food transfer to the chronically food insecure households live in safety net implementing Regions, *Woredas* and *Kebele*. Similarly, the purpose of targeting is to meet the needs of the most vulnerable, while providing aid efficiently and in a way that minimizes dependency. Targeting is required and is used by a variety of social safety net programs to deliver the program to the intended population group (Lee, Frongillo & Olson, 2005). In addition, the rationale for targeting is to distribute income fairly to the public and to ensure that individuals or households at lower level that are affected by external factors receive the sole transfer than the upper end (the better off) (Subbarro et.al , 1997). In order to support food insecure households, safety net screens able bodied beneficiaries that are participating in public work activities (to avoid dependency and build community asset) and provide them conditional transfer. On the other hand, labor poor as well as resource poor permanent direct support beneficiaries receives unconditional transfer without performing public work activities.

According to a literature, social safety net program implement targeting to identify eligible beneficiary which qualify the criteria of targeting. The main objective of targeting is to deliver services and /or goods to the right end users; to this end, identifying and ensuring the destitute are the primary recipients of benefits is a considerable challenge facing governments throughout the world. When targeting transfers, the goal is to develop progressive schemes,

where the benefits reach the poorest households (Miller, et. al, 2010). However, some systems are regressive, and a higher proportion of benefits reach the less poor or non-poor, than reach the poorest households (Lindert et al., 2007).

If social safety net program targeting is not made based on the principle and targeting criteria set by the program, the poorest people who need support from the program will be overlooked. Thus, the resource might be diverted for the benefit of non-intended end users or clients. According to the study, the main challenge that has affected safety net targeting are the inclusion of unqualified households that did not satisfy the targeting criteria (inclusion error) and exclusion of the poorest households that qualify the criteria (exclusion error). This was triggered by limited quota, the approach of family cap, nepotism/ social networking and family bondage.

Though participation is vital for the success of the targeting as well as to meet the objective of the program; the participation of the community in the process of targeting was limited. The feedbacks of the community do not adequately taken in to consideration to refine the targeting process. According to literature, the idea of participation is that local knowledge of families living conditions may provide more accurate criteria, more rapidly, more cheaply, and with fewer demands on human capacity than means tests conducted by a government social worker or a proxy means test (Alatas et al., 2012).

5.3.2 Criteria for targeting

The criteria for targeting are critical to determine households that are eligible for the designed intervention so that to reach the end users using these indicators. Usually social safety net programs exercise different types of criteria to select program beneficiaries and deliver services to end users. To this end, the finding of the study has shown that poor female headed

and male headed households that have food gaps, households without social support, elderly people, people with chronic disease like HIV AIDS and households that lost their asset were the main criteria for selecting PSNP beneficiaries. There are also supplementary criteria that assist to refine the client list. These are status of household assets such as land holding size, quality of land, livestock holding, food stock, labour availability, income from agricultural and non - agricultural activities, specific vulnerabilities such as female-headed households, and households with members suffering from chronic illness and elderly headed households caring for orphans, poverty that triggered as a result of small size of arable land, households without social support, aging and people with disability. On top of this, the households should be member of the community and who received emergency aid for successive three years.

According to the secondary data sources, the PIM stipulates the targeting criteria in detail: adult-able bodied labour, Community member, Chronically food insecure - faced continuous food shortages (3 months of food gap or more per year) in the last 3 years, those who have become suddenly food insecure as a result of a severe loss of assets (financial, livestock, means of production, assets), especially if linked to the onset of severe chronic illness, such as AIDS, absences of adequate family support and other means of social protection and support are the criteria that qualifies for safety net beneficiary (MoA, 2014). Similar findings from the literature indicate that, poverty related issues such as the people with small or lack of land and livestock, being old and weak or disabled, political orientation of the household head and favoritisms to family or friendship issues were used as criteria for the inclusion of the program participants (Muhamad, 2012). Although in his study he found that political orientation of the household as criteria of safety net targeting, this study do not found it as a criterion for safety net

targeting. Some criteria working in one area may not work in other area, therefore, according to the specific condition of the locality the criteria for targeting varies from place to place.

For example, in HSNP, the programme defines dependency ratio the number of individuals that are not working or labor poor (whose age is under 18 or over 55 years), chronically ill or disabled to proportion of total household size. Households with high dependency ratios living in designated sub-locations are eligible to receive assistance from the HSNP (Merttens et al., 2013). Even though providing support to older person is widely accepted, in the contexts of the pastoralist old age is associated with power and wealth. Thus rationale for giving older person without having adequate information regarding their status of wealth makes the cash transfer questionable.

The study also attempted to find how the implementers adhere to the targeting criteria in the process of selecting safety net beneficiaries. Although most of the individuals and focus group discussion participants confirmed that the targeting criteria was respected by the targeting committee, according to the information of some participants local officials by violating the criteria includes households which are not satisfying the criteria of targeting. In most cases identifying of the right beneficiaries through targeting process is difficult task in many parts of the world. According to Miller, identifying and ensuring the destitute are the primary recipients of benefits is a considerable challenge facing governments throughout the world. When targeting transfers, the goal is to develop progressive schemes, where the benefits reach the poorest households (Miller, et. al, 2010). However, some systems are regressive, and a higher proportion of benefits reach the less poor or non-poor, than reach the poorest households (Lindert et al., 2007).

5.3.3 Who are the beneficiaries?

The study also attempted to find the beneficiaries of safety net program, accordingly, the majority of the targeted PSNP beneficiaries are chronically food insecure household living in the safety net *woreda* and *kebele*, and they were categorized broadly in to public work and direct support components. The PIM states that safety net beneficiary households should consist of members of the community that are chronically food insecure households. These households should satisfy the targeting criteria to be included in program beneficiary list. In order to be clients of PSNP households should fulfill the requirements PSNP targeting criteria (MoA, 2010).

As mentioned in the preceding chapter, both inclusion and exclusion errors were the main problems that affect the targeting process as a result the better off households that don not qualify the targeting criteria were included in the beneficiary list. Therefore, a fund transferred to support the poorest is diverted in a way that benefits the better off households. Additionally, due to the exclusion error the poorest households that would have to be included in to the program were excluded and unable to get the support of safety net. The effect was worsening to PDS beneficiaries who are both resources and labor poor as compared to the able bodied PW beneficiaries. According to Feseha (2014), some food insecure households were not included to food security program although they were qualifying the selecting criteria. According to him, 75 % of the foods insecure households were not included, while 8 % of the foods secure and 10 % of the food insecure without hunger households was participated in PSNP program. Likewise, evidence also shows that female-headed households and old age households were included in PSNP regardless of their needs (Sharp, et al, 2006).

5.3.4 Who undertakes targeting?

The finding shows that the *woreda* and *kebele* officials select food in secure households based on some criteria set by the *woreda*. In the process of targeting, the names of the candidates read aloud by KFSTF for the community to get their feedback so that to refine the targeting. Even if the process invites to comment and discuss on the proposed lists of the households, the comment of the community was not taken to the required level. The final list of households is posted by the same committee on notice board to inform the residents of the *kebele*.

As set out in the Program Implementation Manual (PIM, 2010), four bodies take part in the process of selecting household beneficiaries, with responsibilities at different points in the formation of targeting criteria and the selection of beneficiaries. These are the *Woreda* Food Security Task Force (WFSTF), the *Kebele* Council, the *Kebele* Food Security Task Force (KFSTF), and the Community Food Security Task Force (CFSTF). The WFSTF is responsible for adapting the national guidelines on criteria for beneficiary selection to make them relevant to the *Woreda* and for training the KFSTF. The KFSTF is responsible for establishing a CFSTF in each village and familiarizing it with the approach to beneficiary selection. The *Kebele* Council is primarily responsible for hearing and resolving complaints. The CFSTF is responsible for screening households for program eligibility and for developing the lists of beneficiaries (MoA, 2010).

According to the study, the process of targeting started at the community level by identifying the names of the households which needs support from safety net. The community FSTF sends the list of selected households to *Kebele* KFSTF and the KFSTF analyzes the list

and includes some corrections on the list. In the process of targeting the name of targeted individuals is read aloud to the *Kebele* residents for the purpose of getting their feedback and to refine the list of the candidates. After *Kebele* community's provided feedback on the list, it is endorsed by KFSTF and sent to *Woreda* Food Security Task Force (WFSTF) for endorsement. WFSTF endorses and produces *Woreda* level Beneficiary Master List (BML) and this will be the qualified beneficiaries that are getting support from the program (MoA, 2015).

A similar finding from previous study indicates that, at *kebele* and community level safety net targeting was doing by the KFSTF and the DA at this level. With regard to the process, the WFSTFs mandated the KFSTFs to establish CFSTFs and KAC. Then the CFSTFs and DA starts selecting program beneficiaries based on pre-determined selection criteria by visiting the household's houses to assess their wealth status. In this way they identify the eligible households according to the selection criteria and the quota number they have. Finally, the KFSTFs and community leaders ensure households screening based on their livestock and land holdings (Mohamed, 2015).

5.3.5 Methods of targeting

The results of the FGDs & secondary data sources inform that PSNP employ geographical targeting, combined administrative & community based targeting methods. Geographical targeting is used to locate safety net implementing areas, and the targeted regions & *Woredas* were selected based a criterion that considers the prevalence of chronic food insecurity indicated by recurrent emergency needs. The selection of *kebeles* is done by the *Woreda* Food Security Task Force by considering those *kebeles* that have receipt of recurrent food assistance for at least three of the past five years. According to Bigman, Dercon,

Guillaume, & Lambotte (1999) states that geographical targeting provide effective strategy to reach the poor with where the information on individual households is incomplete or unavailable and a practical individual or household targeting is therefore not possible. By identifying the geographical areas in which the poor concentrate, these programs can reduce the leakage to the non-poor so that a larger share of the poor population can be reached with a given budget and a larger share of this budget can reach these poor.

The administrative targeting method & community based targeting method used directly to select chronically food insecure households based on the given criteria. Community based targeting method is a common targeting method that helps to identify food insecure households with the help of local knowledge. This method recognizes local knowledge due to the reason that the community members have good understandings on the context of local situation. With regard to this, the participants of the study have reported that the community members knew each other than the outsiders and if they are technically supported they can select households that qualify the targeting criteria. They also raised the problems linked with this method and one of the problem was the method is subjected to favoritism. It has been said that in chapter two (literature), one pitfall in a community-based approach is that there may be biases in the selection of community members who identify beneficiaries. In turn, these community members will favor close relatives rather than the poorest households (Alatas et al., 2012). In order to minimize the risk of this method, PSNP complements administrative targeting method so that to achieve smooth targeting of safety net beneficiaries. It is a kind of check and balance mechanism that allows the administrative element in the targeting process and helps to solve the problems when occurs.

Targeting under the PSNP is a combined administrative and community targeting approach. The administrative elements include the provision of a PSNP client allocation, the number of clients which can be targeted in a specific Region, *Woreda* and *Kebele*, input into the key targeting criteria used within a locality, oversight of the accuracy and transparency of the targeting system. The key community elements of the approach include the actual identification of target households by the Community Food Security Task Force and the verification of the client list by a public meeting in which the entire safety net client list is read out and discussed. It also use geographically on those regions and *Woredas* that had received food aid for the previous three years or longer as a proxy for chronic food insecurity (MoA, 2010).

According to Sharp (2006), the targeting design of the PSNP builds on decades of Ethiopian experience in targeting emergency aid and public works programs, and on several years of multi-agency work to develop and disseminate guidelines for the implementation of “administrative–community”.

The risk of CBT methods also reported by Gillian & his colleagues (2013), they stated that given the objective of alleviating chronic food insecurity, household-level targeting for the PSNP initially focused on selecting households that had been persistent recipients of emergency food aid. However, communities were given substantial discretion to modify this approach and to update their lists of food insecure households annually based on local criteria. This allowed for a flexible community-based targeting strategy that takes advantage of local knowledge of households’ circumstances to identify the neediest households. A risk of this approach is that it allows room for some local interest groups to exert undue influence on the targeting process (Gillian, Kumar, Hoddinot & Tafesse, 2013).

In addition to this, the limitation of community based targeting also pointed out by previous study, since the community household data was often inaccurate and because of extreme poverty levels may vary substantially between sub-locations, the standardized quota almost certainly overestimated the actual poverty rate (inclusion error) in some sub-locations and under-estimated it (exclusion error) in others. Problems of consistency in target group identification across communities are a generic problem with CBT (Conning & Kevane, 2001).

5.3.6 Does safety net reach food insecure households?

According to the findings of the study, although safety net transfer is reaching most of the chronically food insecure households (the poorest households) due to targeting error, inadequate quota, the approach of family cap, nepotism/ social networking and family bondage, PSNP is not covered many poor households which need its support. Inclusion of unqualified households that did not satisfy the targeting criteria and exclusion of the poorest households from safety net has affected safety net targeting and sound fund utilizations. Similarly, previous study found that poor households were excluded from safety net due to limited quota, inclusion of better-off households, lack of community participation in the process, favoritisms with family or friend and also absenteeism during targeting (Mohamed, 2015).

In addition to this, the program by its design exercises a family cap approach to limit beneficiary family size to five. Thus, it systematically excludes the family members no to get support from safety net. According to the information of respondents, the current PSNP phase introduces a new approach that limit the maximum number of family members per household to five which was not existed in the previous phases. Moreover, the quota system of the program indirectly contributes for inclusion and exclusion error to happen. The previous safety net phases

was allowing full family targeting, if the households were satisfying the selection criteria the whole family's member were getting support from the program.

Due to inclusion and exclusion errors of the targeting smooth implementation of safety net targeting was challenged, and fund transferred to help poor people is diverted for an intended purpose. As a result of the exclusion error the poorest households that would have to be included in to the program were excluded and unable to get safety net support. Specifically the labor poor beneficiaries (PDS) are affected as compare to the able bodied (PW). The finding of the study also indicated the better off households were also included to the program without satisfying the targeting criteria. According to Feseha (2014), some food insecure households were not included to food security program although they were qualifying the selecting criteria. According to him, 75 % of the food insecure households were not included, while 8 % of the food secure and 10 % of the food insecure without hunger households participated in PSNP program. Likewise, evidence also shows that female-headed households and old age households were included in PSNP regardless of their needs (Sharp et al, 2006).

The study also attempted to reveal sources of inclusion and exclusion errors, and these were nepotism, social networking, limited quota and family cap. In addition, the exclusion error was linked with the introduction of the new targeting approach (a household cap of five persons per household). Previous research also shown some source of inclusion error such as limited /inadequacy quota, sudden shock and drought affected the better-off households, lack of reliable data, absenteeism during targeting, community leaders and other *kebele* structures were included some better-off households in the beneficiary list (Mohamed, 2015).

According to the result of the study, the program support for only five individuals even if the family size is more than five. These households do not get support based on their actual number of family size. The result of the study indicated that the average household size of the individual interview participant is 6; therefore, every single person per households does not get support from safety net. Previous study also shown that a common design challenge is a binding budget constraint that means that a programme cannot reach all poor households, so either a quota is applied or the intervention is restricted to a geographical area (Merttens et al., 2013).

The finding of the study also showed how the approach of quota is affected the performance of safety net targeting. Due to the limited quota assigned to *kebeles*, the targeting committees were spread the quota to residents while they were expected to implement as per the family cap (at least to target five family members per household). Previous study found that the standardized quota almost certainly overestimated the actual poverty rate (inclusion error) in some sub-locations and under-estimated it (exclusion error) in others. Problems of consistency in target group identification across communities are a generic problem with CBT (Conning & Kevane, 2001).

The result of the study found that safety net beneficiary of the study area (*Hawela Tula*) that have more than five family sizes were forced to share their payment to those member of the family which are not supported by safety net. Similarly Muktar (2012), found that safety net beneficiaries were forced to share their entitlements to non-safety net beneficiary of their family and relatives. This resource dilution was due to lack of the implementation of full family targeting.

According to Kebede, (2006, P.11) due to the absence of full family targeting smaller value of their wage paid to the beneficiaries and the impacts of the programme were affected by dilution that resulted from the targeting mechanism. According to her, most families did not receive the full amount of resources necessary to cover their needs mainly due to absence of full household targeting. Similarly, even if most of the district and *kebele* level officials understand the advantage of the full family targeting for achieving the program objectives, they didn't implement it due to limited quota number of the program; therefore, full family targeting was challenging (Mohamed, 2015).

5.4 Community participation in targeting

The purpose of participation is to consider the opinion of the community that helps to refine the targeting process. According to the findings of the study, although the households were participated to give feedback on persons in questions, their comment was not adequately taken to refine the targeting. Due to this condition the respondents of the study feel that their involvement is nothing but to fulfill the procedure of the targeting. Study found that, Community Based Targeting has allegedly better information, and local definitions of deprivation may be more adaptable to local conditions and culture. Furthermore, it is usually associated to lower costs of administration, and higher levels of satisfaction and accountability (Alatas et al., 2012).

Ensuring community participation in the process of targeting helps to use the local knowledge so that to screen the households fitting the targeting criteria. The idea that local knowledge of families' living conditions may provide more accurate criteria, more rapidly, more cheaply, and with fewer demands on human capacity than means tests conducted by a government social worker or a proxy means test(Alatas et al., 2012).

The study also attempted to indicate the drawback of CBT method. According to the information of the respondents, some community leaders which perform safety net beneficiary targeting were recruiting their relatives and this shows how the method is subjected for nepotism and favoritism. If CBT method is not implemented efficiently, it will affect the targeting process especially in area where strong controlling mechanisms is not functioning. According to literature, CBT is subjected to be manipulated by irresponsible individuals. One pitfall in a community-based approach is that there may be biases in the selection of community members who identify beneficiaries. In turn, these community members will favor close relatives rather than the poorest households (Alatas et al., 2012.)

The PIM defines fair and transparent targeting to all food insecure households as a key Principle for Programme Entry and Exit. Thus, households should be selected on the basis of entry criteria and not included or excluded on the basis of personal relationships or discrimination. Communities and households should be aware of the selection criteria and those who have been identified in the programme. The client list is verified through public meetings during which it is read aloud and discussed. The final client list is also posted in public locations (MoA, 2016).

5.5 Categorization to PW & PDS

The study has shown how safety net beneficiaries are categorized in to PW and DS components. Based on their labour contribution to public works activity able bodied beneficiaries are grouped under PW and a labour poor household are assigned to PDS component. Moreover, due to a temporary exemption of the beneficiaries from labour intensive public works, they are shifting from public work to temporary direct support beneficiaries.

According to the result of the study, the majority (90%) of the total safety net beneficiaries of the study area are PW beneficiaries and they receive their entitlements depending on their labour contribution to public works (conditional transfer). With regard to this, the food aid policy of the country states that no able-bodied person should receive food aid without working on a community development project in return. This is complemented by targeted free food aid for those who cannot work. This is for the purpose of expanding work based food aid to the point where it accounts for 80% of all distributions (World Food Program [WFP], 1995). According to sharp, food for work programs have operated under widely differing rules. In some cases self-targeting has been used; by which households decide whether to send members to work at the offered food wage. Typically a given project pays a constant daily food wage, not differentiating by the human capital of workers (Sharp, 1997). However, the possibility of self-targeting in food for work program is aforementioned; safety net targeting didn't apply self-targeting to recruit its beneficiaries for various reasons.

As mentioned above, the labour poor permanent direct support beneficiaries receive their entitlements without attaching any payment conditionality. They are 10% of the total safety net beneficiary and this indicates the disproportionate number of PDS beneficiaries in the program. Since PW beneficiaries are able bodied they can generate income as compared to PDS beneficiaries which are both labour & resource poor beneficiaries. Though further study is needed to find the effects of this approach on the wellbeing of the beneficiaries, safety net targeting by design gives more emphasis in terms of access to safety net for able bodied than labour poor households.

The practice of temporary exemption from public work helps them to engage on day to day life activities that requires their attention and involvement. Since the exemption is with pay,

the pregnant & lactating women able to stay home so that to nurse their baby and to follow up health services and the like. In addition to this those beneficiaries that have malnourished children get chance to give care for their love one (babies).

5.6 Perception of beneficiaries

One of the purposes of the study is to assess the perception of the beneficiaries how they perceive the targeting criteria, fairness of the targeting, transparency of the targeting and the objectives of the program.

According to the finding of the study most of the participants are aware of criteria of targeting. The community conversations platforms frequently conducted by the local level program implementers (Development Agents, Public Work Experts, Health Extension Workers) helped them to acquaint knowledge on the targeting and related issues of the program. However, there were few respondents that did not sure about the criteria of targeting. This condition shows the gap of knowledge between the respondents of the study. This is because the PDS beneficiaries since they are permanently exempted from PW they do not attended the CC usually held in public work implementing site. Since the approach is not inviting PDS beneficiaries to attend such kinds of event it will be difficult to them to build their knowledge unless appropriate method is in place.

With regard to fairness and transparency of the targeting process, most of the respondents feel as transparent but they did not believe the targeting is fair. Those respondents who reported the process is transparent, they mentioned that the program allows the residents to participate in the targeting process and to look names of the selected beneficiaries posted on public notice board. Few respondents were not sure that whether or not the targeting is fair and transparent.

The practice of posting of lists of beneficiaries in the public space is not a guarantee fair and transparent client selection unless and otherwise the voice of the community is heard to refine the targeting. The PIM stipulates fair and transparent client selection as one of the principles of PSNP; clients should be selected through community-based targeting, with an effective appeal mechanism to address inclusion or exclusion errors. The client list is verified through public meetings during which it is read aloud and discussed. The final client list is also posted in public locations (MoA, 2015).

The majority of the respondents attempted to describe objective of safety net program except the PDS beneficiaries. In this regard, the PDs beneficiaries participated in the study were less aware of the objectives of the program as compared to PW beneficiaries participated in the study. According to the PIM, the objective of Safety Net Program is: *To assure food consumption and prevent asset depletion for food insecure households in chronically food insecure Woredas, while stimulating markets, improving access to services and natural resources, and rehabilitating and enhancing the natural environment.* (MoA, 2010).

The study also attempted to assess the participation of the respondents in awareness raising platforms (nutrition education & public health education) conducted by the program. Similarly, all public work beneficiaries participated in awareness raising forum but PDS beneficiaries did not. The awareness raising forum contributed to build the knowledge of the respondents' in the area of principle of the program, nutrition education and public health education like how to keep safe oneself from contagious disease like HIV AIDS and other diseases. The study found that the effort made to acquaint PDS beneficiaries with such kind of information is weak. These beneficiaries are behind to the others in terms of getting up to date

information because their age & health condition couldn't allow them to travel a walking distance and attend the education provided in PW sites.

5.7 Functionality of Appeal mechanism

For any claims and appeals arise from the PSNP clients and non-clients, the PIM provided the appeal system to be heard and resolved by Kebele Appeals Committee (KAC). Claims and appeals beyond KACs for technical and other reasons can be referred to the Woreda Council (WC). The functionality of this appeal system is checked by Federal Food security Coordination Directorate of Ministry of Agriculture annually by commissioning an independent body to undertake annual Roving Appeals Audit (MoA, 2015) Roving Audit report. The program manual also clearly indicated that the households will have access to an effective appeal mechanism to address inclusion or exclusion errors (MoA, 2016).

The research attempted to assess how the appeal system is functioning to manage the appeal of safety net beneficiaries. Accordingly the finding of the study has shown that the KAC that established to undertake appeal issues is not functional. Similar findings from the literature indicates, appeal committee was established in the *Kebele*, but they don't know where they are, even if there is an appeal committee, they are not active because they didn't handle even one case yet and not working due to lack of training (Mohamed, 2015).

As a result of dysfunctionality of the system some beneficiaries submit their appeal to the *Kebele* chairman, others unnecessarily travel to Woreda Agriculture Office, some households were lacking information where to present their appeal and others would not like to appeal due to the reason that they have no trust in the system and they are not sure whether or not found solution to their appeal. Due to this condition, when households travel to Woreda to seek justice,

they are forced to waste both their time and money. Since the majority of the beneficiaries are expected to be resource poor households, the condition holds them back not to improve their livelihood because it causes leakage of resource for such kinds of unnecessary travel. The people that are not present their complaint have lost their confidence in the system, they did not expect that the system provide fair justice to their appeal and this condition requires quite strong attention from the program. People not only need cash and food transfers as safety net does and they also require psychological support to build their confidence and play their role to participate in every angle of life.

The Program Implementation Manual clearly states the main role of the KAC. It is to hear and resolve appeals regarding Safety Net matters in a timely manner. The Committee is expected to meet quarterly under the auspices of the *Kebele* Council. The responsibilities of KAC are:

- To submit a complete listing of appeals cases by sex of appellant, appeals resolutions, and unresolved appeals to the *Kebele* Council each quarter which will review them and forward them to the *Woreda* Council and the WoA every quarter.
- To convene within one month of the establishment of a new annual listing of clients to hear appeals submitted in their jurisdiction and to resolve a minimum of 95% of these cases within the month.
- To provide the listing of the appeals and the associated resolutions to the *Kebele* Council no later than 2 months after the announcement of the clients listing.

CHAPTER SIX: CONCLUSION AND SOCIAL WORK IMPLICATION

6.1 Conclusion

This study aimed to explore how safety net program targets the poorest households, how the beneficiary perceives safety net targeting and how they submit appeal to find solution. To meet these purposes, the researcher has provided due attention in the process of the data collection and the field work so that to find answers for the following research questions: How PSNP cash and food transfers targeted to the poorest households, how do the beneficiaries perceive the targeting process and how do the beneficiaries express their complaints and how are their complaints find solutions.

The research indicates that PSNP employ geographical targeting methods to locate safety net implementing Regions and *Woredas* and combined administrative & community based targeting methods to select chronically food insecure households living in safety net implementing *Woreda* and *Kebele*. The main criteria of inclusion are: food insecure female headed and male headed households, households without social support, elderly people, people with chronic disease like HIV AIDS, people with disability, households who lost their asset, households who received emergency aid for successive three years and they should be member of the community.

The inclusion of households which do not satisfy the targeting criteria and exclusion of the poorest households from safety net beneficiary list were the main challenges of the targeting process. Moreover, nepotism, social networking and family bondage is identified as main inclusion error (targeting committee did not adhere to the criteria of targeting), with regard to this further study is recommended to find the effect on the objective of the program.

Safety net targeting by design systematically excludes households by imposing a household cap approach (five persons per household) and has contributed to the absence of full family targeting and dilution of resource specifically when the family size of the households is above five. Due to limited quota, a tendency of spreading the existing quota to residents by the targeting committee were reported while they were expected to do as per the approach of the targeting which contributes for resource dilution. On top of this, due to the allocation of quota and limited coverage of the program, all food insecure households found in the study area are not supported by the program.

The acceptance of the community in the targeting process is very limited, specifically in most case the comment and suggestion of the community regarding the targeting process will not be taken by the other targeting committee members. As a result of this the dissatisfaction of the beneficiaries is reported and they feel their participation as meaningless. Though the practice of read aloud name of proposed candidates for getting feedback from the community and posting of lists of beneficiaries in the public space is good but this is not enough to guarantee fair and transparent client selection unless the voice of the concerned community is heard to refine the targeting. That is why the majority of the respondents of the study perceived the targeting process as transparent but not fair.

The distribution of the beneficiaries in to PW (able bodied) 90% & PDS (10%) that are both labour & resource poor is unfair and needs to be improved. In this case, further study is required to find the effects of the distribution on the wellbeing of the beneficiaries. Whereas the exemption from labor intensive public works for pregnant woman (from the moment the pregnancy is identified and confirmed until the child is one year old) , lactating women (up to

one year after birth), mothers of malnourished children and a person suffering from disease (if confirmed) is a good targeting practice of the PSNP.

The information sharing process (such as public health education, nutrition education & life skill trainings) made at public work sites, is promising, but it is not inviting PDS beneficiaries which are exempted from PW since they are not expected to participate. This approach leads to create knowledge gap between the beneficiaries. In addition to this, the KAC which was expected to undertake appeal management is not functional at a *Kebele* level. The beneficiaries are made to travel to *Woreda* Agriculture Office to find solution for their complainant and this demands additional cost (time and money). Since the majority of the beneficiaries are the poorest of the poor, these leakage of resource affects them not to improve their livelihood as intended. The study also indicates that there are some beneficiaries who have lost confidence in the system because of this they do not present their complaints.

Generally, the study found that though safety net transfer is reaching most of the food insecure households, due to targeting errors, allocation of quota, the approach of family cap, nepotism/ social networking and family bondage, there are still many poor households which need the support of safety net program that are not covered by the program. Inclusion of unqualified households that do not satisfy the targeting criteria and exclusion of the poorest households from safety net has affected safety net targeting process and sound fund utilizations by diverting the fund allocated to help poor households to the relatively better income households. Even though few respondents perceived that the targeting process is not fair and transparent, the majority of them perceived as transparent but not fair. The dysfunctionality of the complainant redressing mechanisms (KAC) has created inconvenience in finding solution for the appeal of the beneficiaries.

6.2 Implication to Social Work

Social protection programs aims to improve the wellbeing of the disadvantaged segments of the population like what PSNP is trying to do. The study found out that though safety net transfer is reaching most of the food insecure households, due to targeting errors, allocation of quota, the approach of family cap, nepotism/ social networking and family bondage, there are still many poor households which need the support of safety net program that are not covered by the program. Therefore, in order to fill these gaps and reach the poorest people which are not covered by this program, the involvement of Social Work professional is critical because social workers pursue social change, particularly with and on behalf of vulnerable and oppressed individuals and group people. Thus, this study has the following social work implications in relation to policy/program, practice, education and research.

6.2.1 Policy/Program Implication

This study is crucial because it provides input to policy makers so that it enables them to take action to accommodate the gaps forwarded by this study. It also helps them to adjust the program in a way that the poorest are benefited from the program. To this effect, unequal program benefit between the able bodied and the labor constraint safety net program beneficiaries, ensuring of full family targeting and reconsideration of the approach of family cap requires the design change of the program. To bring these in practice, the involvement of social workers is important at all level (macro, meso and micro level) where the program structure functions. Since the highest level decision of the program is made at federal level (macro level) social workers should actively involve at federal level by providing their professional expertise to shape the program design accommodate the interest of the poorest. In addition to this, since program is also implemented in collaboration with the regions (Meso level) there should be

strong involvement of social workers at this level. In addition, the main implementation of the program is implemented at local level (micro level); therefore, the program should consider the involvement of social workers both at Woreda and Kebele level. Social Work at this level should play a pivotal role in enhancing the wellbeing of the beneficiaries through participating in identification process of the beneficiary. Their role is also important in linking the PDS beneficiaries with social services (Education, Health and Other basic services).

6.2.2 Practice Implication

A recommendation for social work practice based upon this study is the importance of social workers' role in PSNP targeting practice and related program activities that enhance the well-being of the poorest safety net beneficiaries. As presented in the findings of this study, there were gaps that hinder smooth implementation of targeting and sound utilizations of the program fund. Therefore, to reduce such kind of risks Social Workers should be involved in PSNP in identification of the poorest households, in strengthening the participation of the beneficiaries in the process of targeting, in influencing the targeting committee to adhere to the criteria of targeting throughout the process of targeting. In addition, they should be involved to enforce the decision makers so that they perform their duties that realize fair and transparent beneficiary selection process. Lastly, social work professional should also actively involve for the functionality of the appeal structure specifically at community level.

6.2.3 Education Implication

With regards to education, the finding of the study has shown that PDS beneficiaries were not participating in education which was provided by Development Agents and Health Extension Workers at public work sites (community conversation platform) mainly due to their

physical and health condition. As a result, there was a wide range of awareness gap between the public works and permanent direct support beneficiary on the aspects of the program and other issues like knowledge of life skill which contribute to improve their wellbeing. This happened because the PDs beneficiaries are not only resource poor but also they are labor constrained, due to this, they cannot travel long distance to attend education that was designed to public work beneficiaries. Therefore, there should be active participation of social workers in designing, educating and linking these beneficiaries with other entities that provide education services so that to improve their well-being. In addition, since PSNP is one of the biggest social security programs which is supporting the largest portion of the poorest population in the country, Education Programs like the under graduate (BSW) and graduate (MSW) of social work education need to incorporate it in their curricula so that future Social Work professionals will be equipped with the knowledge of PSNP.

6.2.4 Research Implication

Regarding the research implication of this study, since the field work of the study is confined in a single Kebele some aspects of the targeting process might have been misused. A more comprehensive targeting practice and the influence of the political system on the program were not provided. Therefore, future research should explore in greater depth the targeting practices of PSNP and assess whether or not political manipulation takes place in the program. Therefore, social workers should be strongly involved in this area. In addition, future research should also include non-beneficiaries and including larger range of *kebeles* will be beneficial as it will provide a more accurate representation of the practice of PSNP targeting.

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Annexes

Annex I: Informed Consent

Investigator:

My name is Samuel Tegegne and I am graduate student at School of social work, College of Social Sciences, AAU. I am inviting you to participate in a research study. Involvement in the study is voluntary, so you may choose to participate or not. I am now going to explain the study to you. Please feel free to ask any questions that you may have about the research; I will be happy to explain anything in greater detail.

I am interested in learning more about Productive Safety Net Programme targeting. You will be asked to the targeting process and the perception of beneficiary in relation to fairness and transparency of the targeting process. This will take approximately 30 minutes' of your time. All information will be kept anonymous, this means that your name will not appear anywhere and no one except me will know about your specific answers. The benefit of this research is that you will be helping me to understand more about safety net targeting and perception of beneficiaries' related to transparency and fairness' of targeting process. This information should help us to better understand about targeting of PSNP. If you do not wish to continue, you have the right to withdraw from the study, without penalty, at any time.

Participant - All of my questions and concerns about this study have been addressed. I choose, voluntarily, to participate in this research project. I certify that I am at least 18 years of age.

Name of participant _____ Signature of participant _____ date _____

Name of investigator _____ Signature of investigator _____ date _____

Annex II: Key Informant Interview guide

The following discussion points are developed to process key informant interview. The discussion points are prepared to capture the view of the respondents on each question.

1. Can you tell me please your socio demographic condition (age, sex, education, marital status & family size).
2. What do you know about safety net targeting which is carried out in your *kebele*?
3. How is the poorest included in to safety net programme beneficiary list?
4. Can you tell me how and why are selected?
5. How & by whom safety net beneficiaries are grouped under public work and direct support categories?
6. Is PSNP including all households that have food gaps as a beneficiary? Can you tell me in detail?
7. What is your view regarding the approach of including only five members per households?
8. What are the eligibility criteria & targeting methods?
9. Do you participate in the targeting process? In what way?
10. Do you know the procedures' of targeting? Can you tell me the detail?
11. How do you observe the fairness and transparency of safety net targeting?
12. How do you perceive safety programme?
13. How do you present your compliant and find solutions?
14. What is the role and responsibility of the appeal committee in processing the complaints?
15. How these committees' are selected?
16. Please tell me in detail if you have received any awareness creation from the programme?
17. What types of structures are in place in implementing safety net targeting process?
18. Is there anything more you would like to add?

Thank you for your time.

Annex III: FGD guide

The following questions are prepared to undertake Focus Group Discussions. The discussion points are prepared to capture the view of the respondents on each question.

1. How is PSNP targeting is carried out?
2. Would you please tell me the targeting methods of PSNP?
3. What are the criteria of targeting?
4. How these criteria are developed?
5. What are sources of inclusion & exclusion errors (If any)?
6. How do the implementers use these criteria to screen the beneficiaries?
7. How are the households participating in the process of targeting?
8. How & by whom beneficiaries are selected and categorized into PW & PDS beneficiaries?
9. How do you think about the fairness and transparency of the targeting process?
10. How do you look the knowledge of the beneficiaries' regarding eligibility criteria and targeting procedures?
11. How do the beneficiaries present their complaints to find solutions?
12. Can you please inform me your socio demographic status (age, sex, education & marital status)
13. Is there anything more you would like to add? Thank you for your time.