

**ADDIS ABABA UNIVERSITY**  
**SCHOOL OF GRADUATE STUDIES**  
**DEPARTMENT OF SOCIOLOGY**

**IMPACT OF PRODUCTIVE SAFETY NET PROGRAM (PSNP)**  
**ON FOOD SECURITY IN ETHIOPIAN SOMALI REGION:**  
**THE CASE OF KEBERIBEYAH WOREDA**

**BY**  
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## **List of Acronyms and Abbreviations**

CCT	Conditional Cash Transfer
CIDA	Canadian International Development Agency
CSA	Central Statistics Agency
DFID	Department For International Development
DS	Direct Support
FAO	Food and Agricultural Organization of the United Nation
FDRE	Federal Democratic Republic of Ethiopia
FGD	Focus Group Discussion
FSCB	Food Security Coordination Bureau
FSP	Food Security Program
GAPVU	Gabinete de Apoio à População Vulnerável [Mozambique]
HH	Household
HHH	Household Head
IFPRI	International Food Policy Research Institute
KII	Key Informant Interview
MEGS	Maharashtra Employment Guarantee Scheme
MoARD	Ministry of Agriculture and Rural Development
MT	Metric Tons
NCFC	New Coalition for Food Security
NGOs	Non-Governmental Organizations

OFSP	Other Food Security Program
PIM	Program Implementation Manual
PSNP	Productive Safety Net Program
PW	Public Work
SRS	Somali Regional State
SSA	Sub-Saharan Africa
USD	United States Dollar
UNOCHA	United Nation Office for the Coordination of Humanitarian Affairs
WARDO	Woreda Agriculture and Rural Development Office
WB	World Bank
WFSTF	Woreda Food Security Task Force

## ABSTRACT

*The study has examined the impact of productive safety net program (PSNP) on food security in Ethiopian Somali region, specifically Keberibeyah Woreda. It emphasized on assessing the identification process of food insecure beneficiary households and experienced challenges during the process, impacts of the program on beneficiaries food consumption, creation and protection of household and community assets and finally perception of beneficiaries' towards the program. The study used both qualitative and quantitative research methods. Key informant interviews, focus group discussion, observation and survey questionnaire were used as instruments of data collection. Moreover, secondary materials were also used from different sources.*

*The study found that the identification process was undertaken through combined efforts of community and administrative bodies however it was not free from some partiality tendency on behalf of responsible bodies and misunderstanding of program's objectives on behalf of the community. The program slightly touches food consumption status of beneficiary households. Nevertheless, water and soil development project have been undertaking through public work project but not satisfactory in terms of their quantity as well as quality. The program has been bringing improvements on assets building particularly on livestock, production and consumer durable assets since joining the program. PSNP has been effective in terms of bringing positive impact on working behavior of the community through its public work project and it is considered as developmental intervention by the government in order to address food insecurity rather than charity services.*

*After examining the general situations, some recommendations were suggested by the researcher. Majorly focused on timing of food distribution, quantity of food aid with respect to household size and issue of varieties of cereals rather depend on the same type all the time being, intervention on social services, implementation of other food security program in the area like that of other region especially credit service and household package program, disciplines while targeting and finally attentions for the quality and quantity of community assets which are generating through public work.*

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1. Background of the Study**

For several decades in the past, Ethiopia has been known as a country that is heavily reliant on emergency relief as a typical response to its widespread and persistent food insecurity. Although this humanitarian assistance was substantial (estimated at about US\$265 million a year on average between 1997 and 2002) and saved many lives, evaluations have shown that it was unpredictable for both planners and households, and often arrived too little. The delays and uncertainties meant that the emergency aid could not be used effectively and did little to protect livelihoods, prevent environmental degradation, generate community assets, or preserve physical or human household assets (MoARD 2009a).

The unpredictable timing and level of relief resources flowing through the emergency channel means there are few opportunities to do more than address humanitarian needs. Further, the ad hoc nature of these responses meant that the provision of emergency assistance often in the form of food-for-work programs was not integrated into ongoing economic development activities (Subbarao and Smith 2003).

In 2003, the Government launched a large scale consultation process called the New Coalition for Food Security (NCFS). As a result of this process, the Government made significant changes to its existing food security program, scaling up its level of intervention and incorporating a large Productive Safety Net Program (PSNP) (MoARD 2009b). The PSNP, which began in 2005, is the government's response to the above scenario. Its objective is to provide transfers to the

chronically food insecure population in a way that prevents asset depletion at the household level and generates productive assets at the community level (Alemayehu et al. 2008).

The PSNP is currently the largest operating social protection program in Sub-Saharan Africa (SSA), outside of South Africa. It differs from previous food-for-work programs, in that it focuses continuously on selected households over several years and in that the explicit objective was that it will eventually be phased out (Andersson et al. 2009). PSNP operates as a safety net, intended to enable households to smooth consumption so that they will not need to sell productive assets in order to overcome food shortages. It was targeting transfers to poor households in two ways, through public works (PW) and direct support (DS), Public works through which food-insecure people were employed in public works for five days a month during the agricultural slack season (MoARD 2006).

The public work was also intended to generate valuable public goods by reducing seasonal liquidity constraints; it was intended to stimulate investments as well. Approximately 80% of the beneficiaries receive these benefits through their involvement in public works. The PSNP provides benefits to households in cash and in-kind. These two options are available for the public works component as well as the direct support piece (MoARD 2006). The cash wage rate is currently 10 birr for Ethiopian Fiscal Year 2002, which equates to 15kgs of cereals per household member per month for 5 days worked per month per household member. The wage rate will be amended annually based on a wage rate study rather than being specified in the PIM (MoARD 2010)

The PSNP was targeted towards *Woredas* defined by the Government as chronically food insecure. In Somali region, 32 *Woredas* has covered by PSNP in which 6 *Woredas* were selected

for the implementation of the pilot program and new 9 *Woredas* were added in 2009, and also other 17 *Woredas* were selected for the next phase of food security program. Keberibeyah which is the focus of this study is among the newly selected 17 *Woredas* (*Woreda* Agriculture and Rural Development Office 2013). Thus this study is an attempt to assess impacts of PSNP on food security in this *Woreda* focusing on four *Kebeles* namely- Keberibeyah, Guyo, Garbi and Labashag.

## **1.2. Statement of the Problem**

When poor people encounter shocks, they suffer from the direct effect of poverty and hunger making them less productive and less able to earn a living. They are also forced to employ negative coping strategies such as reducing food consumption, selling productive assets, and removing children from school (Barret 2001). These strategies further diminish their asset base and make them more vulnerable to the next shock, which leads them to further worse condition. However, they require a combination of development activities complemented by social protection transfers such as safety nets (Yadete 2008).

According to World Bank (2004), one of the donor of PSNP, social safety nets should include: (I) social services (health and education in particular), (II) social insurance programs such as pensions, (III) all publicly funded transfers (cash transfers such as family allowances, and in-kind transfers such as food subsidies), (IV) income-generation programs targeted to the poor (such as public works).

Based on the above concept a wide body of evidence now exists that indicates there are many circumstances in which productive safety net program as part of carefully planned social protection policies can be a springboard to escape from food insecurity.

Most importantly, if we look productive safety net program as a newly developed social safety net program, Alemayehu et al. (2008) discussed that Productive Safety Net Program together with the Other Food Security Program, reduced household food insecurity; raised consumption levels; encouraged households to engage in production and investment through enhanced access to credit, increased use of modern farming techniques, and entry into nonfarm own business activities; and whether it has led to sustained asset accumulation as well as participants relative to the control group, they are more likely to be food secure, and are more likely to borrow for productive purposes, use improved agricultural technologies, and operate nonfarm own business activities.

According to Disaster Prevention and Preparedness Commission/DPPC (2004), because of high exposure to drought and natural disasters the food security situation in most part of Somali Regional State (SRS) in general and agro-pastoral area of Jijiga Zone (including Keberibeyah *Woreda*) in particular is in a serious problem. In 2004, for instance, Jijiga zone experienced lowest rainfall of Gu season (main rainy season from February/March to June/July in Somali Region). Considering the current performance of long cycle crops in Jijiga, Awbare, Babile and Kabribeyah District of Jijiga Zone, was very much below the average for the past five years and it is deteriorating.

Keberibeyah is one of the chronically food insecure *Woreda* where PSNP has actively been implemented to change the life of households. Even though several attempts have been made to evaluate the general impact of PSNP countrywide, there are limited empirical evidences whether or not the program efforts has the intended effect on food security particularly in the study area. Moreover, PSNP was designed to make break from the traditional model of responding food insecurity (emergency response system) through its dominant development ideology which

eschews “dependency” and the perceived “welfareism”. Based on this, here the study made attempts to look beneficiaries’ perception towards PSNP in relation to its development ideology.

### **Research Questions**

Based on the above statement, the following questions are formulated in which this research attempts to answer:

- How beneficiaries are identified for PSNP and experienced challenges during the process?
- Does PSNP help to improve beneficiaries’ food consumption status?
- Does PSNP help to protect beneficiary households’ asset and generation of community asset?
- How beneficiaries perceive the program?

### **1.3. Objectives of the Study**

The main objective of the study is to assess impact of productive safety net program on food security in Keberibeyah *Woreda*.

Specifically the study tried to:

1. Ascertain the process of identifying households for PSNP
2. Examine whether PSNP helps to improve households’ food consumption status
3. Examine whether PSNP helps to protect beneficiary households asset and generate community asset
4. Assess perception of beneficiaries towards the program

#### **1.4. Scope of the Study**

The PSNP is the new social protection program undertaken on currently by the Ethiopian Government Food Security Program. However different but interrelated programs are there under the umbrella of FSP in many *Woredas* in the country. Keberibeyah was one of these *Woredas*. From this *Woreda*, four *Kebeles* (Keberibeyah, Guyo, Garbi and Labashag) were focused. As said before, this study focuses on assessing the impact of PSNP in alleviation of poverty from different components of FSP. The program has different impacts both on the beneficiaries and non-beneficiaries. However, this study focuses only on the beneficiary household heads.

#### **1.5. Significance of the Study**

The study is intended to contribute to awareness of the actual impact of PSNP on food security and its success in achieving its goals. In other words, it was hoped that this study will contribute to the understanding of the impact of PSNP for different stakeholders as well as for anyone who want to use it. In addition, it will inform some realities both to the community and policy makers and implementers how to achieve success in reduction of food insecurity. Furthermore, the study will serve as a bridge for other studies in the future on same and other related issue.

#### **1.6. Organization of the paper**

Following this introduction, the thesis will have five major parts. Part two: discusses, review of related literatures where the aim of this section is to give a short review of literatures related to the study. Accordingly, selected literatures on conceptualizing food security, determinants of consumption poverty and its intervention techniques on the one hand and manual reviews as well as empirical evidences on PSNP particularly the developing countries' experiences on the other

hand were presented. Part three: comprises on discussion regarding description of the study area; its geographical location, climate condition, demographic characteristics, livelihood strategy, and related issues. While in the other section of the chapter, employed research methods were discussed. Part four: discussions on major findings and summarizing discussions. Finally, some concluding remarks, research suggestions and recommendations were presented.

### **1.7. Limitation of the study**

While undertaking the study the researcher faced the following two challenges. The first one is time and financial problems since targeted *Kebeles* except Keberibeyah were located in rural area even geographically scatter this resulted for high transportation cost and wastage of time. The second one is, because of difficult weather condition in the *Woreda* it was difficult to undertake data collections particularly with administrators in the afternoon.

## CHAPTER TWO

### LITERATURE REVIEW

This chapter presents conceptual frameworks and research findings related to the study. The chapter is classified into two sections. The first section tries to conceptualize such basic concepts; consumption poverty and its intervention techniques, food security, and review of productive safety net program implementation manual while the second section discusses empirical evidences on impact of Safety Net Program in alleviation of poverty particularly the developing countries' experiences.

#### **2.1. Conceptual Framework**

Different groups of poor people are poor for different reasons, and each set of causal factors implies different remedial actions. “Poverty and vulnerability” and their preferred opposites, “affluence and livelihood security” are determined by interactions between individual characteristics and external circumstances. Every individual has a unique combination of ability to work and skills to sell, though some people are poor precisely because they have no labor power at all but the extent to which this combination of strength and skills is converted into a viable livelihood is determined by the diverse economic, socio-cultural, physical and political environments within which people live (Devereux 2000a).

In his analysis of Can Social Safety Nets Reduce Chronic Poverty, Devereux (2002) identified the determinants of (involuntary) income or consumption poverty by disaggregating into three clusters:

- Low productivity - inadequate returns to labor and other income-generating inputs;

- Vulnerability - risks and consequences of sudden collapses in income and consumption;
- Dependency - inability to generate an independent livelihood due to inability to work

The first and second clusters - low productivity and vulnerability - are often related to factors beyond the immediate control of the individuals concerned. Millions of people all over the world are unemployed or underemployed, being trapped in low-income livelihoods such as petty trading in the informal sector (Devereux 2000a). Alamgir (1980) cited in Devereux (2000a) memorably described the economy of rural Bangladesh as a “low-level poverty equilibrium in which the majority of the population seems trapped”. Millions more are engaged in occupations - such as rain fed agriculture that are vulnerable to dramatic variability in returns from one season or year to the next. Poverty in these circumstances is further exacerbated by food price seasonality. Low productivity causes chronic poverty and is related to low returns to labor, land and capital, while vulnerability causes transitory poverty, following sudden collapses in returns to these inputs.

The third cluster of factors, dependency, arises entirely from personal characteristics which render an individual incapable of earning an independent living - that is, they are unable to generate adequate returns to their own labor, due to physical or mental disability, extreme youth or old age. All societies have both economically active members and dependents, the latter being defined as people who are economically dependent on the former. They survive by being cared for within their families or communities, by institutional provision from the state, by charity or by begging (Devereux 2000a).

Devereux (2002) categorize anti-poverty interventions into three main techniques: livelihood promotion, livelihood protection, and social safety nets (defined here as livelihood protecting or livelihood promoting interventions which compensate for state-contingent income declines,

which at first sight seems to fit neatly into the ‘livelihood protection’ category, but in fact could have also livelihood promotion impacts).

- Livelihood protecting: provide consumption support to people subsisting below a given poverty line, either chronically (the ‘core poor’) or temporarily (the ‘transient poor’); the latter giving rise to a subset of interventions:
- Livelihood promoting: (e.g. microcredit) attempt to give people a ‘hand up’ out of poverty by sustainably raising their income-generating potential;
- Social safety nets (e.g. emergency food aid delivered through public works projects) are livelihood protecting interventions that support low productive and vulnerable people whose incomes decline suddenly, but it also have longer term livelihood promoting impacts.

Such a safety net is productive in the sense that it maintains households’ stock of productive assets, enabling them to pull themselves up by their own bootstraps, viably rebuilding assets and moving ahead over time (Barrett 2001). Therefore, Productive Safety Net Program (PSNP) as a newly planned governmental intervention technique for food insecurity encompasses the aforementioned techniques comprehensively in order to address chronic as well as transitory food insecurity.

## **2.2 Conceptualizing Food Security**

The conceptual framework of food security has progressively developed and expanded based particularly along with the growing incidence of hunger, famine and malnutrition in developing countries. The concept of food security attained wider attention in the early 1980s after the debate on ‘access’ to food and the focus of unit of analysis shifted from national and global level to household and individual levels (Debebe 2002).

Among, widely accepted definitions of food security: for Benson (2004), a household is food secure if it can reliably gain access to food in sufficient quantity and quality for all household members to enjoy a healthy and active life. Maxwell (1996) and Ehui et al. (2002) also defined food security as physical, social and economic access by all people at all times to sufficient, safe and nutritious food which meets the dietary needs for an active and healthy life. This definition shows that food security can be ensured if and only if three conditions are fulfilled. First, sufficient food shall be available through domestic production and/or import. Second, people must have adequate resources to get the appropriate food. Third, food must be used in combination with adequate water, sanitation and health to meet nutritional needs.

Similarly, Thomson and Metz (1997) defined food security as assuring to all human beings the physical and economic access to the basic foods they need. This definition comprises three closely related concepts: availability, stability and access. According to Haddad (1997) food security is achieved when people at all times have access to sufficient food for a healthy and productive life and has three main components: food availability, food access and food utilization.

Based on level of analysis, food security can be seen either at national level or at the household level. However, the household level of food security is probably the most important for analyst, in so far as the household is the basic economic unit.

According to FAO (2004), the households are identified as food secure if their entitlements or demand for food is greater than their needs, defined as the aggregation of individual requirements. For Benson (2004), nutrition security is achieved when secure access to food is

coupled with a sanitary environment, adequate health services, and knowledgeable care to ensure a healthy and active life for all household members.

Whereas food insecurity is a situation in which the households have neither the physical nor the economic access to the nourishment they need (Reutlinger 1987). Food insecurity leads to inefficient use of resources (Barrientos 2007). It, for example, reduces growth opportunities by forcing rural poor households to opt for low-risk/low-return crops and production methods. Insecurity also forces poor households to holding liquid but less productive assets (Dercon 2003). It also leads to distortions in inter-temporal resource allocation, forcing a focus on current consumption in preference to investment. This is typically the case when households withdraw children from school or health care in response to crises. In the absence of security, responding to short term shocks can lead to poverty persistence.

Widespread crop failures, natural or other disasters as well as the risk of fluctuation in production are some risk conditions contributing to food entitlement failure. Moreover, variability in food supply, market and price variability, risks in employment and wages, and risks in health and morbidity, and conflict are also an increasingly common source of risk to food entitlements (Abdinasir 2012).

Considering its span of duration, a distinction can be made between chronic and transitory food insecurity, which are closely intertwined. A constant failure to food 'access' is distinguished as 'chronic' while a temporary decline is considered as 'transitory' food insecurity.

Chronic food insecurity: is long-term or persistent in that it can be considered to be an almost continuous state of affairs. It is closely related to structural deficiencies in the local food system or economy, chronic poverty, lack of assets and low incomes which persistently curtail food

availability and access over a protracted period of time (FAO 2005 cited in Hart 2009). More clearly, chronic food insecurity is a continuously inadequate diet caused by the inability to acquire food. It affects households that persistently lack the ability either to buy enough food or to produce their own.

Transitory food insecurity: on the other hand, is usually sudden in onset, short-term or temporary and refers to short periods of extreme scarcity of food availability and access (Barrett & Sahn 2001 cited in Hart 2009). Such situations can be brought about by climatic shocks, natural disasters, economic crises or conflict. Experiences of transitory food insecurity may arise through smaller shocks at the household level (e.g. loss of income and crop failure) while not the normal state of affairs shocks can be severe and unpredictable (Hart 2009).

Transitory food insecurity can be further divided into cyclical and temporary food insecurity (CIDA 1989 cited in Maxwell and Frankenberger 1992). Temporary food insecurity occurs for a limited time because of unforeseen and unpredictable circumstances; cyclical or seasonal food insecurity when there is a regular pattern in the periodicity of inadequate access to food. This may be due to logistical difficulties or prohibitive costs in storing food or borrowing.

Seasonal or cyclical food insecurity may be evident when there is a recurring pattern of inadequate access to food such as prior to the harvest period (the 'hungry season') when household and national food supplies are scarce or the prices higher than during the initial post-harvest period (Devereux et al. 2008 cited in Hart 2009). It is generally considered to be more easily predicted than temporary food insecurity as it is a known and regular occurrence.

Chronic, cyclical and transitory food insecurity has been endemic in Ethiopia for several decades. The main causes of transitory food insecurity in Ethiopia are drought and war.

Seasonality is a major cause of cyclical food insecurity. Structural factors contributing to chronic food insecurity include poverty (as both cause and consequence), the fragile natural resource base, weak institutions (notably markets and land tenure) and unhelpful or inconsistent government policies (Devereux 2000b).

### **2.3. Review of Productive Safety Net Program (PSNP) Implementation Manual**

Productive Safety Net Program (PSNP) is one of main component of large scale Food Security Program of the country. The World Bank extended its own definition to include interventions against chronic as well as transient poverty.

*“Productive safety net are programs which protect a person or household against two adverse outcomes in welfare: chronic incapacity to work and earn (chronic poverty); and a decline in this capacity from a marginal situation that provides minimal livelihood for survival with few reserves (transient poverty)”* (WB 2004).

Similarly, Lipton (2002) explained that productive safety net program should target ‘poor people whose health or age prevents work, who haven’t resource to earn, or who are made unemployed by the vagaries of climate or market demand’ i.e., both the ‘resource poor’ and labor-constrained ‘vulnerable groups’. These definitions resonate more with current conceptions of ‘social protection’ than with the narrower category of ‘social safety net’ as originally conceived.

The Productive safety net program (PSNP) aims to reduce the number of people who rely on annual humanitarian appeals, by providing predictable and timely cash and food. It aims to shift away from a focus on short-term food needs met through emergency relief to addressing the underlying causes of household food-insecurity (DFID 2007).

The PSNP, started in 2005, has been supporting 8.3 million Ethiopians who are vulnerable to shocks such as droughts and floods every year. The Program tries to reduce the vulnerability of households that do not have enough to eat even when the weather and harvest is good (FAO 2006).

### **2.3.1. Phase of PSNP**

- Phase 1: from January 2005 to December 2005. This established PSNP processes and delivered transfers to 4.84 million food insecure people in Ethiopia.
- Phase 2: from January 2006 to December 2009. During this phase the PSNP scaled up significantly to cover 7.57 million people.
- Phase 3: from January 2010 to December 2014. The phase will further strengthen implementation of the PSNP to achieve the objectives in all program areas and maximize linkages with other elements of the FSP to promote graduation from food insecurity (MoARD 2010).

However in the study *Woreda* the program will not phase-out in the current phase because of the following reasons; for one thing, the program started to being implementing in the study area since 2011. With regarding to this as the implementation manual stated the beneficiaries expected to achieve food security status within five years however if they do not achieve the status of food security they will not be graduate even within the specified time. For other thing, food security status will not be achieve through PSNP's food distribution alone rather with integrated efforts with other food security program but here in the study area there is no any intervention of OFSP. Furthermore, according to Somali Regional State Agriculture and Rural Development Office, food security status is not yet achieved in targeted food insecure districts of

the region due to the disaster nature of the region and some other implementation problems. Hence the program extended to December 2019.

### **2.3.2. PSNP objectives**

Generally speaking PSNP has the following objectives:

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 (MoARD 2010).

We can also see the (scope) and the specific objectives of PSNP in its implementation as follows:

- It focuses on chronically food insecure *Woredas*;
- It focuses on food insecure households – primarily chronically food insecure households but also those who are transitory;
- It aims to assure food consumption, so that chronically food insecure people have enough food to eat throughout the year;
- It aims to prevent asset depletion, so that food insecure households do not have to lose their assets in order to provide food for themselves;
- It aims to address underlying causes of food insecurity by rehabilitating the natural resources base;
- It aims to have a positive impact by stimulating markets and injecting cash into rural economies and,
- While doing that it also aims to contribute to the creation of an enabling environment for community development by increasing access to services, such as health, education, roads and market infrastructure (MoARD 2010).

### **2.3.3. Is the transfer by PSNP conditional?**

The PSNP is conditional for certain households and circumstances and unconditional for others. It is conditional for households who are chronically food insecure and that have members who are able-bodied (fit and healthy) and above 18 years of age. Such households receive transfers on condition that their able-bodied members (both male and female) contribute labor to Public Works (MoARD 2010).

But it becomes unconditional for households that face regular food shortages but who have no other means of support, and no labor to contribute to Public Works. Such households receive unconditional transfers through Direct Support, without the need to contribute labor of any kind to any activities. PSNP also provides Transfers for households affected by shocks either conditionally or unconditionally (MoARD 2010).

### **2.3.4. Targeting**

The process of beneficiary selection was a combination of administrative and community targeting. It starts from the community needs assessment. The whole process was in principle driven from the community level, while the administrative bodies provide guidance and supervision, and control the allocation of resources. *Woreda* and *Kebele* Councils were given the main responsibility for hearing appeals or complaints (Sharp et al. 2006).

Within *Woredas*, the “*Woreda* Council was responsible for the allocation of safety net resources to *Kebeles* in line with size of vulnerable population and based on the recommendations of the *Woreda* Food Security Task Force”. No further guidance was given on geographical targeting to *Kebeles* and communities. At household level assets, income and other sources of support (such as remittances) should be assessed to refine the broad criteria. *Woreda* Food Security Task

Forces (WFSTFs) were empowered to “set criteria for beneficiary selection to suit the particular conditions of the *Woreda* within the spirit of the general guiding points” (Sharp et al. 2006).

### **Criteria for selection of households**

According to MoARD (2010), the following basic criteria define eligibility for the PSNP and are applied during the targeting procedure:

- The households should be members of the community;
- Chronically food insecure households who have faced continuous food shortages (3 months of food gap or more per year) in the last 3 years;
- Households who suddenly become more 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, and are therefore unable to meet their food needs even during periods of normal rain; and,
- Households without adequate family support and other means of social protection and support.

Supplementary criteria to assist in the refinement of the client list:

- Status of household assets: land holding, quality of land, labor availability, etc.;
- Income from agricultural and non-agricultural activities; and,
- Specific vulnerabilities such as female-headed households, households with members suffering from chronic illness, such as AIDS, elderly headed households caring for orphans, etc. (MoARD 2010).

### **2.3.5. Principles of PSNP**

According to PSNP PIM (2010), the PSNP are based on two crucial basic principles:

1. Predictability- A safety net delayed is a safety net denied. Consequently, resource flows must be predictable,
2. Avoiding dependency - This can be achieved by requiring able-bodied beneficiaries to provide labor in exchange for program transfers

### **2.3.6. Components of PSNP**

The PSNP has two components.

- The first component referred as direct support is aimed at provision of direct unconditional transfers of cash or food to vulnerable households with no able-bodied members who can participate in public works projects.
- The second component popularly known as public works is aimed at the provision of counter-cyclical employment on rural infrastructure projects such as road construction and maintenance, small-scale irrigation and reforestation (MoARD 2010).

Public Works Programs are attractive, both to donors and to governments for four key reasons; firstly, they are consistent with the dominant development ideology which eschews “dependency” and the perceived “welfarism” of direct transfers. Secondly, in the popular political discourse they are perceived as creating “jobs” rather than offering welfare. Thirdly, they involve the production of assets, thereby avoiding the perceived trade-off between productive investment, and expenditure on welfare. Finally, they are perceived to offer the benefit of self-targeting by the poor, by means of a low wage rate, rendering alternative targeting mechanisms unnecessary. For these reasons public works programs are currently popular social

protection instruments in situations of chronic, as well as acute poverty, seeming to offer a “win-win” policy option; providing employment, while also creating assets, offering welfare transfer which is also a tangible economic investment. This renders them an attractive option for policy makers and donors (McCord 2004).

### **2.3.7. Graduation**

Graduation arises from the combined effect of FSP components and other development processes, not from the activities of the PSNP alone. Improvements in all of these contributors are required for graduation. Therefore, the success of the PSNP cannot be judged by graduation rates. In this phase the PSNP and wider FSP have been designed in such a way that there are greater prospects to achieve graduation at scale, through close complementarity between the different services that households have access to under the different components of the FSP (MoARD 2010).

Those who achieved food security will automatically graduate from PSNP. In this case, survey has been done to know the food security status of each household in every year so that those who improved their food security will graduate and those not will stay in the PSNP. Without success in these complementary interventions from the wider FSP, graduation from the PSNP and from food insecurity cannot happen at scale. But care will be taken not to graduate households too early and services will continue to be provided to households that have yet to graduate (MoARD 2009a).

## **2.4. Empirical Evidences on Impacts of Safety Net Program**

In this section review of empirical studies that are studied to assess different kinds of social safety net program implemented by different developing countries are presented. The reviewed studies are classified under the regions; Asia, Latin America, Africa, and finally in specific focus in Ethiopia.

### **2.4.1. Safety net program in Asia**

There are evidences which assert that social safety net can mitigate poverty and the adverse effects of policy change, such as agricultural liberalization in Asian countries.

Social transfers can be designed so as to improve insurance protection, enabling recipients to engage in higher-risk, higher-return investment. For example, in Maharashtra, India, the insurance provided under the Employment Guarantee Scheme enabled farmers to plant high-yield crops, rather than the low-yield, drought-resistant varieties used elsewhere (Barrientos and Scott 2008).

When Walle (2003) tested the welfare and poverty impact of Vietnam's public safety net program, he found that Poverty fell quite dramatically in Vietnam between 1993 and 1998. Nevertheless, he concluded, that the government's safety net programs made only negligible contribution to that favorable outcome. The finding result indicates that these programs did not fulfill a genuine safety net role in protecting those who faced falling living standards during this period. Part of the reason is low overall spending on these programs. However, the evidence also suggests that poor targeting is a fundamental problem on top of low total outlays.

Moreover, Sumarto et al. (2004) demonstrate the impact of participation in social safety net on poverty and welfare in Indonesia. They found that participation in the social safety net programs helps households to increase their consumption level by the magnitudes of the coefficients range from around 0.04 for the subsidized rice, medical services, and employment creation programs to around 0.1 for the scholarship program. On the other hand, to examine the impact of participation in the social safety net programs on the probability of a household to be in poverty, they estimated a probit model. And again the social safety net participation variables are also instrumented by the total number of households which participated in each social safety net program in each village, to solve endogenic problem in this model. The result by Sumarto et.al. (2004) showed that a household which participated in this program has a three percent lower probability to be currently in poverty than a household with similar characteristics but did not participate in this program.

#### **2.4.2. Safety net program in Latin America**

Washburn et al. (2000) cited in Barrientos (2003) discussed the impact of PROGRESA (one of the major programs of the Mexican government aimed at developing the human capital of poor households), which is one of social safety net program in Mexico. And they concluded that the PROGRESA program appears to have sizeable and significant effects on the consumption of beneficiary households. Like the above research the study by Skoufias (2001) found that consumption of PROGRESA households is higher when compared with comparable control households.

Child health and nutrition has also improved as a result of CCT programs in Latin Americans, In Mexico, and the PROGRESA evaluation shows a significant increase in nutrition monitoring and

immunization rates. Infants under three years old participating in PROGRESA increased their growth monitoring visits between 30 to 60 percent, and beneficiaries aged 0 to 5 had a 12 percent lower incidence of illness compared to non-PROGRESA children (Gertler 2000 cited in Rawlings 2004). In addition, the data suggest that PROGRESA has had a significant impact on increasing child growth and lowered the probability of child stunting for children aged 12 to 36 months old. Consumption levels have also improved as a result of participating in CCT programs (Behrman and Hoddinott 2000) cited in Rawlings (2004).

Empirical study in Nicaragua, to assess the impact of Safety net programs, CCT control households experienced a sharp decline in consumption due in part to low coffee prices and a drought, whereas the average per capita annual household expenditures of those beneficiaries did not change (IFPRI 2002a cited in Rawlings 2004). The net program impact translates into a 19 percent increase in per capita consumption and suggests that CCT programs may help poor people protect consumption in times of crisis, a risk management role worthy of further analysis (Rawlings 2004).

If we look the impact of safety net in another country of Latin America other than Mexico, we found the study by Barrientos (2003). The author, in his analysis of impact of non-contributory pensions on poverty, found that Poverty headcount would be 4.2 percent higher for the Brazil if pension income is removed and there are no off-setting changes. In addition he also arrived to a finding that the poverty gap would be 40 percent larger for the Brazil sample if pension income is removed and there are no off-setting changes.

### **2.4.3. Safety net program in Africa**

South Africa's experience with social safety net program provides important lessons for other African countries concerning the practical implementation of social security schemes with regard to poverty reduction, reduction of gender inequalities, incentive effects, and improvements in education and health and also in terms of financing and fiscal sustainability (Devereux 2002).

A study that examined two social safety-net interventions in Southern Africa –namely cash transfers in Namibia (social pensions), Mozambique (cash payments to urban destitute (GAPVU)). Both programs comprise social safety nets in that they protect poor citizens against income shocks associated with old age, destitution caused by war, and drought, respectively (Devereux 2002).

Accordingly, in Mozambique, survey found that the number of beneficiary households living in absolute poverty had fallen from 71% to 65% as a result of GAPVU. GAPVU also made a greater contribution to total household income rise in the small, poor town of Chimoio (41%) than in the large wealthier city of Maputo (Low et al 1998 cited in Deverux 2002).

In Namibia, the delivery of social pension income over several decades to isolated rural communities has provided a permanent stimulus to local trade, with many grocery stores being established even in the smallest villages that would not survive without the business that pensioners bring every month. Social pensioners account for between one-third and two-thirds of turnover at retail stores in southern Namibia. More than half these pensioners were granted credit facilities at these stores because of their guaranteed monthly transfer income (Deverux 2002)..

In Malawi the descriptive study by Miller et al. (2006) to analyze the impact of cash transfer on household food security or welfare. They also used separate regression models to examine, for

instance, the differential impact of the transfer depending upon the gender of the household head. The results from this study show that intervention households in Malawi allocated 62% of total expenditures to food purchases. The study also pointed that, although the evaluation was relatively short-term in length, conducted over the course of one year, recipients were able to reach what they reported as an acceptable level of food security. According to the authors by end line, 13% of intervention versus 81% of comparison households reported that food consumption was less than enough. On average, cash recipients consumed a variety and adequate amount of foods per day, without experiencing many days of food shortages, which is in striking contrast to the comparison group.

#### **2.4.4. Productive Safety net program in Ethiopia**

The PSNP is one of several components of the Ethiopian government's Food Security Program. The other components are subsidies for voluntary resettlement and a package of programs jointly called Other Food Security Programs (OFSP). OFSP includes a wide range of activities that differ by regions, but the main element is a package of loans for agricultural and non-agricultural activities (Slater et al. 2006).

The federal plan is that 30% of the PSNP beneficiaries should also be covered by OFSP. During the 2006–2007 seasons, 70% of OFSP funds were slated for household credit packages. The anticipated effect of this set of programs is that, since households will no longer need to sell off assets as a result of income shocks, their productive assets will increase over time. With the help of the PSNP and other programs, these food-insecure households are expected to graduate from their chronic situation in five years (Slater et al. 2006).

In Ethiopia, the PSNP is already having a significant impact and there is clear evidence that several important changes have taken place in study areas in terms of nutrition, asset protection, asset building, and allowing people to feel secure enough in their income to take productive loans which they previously found too risky (Slater et al. 2006).

A comparative study by Alemayehu et al. (2008) pointed, access to the PSNP improves two measures of household food security: it reduces the likelihood that a household has very low caloric intake and it increases mean calorie availability. Relative to the control group, beneficiaries are more likely to be food secure, and are more likely to borrow for productive purposes, use improved agricultural technologies, and operate non-farm own business activities.

Additional empirical evidence reveals that Safety net activities are integrated with *Woreda* development plans of targeted regions of the country and ensured quality assets which built within the necessary budget allocated. These activities include public works, on-farm improvements, and environmental protection measures such as tree planting on public land and soil/water conservation measures. And the study finally recommended that Safety net resources should be flexible enough to offer a wide range of activities that fit the food security plan of the *Woreda* and also ensure timely and efficient use of these resources (Alemu et al. 2009).

Yadete (2008) also conduct a study to assess the impact of PSNP in Oromiya region using cross-section data set. He concludes that the welfare of beneficiary households is significantly affected by PSNP in the study *Woreda*. The study by Alemtsehay et al. (2007) also found that Ethiopia's PSNP, unlike Vietnam's safety net program which is discussed by Walle (2003), is (now) reaching the poor. This is an interesting finding that the paper came up with regarding the targeting of the program. The study identified that institutional structures for combined

administrative and community targeting are in place in most areas (though not all), and are functioning with varying degrees of success. Some major misinterpretations and confusions in targeting during the first year have now been corrected. No systematic corruption or large-scale abuse of the targeting system was found.

Andersson et.al. (2009) have also conducted a study on Impacts of Productive Safety Net Program in Ethiopia on livestock and tree holdings of rural households using panel data. They evaluated the impacts of the Ethiopian Productive Safety Net Program (PSNP) on rural households' holdings of livestock and forest assets/trees. They found no indication that participation in PSNP induces households to disinvest in livestock or trees. In fact, households that participated in the program increased the number of trees planted, but there was no increase in their livestock holdings. They found no strong evidence that the PSNP protects livestock in times of shock. Shocks appear to lead households to disinvest in livestock, but not in trees. Their results suggest that there is increased forestry activity as a result of PSNP, and that improved credit access encourages households to increase their livestock holdings. In spite of the fact that the study employed panel data in its regression, it did not directly focus on welfare or poverty situation of the rural households.

The above studies are evidence for encouraging impact of PSNP in alleviation of food insecurity. However the program impact on beneficiaries' working behavior was not addressed considerably since conditionality tendency of the program (distributing the transfer because of participating in development activities) may affect beneficiaries' perception towards the program. Even the intensity of the contribution is differing from place to place and even it depends on the variation of developmental projects planned in respective site.

Thus the analytical framework for this study implies that regular and reliable social transfers (such as Productive Safety Net Program) can reduce household food insecurity, firstly through supplementing household food consumption and secondly through protecting household's productive assets and generating small infrastructures through rehabilitating natural environment at community level.

## CHAPTER THREE

### SETTING OF STUDY AREA AND METHDOLOGY

In this chapter, description of the study area: focusing on its geographical location, demographic features, climate condition, and livelihood strategies on the first section then research methods: study population and unit of analysis, study design and sampling technique, methods and tools used for data collection, and data analysis are presented.

#### 3.1. Descriptions of the Study Area

##### 3.1.1. Geographical location and demographic features of the study area

Keberibeyah *Woreda* is located 50 km away from the regional capital town Jigjiga. It is one of the seven districts of Jigjiga zone of Somali Regional State (SRS). It is bounded by Somalia in the northeastern, Jigjiga district at the north and Harshin districts at the east, Fik zone at the southwest. The population of Kabribeyah is 165,518 people with demographic distribution of 89,703 are men and 75,815 women. The population growth is fast and 25,493 (15.4%) are urban residences in urban, whereas 139,931 (85%) lives in rural area. Concerning household size, a rural household has an average size of 6.7 with slight difference the urban has 6.6 (CSA 2007).

Geographically, it lays  $9^{\circ} 21'N$  and  $42^{\circ} 48'E$  /  $9.350^{\circ}N$   $42.8$ . The total area of the district is 407,870 hectares; (settlement land 813, cultivable land 42,580, disturbed wood land 22,339, disturbed shrub land 259,206, grass land 75,720 and exposed rock 7,212). Situation of the land was 80% flat and 20% Plateau and less than 400ml of annual rain fall (CSA 2007).

The *Woreda* has 29 *Kebeles* administratively. The head quarter of the *Woreda* is Keberibeyah town which is 686km south-east from Addis Ababa and 50km from Jigjiga (capital city of

Somali Regional State). The population in Kabribeyah *Woreda* is mainly from Somali tribes' which are Muslim in religion and more than 80% are agro-pastoralists and the rest are pastoralist in occupation (CSA 2007). According to the *Woreda* Agriculture and Rural Development Office, the total livestock population of the *Woreda* is 1,029,300; out of these sheep and goat 814,800, cattle 124,300, and camel 90, 200.

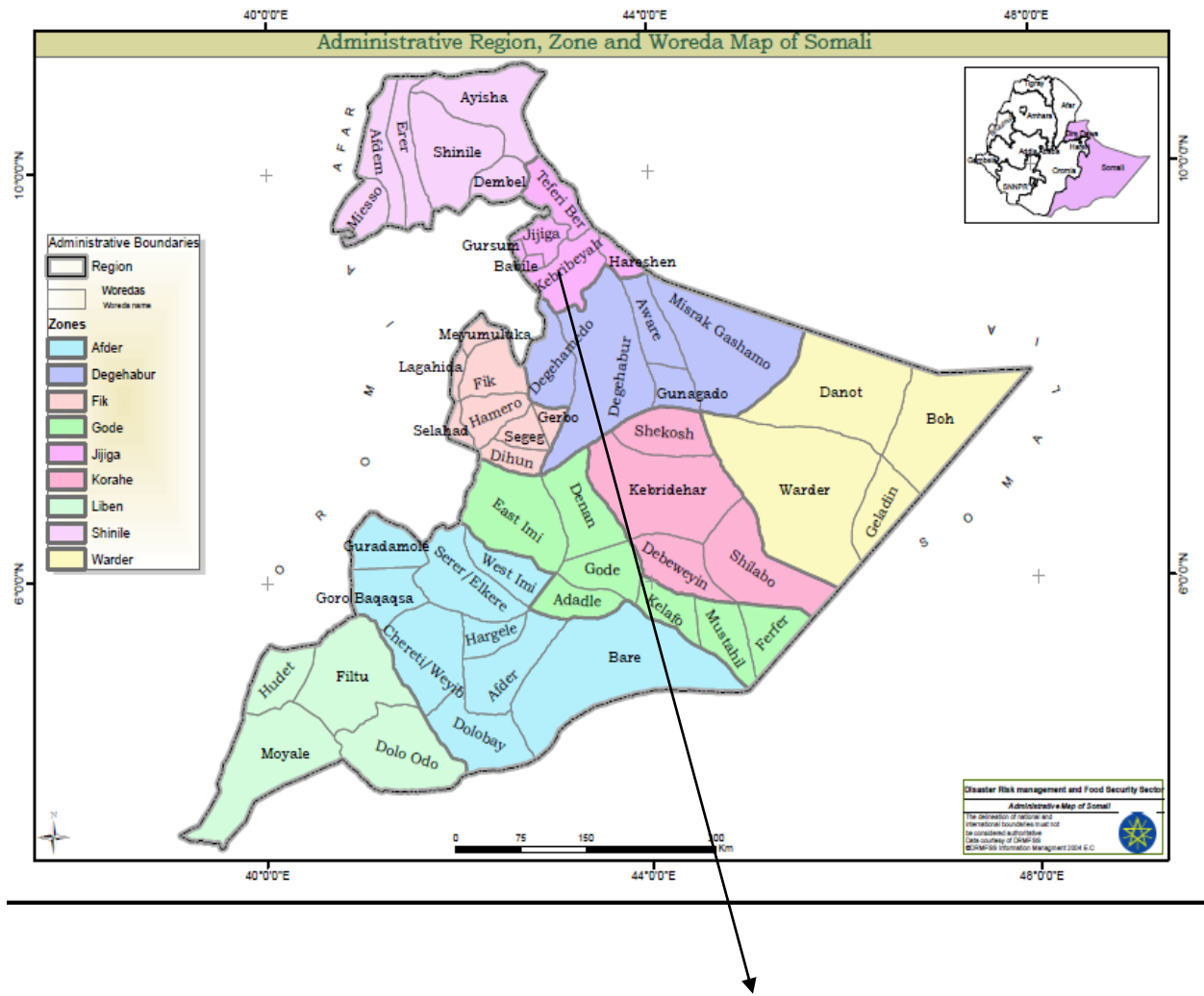


Figure 3.1 Location of the study Area Source: UN OCHA, Ethiopia

### **3.1.2. Livestock production system**

Livestock is a major livelihood resource in this *Woreda*. For this community, livestock rearing is a source of income, way of life, and their prestige, which is closely correlated with the size of their herd. They enlarge their herd when they have surplus money and convert it to cash when they need money. They consider livestock like a bank especially camel. Mostly kept livestock types by the farmers are camel, cattle, sheep, goats and donkey. Oxen are kept to provide draft power, cows to provide farm households with milk and butter for consumption and sale, donkeys for transporting goods, while sheep and goats are mainly kept for sale as well as for their meat. The feed sources commonly used for livestock include natural grazing and crop residues. The contribution of natural pasture as sources of feed is very limited due to arid nature of the area (Abdinasir 2012).

At present, livestock rearing is declining in the district. The cause for the reduction of animal population in the area is that farmers use traditional and extensive system of animal production that cannot cope up with the prevailing shortage of grazing land. The major livestock production constraints are disease and lack of feed. Shortage of animal feed is closely associated with the widespread resource degradation in the area. Crop fields fail to produce adequate bio-mass that supports the existing livestock. Forage trees in communal lands were destroyed due to increasing sell of firewood and charcoal. Grazing lands were taken over by croplands (Tesfaye 2003).

### **3.1.3. Farming system**

According to Abdinasir (2012), the major crops grown in the study area are sorghum, wheat & maize (cereals), tomato and onion (Vegetables) and chat (perennials). Moreover, 95 percent of the total farm size allotted for cereals was occupied by sorghum and only 5 percent is shared by

maize and wheat. Crop husbandry practice and land preparation mostly carried out using plough and in some parts using tractor plough. Production in the district is dependent on rain-fed agriculture mainly undertaken by waiting the rainy season that is twice per year. If rain is not sufficient in amount and do not keep its normal cycle, farmers in the area often face hazards of drought and consequently food shortage (Abdinasir 2012).

#### **3.1.4. Infrastructure**

One of the preconditions for rapid economic and social development of a given society is the availability of infrastructure such as road, water supply, education, health, electricity and telephones.

The majority of the population obtain drinking water from pond, water tank, shallow well and drilling wells, but some people are located in place that are far from water resource. Moreover, the water used for drinking purpose in many areas is not clean due to many factors and it is a cause for health hazard both for human and animal.

There is asphalt road which connects with Jigjiga, Keberibeyah and Dhagahbur. Majority of the existing rural road network is seasonal and due to this problem the movement and transportations is restricted and development effort is hampered during rainy season. Electricity service is limited for Keberibeyah *Kebele* however it is not in sufficient amount. Even though the government intervenes on education and health services, still there is high demand on school materials, skilled man power, drug, and medication equipment.

### **3.2. Research Methodology**

This section describes the procedures employed for this study; a way through which research problem systematically resolved. It constitutes methods, designs, steps, and tools used in the field work.

The social sciences represent disciplines that are dedicated to the accumulation, elaboration, and refinement of empirical and theoretical knowledge relating to the extremely complex and dynamic human and societal phenomena. The fact that the social sciences do not deal with nature and natural phenomena concerning which it is often possible to produce 'hard data', does not make them 'easy' but rather 'difficult science' (Creswell 2003). One of the difficulties that social science researchers face relates to the availability of no single satisfactory method of empirical investigation, but several that are mutually complementary and jointly capable of overcoming the limitations of the individual methods (Yeraswork 2010). As Creswell (2003) discussed the application of multiple methods, both qualitative and quantitative, strengthens a given study as the findings of one method may be corroborated by the findings obtained by the other and particularly complex social phenomena have various dimensions and linkages in which they are best understood via a range of diverse methods. Therefore, triangulating qualitative and quantitative approach methodologies is the most appropriate method of study to reach a level of truth and it enables the researcher to come up with complementary and convergence of facts (Redinour and Newman 2008). It enables the researcher to crosscheck the error made in one method by the other data source.

Hence, here to understand the impact of productive safety net program on food security involves both qualitative and quantitative approach in light with objectives of the study. Though it is

difficult to answer these questions simply through one of the approaches, jointly applying both methods is very important.

### **3.2.1 Study design**

Research design stands for advance planning of the methods to be adopted for collecting the relevant data and the techniques to be used in their analysis, keeping in view the objective of the research, time and money. Generally, the design need to minimize bias and maximizes the reliability of the data collected and analyzed (Kothari 2004).

As long as the aim of this study is to assessing once Program impact, it is obvious to investigate the previous and current situation of the understudy households. Thus, cross-sectional design whereby to ask on the basis of recall as well as current state of affairs is the appropriate bridge to answer the research questions. It helps to gain data relevant to past events in addition to present ones at one point in time. Therefore beneficiary households' living condition before and after joining the program were analyzed using selected sample households.

### **3.2.2. Data collection methods and instruments**

Appropriate data were collected through both qualitative and quantitative methods of data collection. In order to collect data through qualitative methods, the study employed key informant interview, observation and focus group discussion while household survey for quantitative method. The detail is explained as follows.

### **3.2.2.1 Key informant interview (KII)**

Among important source of data collections, Key informant interview was used in the study. Key informant interviews use in order to understand the perceptions of different stakeholders who were directly or indirectly affect the program. For this purpose, semi-structured questions were used because it allows the researcher to go beyond systematically prepared questions. Moreover, the way respondents act and answer may lead the researcher to ask indifferent ways. Therefore, individuals who were expected to have background information on PSNP were interviewed. The potential respondents of KIIs were four PSNP task forces members from *Woreda* agriculture and rural development office, four development agents (DAs) working in each *kebele*, and four *Kebele* chair persons from respective *Kebeles*. I have also conducted in-depth interview with the key informants in order to gather clear and detail information and to countercheck the problem of responses set when other techniques of data collecting methods used.

### **3.2.2.2 Focus Group Discussion (FGD)**

Focus groups are often used to collect qualitative data. It is a method which offers the researcher the opportunity to study the ways in which individuals collectively make sense of a phenomenon and construct meanings around it (Patton 2002).

In this study, the role of focus group discussion was significant, it was found vivid and most agreed upon information with regard to background of the community, identification process of beneficiaries to PSNP, and general impacts of the program. The community was essential for the group discussion as far as they have had similar lifestyles. Taking in to account age, religion and language the researcher carried out four focus group discussion (one FGD per *Kebele*) on the time available by selecting discussants based on the aforementioned criteria. Each FGD

composed of 6-8 participants. The participants are members of committee for identification process of beneficiary households. For this purpose checklist was prepared and each discussion were facilitated by the researcher.

### **3.2.2.3 Observation**

In the contemporary field research, observation is the most important technique to collect original data that maximize the validity of our data. This method helped me to have close contact with the subject of the study. Therefore, observation is better to get firsthand information from the original sources. That is, observation was used beside interviews and discussions in order to see the ongoing activities because of the program. It helps to catch the situation on ground. Photographs and notes were taken during observation. Observation by the researcher also contributed in strengthening the information obtained through the other methods and to minimize contradiction of data. Thus, observations method was used in the study particularly to look the status of livestock and community assets in the study areas.

### **3.2.2.4 Household survey**

A survey is a method of obtaining large amounts of data, usually in a statistical form, from a large number of people in a relatively short period of time. It usually takes two forms: (a) self-completion questionnaire and (b) interviewer read the questions to the respondent and fill in the questionnaire on behalf of the respondent (structured interview) (Bryman 2004). According to Yeraswork (2010), the main advantage of surveys over other research methods is that they allow the gathering of large amount of information from representative samples.

The household survey method is believed to provide data that is reliable and most importantly used to address the majority of variables which are important to meet the specific objectives of the study. The researcher prepared and administered both close and open ended structured questionnaire which was filled by trained enumerators at household level. Majority of the open ended questions are provided to give respondents a chance to give explanation for close ended questions. For this purpose survey was conducted with 103 beneficiary households.

#### **3.2.2.4.1 Conceptualization and Operationalization**

While undertaking a research, conceptualization and operationalization of concepts is an essential task in order to have a clear image for measurability of key concepts in data collection process. Thus, in this section the researcher tried to conceptualize and operationalize variables which are importantly meets the specific objectives through survey instrument.

#### **Conceptualization of key concepts**

**Targeting process:** the process in which chronically/transitory food insecure households identified for the program (PSNP)

**Food consumption:** safely access to food in sufficient quantity and quality to enjoy a healthy and active life

**Household assets:** assets include all livestock assets, productive assets, and consumer durable goods which is owned by households.

**Community assets:** assets which are property of the community resulted from public work activities through the process of rehabilitating degraded natural environment.

## Operationalization of concepts/ specific measurements

Table 3.1 Operationalization of concepts/ specific measurements

Concept	Variable	Indicator	Measurement
Targeting process	Criteria for selection	-Low productivity (no livestock, no enough food... etc.) -Dependency (no labor power in the household) -Vulnerability (because of natural disaster, and economic crises)	Nominal
Food consumption	Food consumption status	-Quantity of the food aid -Food intake status per day before and after joining PSNP -Food varieties/types consumed within a week before and after joining PSNP	Scale
Household Assets	Protection of HH assets	-Holding livestock assets before and after joining PSNP -Owning production and consumer durable goods before and after joining PSNP	Scale
Community assets	Creation of community assets	-Rehabilitated natural environment -Water and soil conservation project -Water development project... etc.	Ordinal

### 3.2.3 Documentary analysis

Secondary materials in the issue at hand were reviewed to supplement the primary sources of information. Any documents and literature that adds value in answering the research objectives such as concepts and empirical frameworks were reviewed.

### 3.2.4. Study population and unit of analysis

A survey population is the aggregation of elements from which the survey sample is actually selected (Yeraswork 2010). Accordingly, as it was mentioned in the introductory part, the PSNP has been launched in 29 *Kebeles* in Keberibeyah *Woreda*. Currently, the total number of beneficiary individuals in this *Woreda* was 34,730. From this 18,754 (54%) individuals were

male and 15, 976 (46%) individuals were female. At household level, the total number of beneficiary households in this *Woreda* is 5,184. From this participants of public works are 4613 (89%) and 571 (11%) households are directly supported (Keberibeyah *Woreda* PSNP Annual Action Plan 2005). For the sake of the study, beneficiary households of Keberibeyah *Woreda* are a study population and the information was collected from those sample beneficiary household heads. Therefore, these sample household are unit of analysis for the purpose of survey.

### **3.2.5. Sampling design and sampling technique**

Both probability and non-probability sampling methods were employed in order to match with the selected approach. Probability sampling was used to select sample for survey method while non-probability sampling are employed to select respondents for qualitative data collection.

For the purpose of quantitative approach, a multistage cluster sampling procedure was used to select sample households. This sampling design is used when it is either impossible or impractical to compile an exhaustive list of elements comprising the target population (Yeraswork 2010). Accordingly, at first stage, 4 *Kebeles* were selected among 29 *Kebeles* of the *Woreda* using simple random sampling technique. These *Kebeles* are Keberibeyah, Guyo, Garbi and Labashag. Then, 12% beneficiary households were selected randomly from each targeted *Kebeles*. Thus, a total of 103 households were selected for the survey as shown in the table below. The respondents were both women and men.

Table 3.2 Sample *Kebeles* and respective sample size

Name of <i>Kebele</i>	beneficiary households	Sample household
Keberibeyah	258	31
Guyo	233	28
Garbi	192	23
Labashag	175	21
Total	858	103

Source: *Woreda* Agriculture and Rural Development Office

On the other hand, community elders, DAs, local administrators were selected purposively for qualitative approach. Because these informants have direct relationship with the program; for instance DAs supervise public work activities in their respective *Kebeles* besides *Kebele* administrators (chair persons) supervise the implementation process of PSNP in their respective *Kebele* and have responsibility to hear appeals or complaints with regard to targeting whereas, PSNP experts working in *Woreda* Agricultural and Rural Development Office are providing technical assistance associated with the transfer. According to Creswell (2005) the aim of purposive sampling is to select respondents that will best answer the research question and no attempt is made to randomly select informant. Therefore units of observations for the key informant interview and focus group discussion were selected purposively to meet the objectives of the study. The purposely selected informants are supposed to be better source of information about the issue at hand.

### 3.2.6. Data analysis

The data analysis like the data collection methods was triangulated. Through the analysis stage both the qualitative and quantitative approaches were employed. Qualitative data obtained were

carefully translated and narrated into words/text form. According to Creswell (2005), the qualitative data analysis started during data collection. That is, I have started the data analysis in the field and continued to deal with it as long as an ongoing process. Researchers need to document key informant interviews, focus group discussions and daily observations relevant to the study. The analysis of qualitative data, therefore, starts during actual data collection because the process of qualitative data collection and analysis are interwoven. Based on this the data gathered through interview, focus group discussion and observation methods were analyzed qualitatively.

On the other hand, data which were quantitative were coded, categorized, organized and analyzed through statistical package for social scientists (SPSS) program version 20. The SPSS was used to describe simple statistical operations such as percentage and frequency distribution. In data analysis section both qualitative and quantitative data were put together to get comprehensive conclusion of the finding.

### **3.2.7. Ethical consideration**

Department of sociology provided cooperation letters to the researcher in order to secure approval of the research and to gain cooperation of participants and concerned administrative structures in the study area during data collection. According consents were obtained to undertake focus group discussion, key informant interviews and survey questionnaire and the researcher make clear that the research was purely academic besides that the study conducted was exclusively for academic purposes and would kept confidential.

Table 3.3 Summary of methodological triangulation

<b>Research Question (Objectives)</b>	<b>Unit of Analysis</b>	<b>Unit of Observation</b>	<b>Methods of Data Collection</b>	<b>Methods of Data Analysis</b>
-How beneficiaries are identified for PSNP and what challenges are experienced during the process?	-Beneficiary household -WARDO -Community -Development Agent -Local administration	-Sample of beneficiary household heads -PSNP task force members -Community elders -Each <i>Kebele</i> DAs - <i>Kebele</i> officials	-Questionnaire - KIIs -Focus group discussion	-Quantitative -Qualitative
-Does PSNP help to improve beneficiary households' food consumption status?	-Beneficiary household -WARDO -Community	-Sample of beneficiary household heads -PSNP task force members -Community elders	-Questionnaire - KIIs -Focus group discussion	-Quantitative -Qualitative
-Does PSNP help to protect beneficiary households' asset?	-Beneficiary household -Community -WARDO -Local administration	-Sample of beneficiary household heads -Community elders -PSNP task force members - <i>Kebele</i> leaders	-Questionnaire -Focus Group Discussion -Observation - KIIs	-Quantitative -Qualitative
-Does PSNP provide social services?	-Beneficiary household -WARDO -Development Agent -Community -Local administration	-Sample of beneficiary household heads -Program experts -Each <i>kebele</i> DAs -Community elders - <i>Kebele</i> leaders	- Questionnaire -KIIs -Focus Group Discussion -Observation	- Quantitative - Qualitative
-How beneficiaries perceive the program?	-Beneficiary household	-Sample of beneficiary household heads	-Questionnaire	-Quantitative

## CHAPTER FOUR

### DATA ANALYSIS AND INTERPRITATION

This chapter presents the analysis and interpretation of the data collected through household head survey questionnaire, key informant interviews, observation and focus group discussions. It includes six main sections. The first section of this chapter describes background information of respondents; the second section presents identification process of beneficiary households to the program; the next section is about the impact of the program on food consumption status; program impacts on social service will be discussed in the fourth section. And in the fifth section, impact on asset creation and prevention followed by this, perception of beneficiaries will present then finally, summary will follow.

#### **4.1. Background Information of Respondents**

This part discusses respondents' demographic characteristics: age, sex, marital and educational status. Accordingly, as shown in the following Table, 4.1, 33% of respondents are within 20-30 age groups. This age category has the highest number of household heads followed by the age group of 41-50 (29%) and 31-40 (22.3%) respondents while the remaining 16.5% are above 50 years old.

This shows that significant majority of beneficiaries were in the productive age. Besides, as *Woreda* agriculture and rural development officials stated almost more than 80% of beneficiary households in this *Woreda* were included under public work component of the program. Moreover, the result of this study also asserts that 84.5% of beneficiary households were covered in public work category, and hence they should have physical capacity to work. On the other hand, household heads above 50 are very small (16.5%). This might be due to the fact that the

quota provided for public work has been larger than direct support. Therefore, the majority of respondents participating in the public work are capable of working on the basis of their age. Regarding household headship, 56.3% of the respondents were headed by males while 43.7 % were headed by females.

Table 4.1 Selected background characteristics of respondents

<i>Kebele</i>	Respondent age distribution (%)					PSNP component (%)			
	20-30	31-40	41-50	50+	Total	Direct support	Public work	Both	Total
Keberibeyah	5.8	8.7	8.7	6.8	30.1	2.9	23.3	3.9	30.1
Guyo	13.6	5.8	5.8	1.9	27.1	3.9	20.4	2.9	27.2
Garbi	5.8	4.9	8.7	2.9	22.3	2.9	11.7	7.8	22.4
Labashag	7.8	2.9	4.9	4.9	20.5	5.8	13.6	1	20.4
Total	33	22.3	28.2	16.5	100	15.5	69	15.5	100

Source: Household Survey, 2014

As it was indicated earlier, the program targeted food insecure peoples at household level. Based on this, beneficiaries are expected to have family members, and for this reason unmarried respondents was not targeted for the purpose of the study. Thus, the current marital status of respondents are categorized accordingly, nearly 81% of are married, and the rest 16.5% and 2.9% are widowed, and divorced respectively. In relation with this, 67% of the marriage type is monogamy and 33% is polygamy). Large proportion of widowed respondents was found in *Keberibeyah Kebele*. However, no divorced respondent were found in *Guyo, Garbi and Labashag kebeles*.

The households were also assessed about their household size. Based on this, as Table 4.2, below indicates, 48.5% of them reported that they have 6-9 family members followed by 36.9% households with 2-5 family members; whereas households having more than 9 members are around 14.6% and averagely the understudy households have 6.74 household sizes. Therefore, from this we can understand that the majority of households (63.1%) had large household size (more than 5). This might be due to the fact that having large size of children is preferable among Somali community regardless of amount of assets holding and their living condition.

Table 4.2 Respondents Marital status and household size

<i>Kebele</i>	Marital Status (%)				Marriage Form (%)			Household Size (%)			
	Married	Divorced	Widowed	Total	Polygamy	Monogamy	Total	2-5	6-9	9+	Total
Keberibeyah	14.6	2.9	12.6	30.1	11.7	18.4	30.1	11.7	16.5	1.9	30.1
Guyo	25.3	-	1.9	27.2	4.9	22.3	27.2	8.7	14.6	3.9	27.2
Garbi	21.4	-	1	22.4	11.7	10.7	22.4	7.8	8.7	5.8	22.3
Labashag	19.4	-	1	20.4	4.9	15.5	20.4	8.7	8.7	2.9	20.4
Total	80.6	2.9	16.5	100	33	67	100	36.9	48.5	14.6	100

Source: household survey, 2014

In terms of education, large proportions (79.6%) of respondents were illiterate. However, the remaining 20.4% of them can at least read and write. Among them, 12.6% were at primary level (1-4), and 3.9% at lower secondary level (5-8); whereas household heads with secondary and preparatory level were 3.9%. No respondent was found at secondary level education except in *Keberibeyah kebele*, and no respondent at preparatory cycle in other *kebeles* except Garbi.

Due to this, it is not difficult to infer that for significant majority of household heads, their poor educational level might contribute for their food insecurity status. If it was not the case, they would have been engaged in other diversified activities such as government employment and

other business activities in their large number. Regarding their religion, more than 97% of respondents are Muslim; whereas the rest are Christians.

Table 4.3 Educational status of Respondents

<i>Kebele</i>	Educational status (%)					Total
	Illiterate	Primary	Lower secondary	Secondary	Preparatory	
Keberibeyah	22.3	4.9	1.9	1	-	30.1
Guyo	24.3	1.9	1	-	-	27.2
Garbi	13.6	4.9	1	-	2.9	22.4
Labashag	19.4	1	-	-	-	20.4
Total	79.6	12.6	3.9	1	2.9	100

Source: household survey, 2014

#### **4.2. Livelihood Activities of Respondents**

In order to check to what extent beneficiary households suffer from the problem of food insecurity, it was important to actually see the livelihood activities of household heads. To do so, in this research, I have designed survey questions to gather data with regard to the different types of livelihood activities being undertaken by beneficiary households.

Based on the data, I have identified that majority (82.5%) of the respondents have a means of income for the survival of their household in addition to the transfer. But the rest (17.5%) of the respondents haven't other means of income live on food aid through PSNP.

The study found that 34% of households in this study area engaging in agro- pastoralism economic activity and 18.5% are pastoralist. While 6.8% of them (found only in Garbi *Kebele*) are engaging in crop production which mainly undertaken by waiting the rainy season that is

twice per year. On the other hand, in non-agricultural livelihood activities, 13.6% are engaging in petty trade (selling *chat*) and majority of them are found in Keberibeyah *Kebele*. Besides, 1.9% of respondents are civil servants (e.g., teachers) found in Guyo and Garbi *Kebele*. While for 7.8% of respondents, means of living depends on remittances from their relatives.

Table 4.4 Livelihood activities (means of living) of beneficiaries

<i>Kebele</i>	Livelihood activities (%)							
	Crop production	Animal rearing	Mixed (agro-pastoralism)	Petty trade	Civil-servant	Others (remittance)	None	Total
Keberibeyah	-	2.9	0	12.6	-	4.9	9.7	30.1
Guyo	-	7.8	16.5	-	1	1	1	27.2
Garbi	6.8	1	6.8	1	1	1	4.9	22.4
Labashag	-	6.8	10.7	-	-	1	1.9	20.4
Total	6.8	18.5	34	13.6	1.9	7.8	17.5	100

Source: household survey, 2014.

### 4.3. Criteria for Selection of Beneficiary Households

Theoretically, PSNP beneficiaries are supposed to be targeted on the bases of their chronic food insecurity and vulnerability. In other words, beneficiaries are those who are more likely to be engaged in less profitable (low income, unskilled and high risk) income earning activities. Additionally, the vast majority of them were resource poor who fail to produce enough food even in time of good rainy season.

Practically, according to the interview and focus group discussion with PSNP officials, development agents and community elders, the targeting process was carried out by taking the

objectives of PSNP into consideration. That is, to provide transfers for those chronically and transitory food insecure households in a way that protects asset depletion at household level and to generate assets at community level based on this identification of those food insecure households held through critical assessment.

According to MoARD (2010), there are three identification techniques used in the selection of PSNP beneficiary households:

1. Community based targeting technique
2. Administrative based targeting technique
3. Triangulated targeting technique

In this *Woreda*, a combination of community based and administrative based (triangulated) targeting techniques were employed. Based on this, the committee was formed by combining two targeting techniques. Accordingly, community stakeholders, community elders, adults of both sex and religious leaders were nominated in order to identify those with chronic and transitory food insecure households at the grassroots level. Since these community members are familiar with the day today activities of the community than administrative bodies, they can carefully identify which household is with serious food insecurity and other problems. On the other hand, administrative bodies, local administrative (*Kebele* chairpersons) and development agents are playing a vital role for this task.

Therefore, the committee was formed with members drawn from teachers, *Kebele* leaders, development agents, representatives of both sex, religious leaders, extension workers and community elders. These members of committee play their vital role in order to identify food insecure households and to decide on beneficiaries under public work component and direct

support through doing an assessment. The assessment was done by considering number of holding livestock, production and household assets, capital owned and remittances received. Age and health status was the criteria while categorizing beneficiaries under public work as well as direct support. These committee members are taking training twice annually in order to be familiar with the objectives of the program and implementation. Besides, discussions would usually be conducted by emphasizing on the achievement and challenges of the program.

According to *Woreda* agriculture and rural development office, the 2014 annual budget for PSNP implementation purpose at regional level was 116,122,280 birr. Specifically, for Keberibeyah *Woreda* 4, 366,410 (from this 3,274, 807.5 birr has been spent for the transfer (food aid) while 1, 091,602.5 birr for administrative purpose. Besides, 3,125.70 MT food aid was distributed for 21 food distribution sites.

After identification of chronically and transitory food insecure households, leveling was undertaken based on the severity of their poorness. According to *Woreda* agriculture and rural development officials, because of limited quota provided for the *Woreda*, they faced too many challenges during targeting process. Since the program doesn't address all food insecure households, different complaints were raised on behalf of the community (non-beneficiaries). Priority was given for the poorest households. However, some re-assessment was also undertaken in order to adjust the complaints by comparing the assets of those who complained with that of relatively better off beneficiary households. Then, after this assessment, replacement was undertaken while significant difference found between them.

Table 4.5 Reasons for the selection of beneficiary households

<i>Kebele</i>	Reasons (%)					Category of transfer (%)			
	Low production	Dependency	Vulnerability	Low production and dependency	Total	Free food aid (DS)	Food for work employment (PW)	Both	Total
Keberibeyah	23.3	1	-	5.8	30.1	2.9	23.3	3.9	30.1
Guyo	20.4	2.9	-	3.9	27.2	3.9	20.4	2.9	27.2
Garbi	11.7	1	1.9	7.8	22.4	2.9	11.7	7.8	22.4
Labashag	15.5	1.9	-	2.9	20.2	5.8	13.6	1	20.4
Total	70.9	6.8	1.9	20.4	100	15.5	69	15.5	100

Source: household survey, 2014

Respondents were asked the reasons for their selection for the program. Based on this, 70.9% of households were targeted (registered for transfer) because of chronic food insecurity status (their low annual production, lack of assets and low incomes). While 6.8% were identified because of their dependent (no labor power in their household). Besides, 1.9% was identified because of their vulnerability to risk (drought and climatic shocks). In addition to this, 20.4% of respondents were registered for the transfer because of having dependent member of household in addition to their low-productivity. Therefore, chronic food insecurity is the reason for majority of respondents to join PSNP in the study *Kebeles*. In other words, the proportion of those beneficiary households who were targeted because of transitory food insecurity is too small when compared to chronically food insecure households. From this one can understand that the program particularly in this *Woreda* gives more attention to alleviate chronic food insecurity.

The other important issue in relation with identification process is classification of beneficiaries for PSNP benefits. Accordingly, 15.5% of them were categorized under free food aid (direct support), while around 69% (majority of beneficiaries) in food for work employment (public work). And the remaining 15.5% of beneficiary households were classified for both free food aid as well as food for work employment. Hence, from this, we can understand that food insecure households also have the chance to take the transfer due to both reasons (low productivity and dependency).

Almost 81.6% of beneficiary households joined PSNP from the very beginning of PSNP in the *Woreda* (2011) while 7.8%, 8.7%, and 1.9% beneficiary households were included since 2012, up to this year (2014) respectively. As PSNP officials indicated, identification of households for PSNP was completed before 2011 (beginning of the transfer) however; those food insecure households (18.4%) who joined after 2011 are those who were replaced households after re-assessment was done following their complaints.

However, some respondents are still complaining the targeting process. For instance, they raised discrimination as one of the problems in recruiting beneficiary groups of the PSNP. In this regards, they argue that *Kebele* officials and some community elders were usually giving priority to their clan members rather than working neutrally. These respondents also indicated some evidences for this unfairness tendency of those responsible bodies. As they stated, there are some households who have been taking the transfer without any conditions (those have large number of livestock asset, hectares of land and harvesting enough amount of production).

#### **4.4. Impact of Productive Safety Net Program**

Ideally, Productive Safety Net Program is expected to bring positive impacts on chronic as well as transitory food insecure *Woreda* throughout the country with the aim of bringing food security on the one hand and protect household assets from depletion and generate community assets on the other hand. Having this in mind, the following sections discuss impact of the program on food security in Keberibeyah *Woreda* particularly those selected four *Kebeles*.

As discussion with focus groups and interview result shows, PSNP brought different positive impacts on beneficiary households living conditions in general. According to *Woreda* agriculture and rural development office, outcomes of PSNP in these study *Kebeles* can be classified in to four: (I) in terms of raising beneficiary households' food consumption status, (II) protecting livestock assets, (III) bringing development through rehabilitating natural environment, and (IV) bringing attitudinal change on behalf of community from tendency of "relief" towards development. Thus, these outcomes were covered through in light of objectives of the research.

##### **4.4.1. Impact of PSNP on food consumption status of beneficiary households**

Household's food security can be ensured when all members reliably gain access to food in sufficient quantity and quality to enjoy a healthy and active life. Theoretically, PSNP intended to smooth household's consumption so they will not need to sell productive assets in order to overcome food shortages.

Hence, this study tried to check whether or not PSNP has positive impact on beneficiaries' food consumption status. Accordingly, in this section, an attempt has been made to look food consumption status of respondents using three indicators: "monthly receiving food aid", "food

intake status of children as well as adults per day” and “food varieties (types) have been consuming weekly at household level”.

As shown in Table 4.6 below, majority of respondents (69.9%) have been receiving 15-60 kgs (the food aid not considered their household size) followed by 23.3% those receiving 61-90 kgs while the remain 6.8% households receiving more than 90 kgs food aid monthly. Therefore, majority of respondents have been receiving about 60 kgs food aids monthly even though, as it was discussed in the previous section more than 63% of respondents have an excess of 5 household sizes. In relation with this, significant majority of respondents as well as community elders complained that the transfer does not considered the household size. In other words, averagely respondents are receiving 59kgs food aid monthly but the average household size even as this study ascertain is 6.74. Based on this, therefore, is difficult to generalize as the quantity of the transfer providing for beneficiaries is enough for monthly household food consumption. However, according to MoARD (2010), in its implementation manual for PSNP, the basis for the level of transfers is a minimum cereal allocation to each household member to allow them to have sufficient food each month and therefore to guarantee food consumption. This is considered to be 15kg of cereals per person per month. Practically, this study doesn't found that each household have been received to each household member.

The second indicator, in order to measure food consumption status was food varieties that have been consuming in the household within a week. This variable might help to assure the quality of food that beneficiary households consumed within a week before and after they are joining the PSNP. That is, the type of food that respondents consume in a week would usually be assessed before and after they are joining the program in order to know their status in this regard. On the

other hand, this is important to check the difference between two time span as well as to see whether the program brought improvements on households' food variety status.

As survey result indicates, 7.8% of respondents have been consuming more than three food types (varieties) within a week. However, before the program they were 17.5% households that used to consume more than three food types weekly. On the other hand respondents who used to consume three food types before joining PSNP were 22.3% but after joining the program, households who have been consuming three food varieties within a week rise to 33%. Here there is no any significant change observed because of PSNP (i.e. those consuming three and more than three food varieties increases from 39.8% to 40.8%). Besides, in both time spans, more than half of households consumed 2 food varieties within a week (before the program 56.3% whereas after the program 54.4%). Even after the program, those consume one food type not decline. (Before PSNP 3.9%) whereas (after PSNP 4.9%).

Therefore, it is difficult to say PSNP bring significant changes on types of food for household consumption. The main reason for this might be, since the transfer all the time being distributing only wheat hence, and with current market condition of the country it is difficult to imagine that they will exchange it with other varieties of food items in the market.

Furthermore, as respondents said, frequently consumed food types are Somali traditional meals: *Kimise* or *Hangaro* (lit Somali plate), *Borosh* (porridge) and sometimes spaghetti and rice. The main ingredients for these traditional meals are wheat and maize. So from this we can understand that regardless of the types, if the household consume food which is prepared only from wheat, the household is not getting the required amount of nutrient for healthy life. However, this would

probably be changed and their nutritional status could be improved if the program provides them different types of cereal.

Table 4.6 Monthly receiving food aids and food varieties have been consuming weekly

<i>Kebele</i>	Monthly receiving food aid (%)				Food varieties have been consumed before joining to PSNP (weekly) (%)					Food varieties have been consuming after joining to PSNP (weekly) (%)				
	15-60kg	61-90kg	90+kg	Total	1	2	3	3+	Total	1	2	3	3+	Total
Keberibeyah	22.3	3.9	3.9	30.1	1.9	10.7	8.7	8.7	30.1	3.9	7.8	13.6	4.9	30.2
Guyo	18.4	7.8	1	27.2	1.9	15.5	6.8	2.9	27.2	-	13.6	12.6	1	27.2
Garbi	16.5	3.9	1.9	22.3	-	16.5	2.9	2.9	22.4	-	16.5	3.9	1.9	22.3
Labashag	12.6	7.8	-	20.4	-	13.6	3.9	2.9	20.4	1	16.5	2.9	-	20.4
Total	69.8	23.3	6.8	100	3.9	56.3	22.3	17.5	100	4.9	54.4	33	7.8	100

Source: household survey, 2014

The third indicator, to insure household's food consumption status was analysis of food intake status of household members (children and adults) independently before and after joining to PSNP. This variable helps to see whether the food intake (consumption) was improved or not after the program. As Table 4.7 below shows, among the total 103 households under study, six (6) of them didn't have children. Thus they were not considered on children's food intake analysis.

With regard to children meals before and after joining to the program, as majority of respondents (60.2%) reported that children used to eat 2 times per day before joining to the program but after joining PSNP, in 65% of households, children are eating 2 times in a day. Moreover, in 30.1% of

households, children used to eat at least three times in a day before joining to the program however the percent declines to 27.2% after joining to PSNP in this regard. Households in which their children's food intake status reduced after the program claimed that late distribution of the transfer is responsible for reduction of their food consumption. No household was found whose children eat at least three times per day in Labashag *Kebele* after the program.

In general, when observing impact of PSNP on children's food intake status the change was observed on those used to eat once (it declines from 3.9% to 1.9%) and on those who eat 2 times (increased from 60.2% to 65%) however this increment is on small frequency of meal but to the reverse those who eat at least three times are decline after joining PSNP. Therefore, from this one can understand that the program does not bring significant positive impacts on children's food intake status unlikely as it was said by key informants.

Table 4.7 Children food intake status before and after joining PSNP

<i>Kebele</i>	Meals for children per day before joining (%)				Meals for children per day after Joining (%)			
	1	2	At least 3 times	Total	1	2	At least 3 times	Total
Keberibeyah	3.9	14.6	11.7	30.1	.97	18.4	10.7	30.1
Guyo	-	20.4	6.8	27.2	.97	22.3	3.9	27.2
Garbi	-	12.6	7.8	20.4	-	7.8	12.6	20.4
Labashag	-	12.6	3.9	16.5	-	16.5	0	16.5
Total	3.9	60.2	30.1	94.2	1.9	65	27.2	94.2

Source: household survey, 2014

When we come to adults' food intake status, some improvements observed after joining to the program. That is, before joining, there were 13.6% households in which adults used to eat once, 77.7 % twice and 8.7% three times in a day while after the program, proportion of households in which adults used to eat once decline to 6.8%. On the other hand, households in which adults used to eat twice and three times a day increases to 80.6% and 12.6% respectively after joining to the program. Therefore, the proportions of household in which adults that have been consuming at least twice in a day have increased from 86.5% to 93.2% after being included to the program.

Here we observed a disparity on impacts of PSNP on children and adults food intake status in the preceding paragraphs. That is, improvement on adults rather than children food intake status. After the program, adults at least could consume better than before (the size of adults who used to eat once have been declined) but it doesn't mean that in the study households, adults are eating better than children but it is to mean that the program doesn't significantly improve food intake status of children. In other words, those children who are eating at least three times in a day after joining PSNP also used to eat the same as currently in the time span of before joining to the program. However, the percent doesn't scale up rather decrease after joining PSNP.

Furthermore, in this instance, community elders also stated that nevertheless PSNP is trying to bridging the food gap for majority of food insecure households, still there are households whose consumption status do not improved even after joining PSNP because of different reasons; firstly, mismatch between quantity of transfer they have been receiving and their household size. Secondly, because of high interest rate, the transfer doesn't cover for full month food consumption of households. In other words, the largest part of it was deducted by the government for some costs like tax, fertilizer costs, administrative costs and others at the initial

place without reaching them. Therefore due to these and other similar reasons, the program's contribution to bridge food gap for the households was under challenge.

Table 4.8 Adult food intake status before and after joining PSNP

<i>Kebele</i>	Meals for adults per day before joining (%)				Meals for adults per day after joining (%)			
	1	2	3	Total	1	2	3	Total
Keberibeyah	5.8	19.4	4.9	30.1	4.9	21.4	3.9	30.2
Guyo	2.9	23.3	1	27.2	1.9	22.3	2.9	27.2
Garbi	4.9	15.5	1.9	22.4	-	16.5	5.8	22.3
Labashag	-	19.4	1	20.4	-	20.4	-	20.4
Total	13.6	77.7	8.7	100	6.8	80.6	12.6	100

Source: household survey, 2014

In general, having the aforementioned result of food consumption status of households, it is difficult to say after they were joined to the program their food security status getting improve because as these three indicators shows that the transfer is not insured that all members reliably gain access to food in sufficient quantity and quality to enjoy a healthy and active life.

In order to cross-check the proceeding information resulted from survey, informants of KII were asked regarding PSNP's impact on food consumption status.

According to the interview results with Woreda PSNP experts, the program is bringing improvements on beneficiaries' food consumption. Since the Woreda is highly exposed to drought as a result of scarcity of rainfall, large size of livestock are dying each year. However, after PSNP implementation, existing food gap among chronically food insecure households has

been reduced dramatically. Beyond that the program has an impact on prevention of livestock from depletion. Before the inception of the program, the local community had lost large number of their livestock because of different factors (e.g., drought). Though this was the case, the program helped them to a great extent to survive after it had begun to be implemented.

According to Woreda agriculture and rural development office, after PSNP, food aid becomes additional coping mechanism for those food insecure households. Nevertheless, the quantity of food aid provided monthly for beneficiaries is not as such enough in order to feed whole household members month up to month. Even though after joining to program beneficiaries at least have an expectation of the food aid (the transfer) rather exchanging their productive assets in to food items.

#### **4.4.2 Impact of PSNP on household assets and community assets**

According to Ethiopian government, PSNP provides cash and/or food transfers to chronically food insecure households in ways designed to prevent asset depletion at the household level while creating asset at the community level (FSCB, 2004). In other word specifically in public work component of the program basically meant for community asset building including the rehabilitation and enhancing of natural resources.

Hence, in this section an attempt was made to look whether or not the program protects the asset holding by beneficiary households and generate assets at community level. Thus, an assessment on verity of asset holding such as; livestock, productive, household materials and consumer durable by beneficiary households before and after joining to PSNP was undertaken. Moreover, outputs of public work (community asset status) are also part of the discussion.

#### **4.4.2.1 Impact of PSNP on household assets**

The underlined objective of PSNP is improving the food security status of the beneficiaries through creating assets and at the same time preventing them from depletion. According to implementation manual of PSNP, the idea of protecting asset holding of beneficiary households is when households become food insecure they are forced to sale their asset to meet their food expenditure. This circumstance eventually would worsen the poverty situation of these poor households. Thus, it is to protect the assets from depleting that the program offers food and cash transfers.

As community elders indicated, an important household asset for Somali community is livestock however it doesn't mean that those productive asset, household material and consumer durable assets have less importance. Nevertheless their way of life is highly associated with livestock asset, particularly with camel, goat, sheep and donkey. These assets in this community, considered as a way of measuring one's position in the community. The key informant interviews result also shown; the identification of food insecure household was undertaken after having an assessment on livestock status of that household.

Accordingly, in this section an attempt was made to check what actions PSNP have been undertaking in order to generate as well as preserve the available household assets particularly livestock.. Thus, Table 4.9 shows, respondents' livestock holding before and after the intervention of PSNP. Sheep, goat, cattle, donkey and camel are the main livestock reared by sample households.

Table 4.9 Livestock ownership before and after joining PSNP

<i>Kebele</i>	Before joining PSNP (%)					After joining PSNP (%)				
	Without livestock	1-5	6-10	10+	Total	Without livestock	1-5	6-10	10+	Total
Keberibeyah	26.2	2.9	1	-	30.1	27.2	1	1.9	-	30.1
Guyo	4.9	9.7	2.9	9.7	27.2	2.9	7.8	3.9	12.6	27.2
Garbi	13.6	2.9	-	5.8	22.4	14.6	1.9	1	4.9	22.4
Labashag	3.9	10.7	3.9	1.9	20.4	2.9	7.8	2.9	6.8	20.4
Total	48.5	26.2	7.8	17.5	100	47.6	18.4	9.7	24.3	100

Source; household survey, 2014

As we can see in the above table, respondents those who not have any livestock asset before joining PSNP were 48.5%, but it declines to 47.6% after joining PSNP. Households those holding 1-5 livestock assets before joining were 26.2% while after joining to PSNP decreased to 18.4% on the other hand before joining to PSNP there were 7.8% respondents who holding 6-10 livestock asset however after PSNP it increased to 9.7%. Furthermore, before PSNP, 17.5% respondents were holding at least 10 livestock fortunately it increased to 24.3% after joining to PSNP. Keberibeyah *kebele* was found with the smallest livestock holding in both time spans. This might be due to the fact that Keberibeya *Kebele* (town) is the head quarter of the *Woreda*, because of its urbanized features, majority of the community depends on non-agricultural economic activity whereas, Guyo *kebele* to the reverse registered as the largest livestock holding *Kebele* other than other *Kebeles* understudy.

According to community elders, the program doesn't made any actions with regarding to creation of livestock asset for the beneficiaries, since there is no access to credit or any other livelihood package program which distribute livestock or lend money to buy livestock without making the payment initially. It is obvious that, the transfer (food aid) provided for beneficiaries not led them to buy livestock rather it might help them to prevent their holding assets from depletion for those who own livestock capital. Therefore with this instance, it is better to look PSNP's impact by looking respondents' livestock holding status in both time spans

Generally speaking, impact of PSNP on beneficiaries' livestock asset creation was not significant because the change was less than one percent. Depletion of livestock asset also observed on those holding 1-5 livestock assets; before joining to the program, there were 26.2% households those own 1-5% but after the program reduced to 18.4% however, this might be due to the size of households who holding more than five livestock asset rises after joining to PSNP. On the other hand, improvements observed on those holding more than five livestock; households who holding more than five livestock asset are increased after the program from 25.3% to 34%. Also, total size of livestock holding by beneficiary households before joining to program was 571 however after the program it increases to 831 (increased by 2.9%). These shows that regardless of responsible bodies' livestock asset in these study area were protecting from depletion. However, this will ran us to consider respondents' livelihood activity, as it was discussed in the beginning of this chapter, except 17.5% of households, others have source of income in order to support their livelihood. Thus from this we can understand that PSNP was not the only reason that helped households in order to protect livestock assets from depilation rather their livelihood activities to some extent might help them to protect their livestock holding.

The other important thing we can see here is that, as it is depicted in Table 4.10, impact of PSNP on accumulation and prevention of household assets; productive assets (include all asset used to produce crop and livestock like Plough, water pump, spade, etc.), household materials (cooking materials) and household consumer durable goods (which include telephone, radio, TV, bed, etc.) were assessed.

Respondents who owned production materials before joining PSNP; *Goref* (Butter churning) (19.4 %), *Dhil* (milk can) (22.3%), plough (33%), spade (28.2%), animal cart (7.8%) and water pump (1.9%). After joining program owners of these production materials are increased. For instance, those owners of *Goref* increased to 20.4 %, similarly *Dhil* and Plough owners also increased to 23.3%, and to 37.9 % respectively, but Spade owners were decreased to 7.8 after the program. No differences were observed on households' ownership of animal cart and water pump.

The other assets which were considered in this study were consumer durable goods. Accordingly, before joining to PSNP only 23.3% of respondents had mobile cell phone however it increased to 40.8% after joining PSNP. In addition to this, Radio and TV owners before PSNP were, 9.7% and 3.9% respectively but after joining, Radio owners rise to 10.7% but no changes was observed on TV owners.

Obviously, here it is important to recognize that PSNP doesn't provide money for beneficiaries in order to buy these assets. But the important way to understand PSNP's contribution is in terms of emphasizing the program's role through its food aid in order to protect their assets from depilation.

Here, a reduction was observed only spade holding however improvements on others assets particularly Radio and Mobile cell phone ownership. Thus, from this we can understand that in spite of hand to mouth nature of the life for the majority of beneficiaries, they are still struggling rather than reducing their assets in order to survive.

Table 4.10 Others household assets ownership by respondents

Kebele	Productive Asset												Household goods		Consumer durable Asset							
	Before PSNP						After PSNP						Before PSNP	After PSNP	Before PSNP				After PSNP			
	Goref	Dhil	Plough	Spade	Cart	Water pump	Goref	Dhil	Plough	Spade	Animal Cart	Water pump	Cooking materials	Cooking materials	Telephone	Radio	TV	Bed	Telephone	Radio	TV	Bed
Keberibeyah	1	-	-	-	-	-	1	-	-	-	-	-	30.1	30.1	4.9	1.9	2.9	1.9	6.8	1.9	2.9	1.9
Guyo	10.7	12.6	12.6	9.7	2.9	-	9.7	12.6	12.6	2.9	3.9	-	27.2	27.2	1	1.9	1	-	6.8	1.9	1	-
Garbi	4.9	6.8	9.7	8.7	-	1.9	5.8	6.8	11.7	-	-	1.9	22.4	22.4	9.7	4.9	-	1.9	14.6	5.8	0	1.9
Labashag	2.9	2.9	10.7	9.7	4.9	-	3.9	3.9	13.6	4.9	3.9	-	20.4	20.4	7.8	1	-	-	12.6	1	-	-
Total	19.4	22.3	33	28.2	7.8	1.9	20.4	23.3	37.9	7.8	7.8	1.9	100	100	23.3	9.7	3.9	3.9	40.8	10.7	3.9	3.9

Source: household survey, 2014

#### 4.4.2.2 Impact of PSNP on community assets

Based on interview and focus group discussion results, PSNP in this *Woreda* is bringing sustainable productive activities through Public work to build community assets. Since PSNP is productive program, aimed to bring sustainable improvement on beneficiaries' livelihood, it focused on rehabilitation of degraded environment in turn leads them to extract it. In addition to this the program alarmed the community about causes and consequences of environmental degradation and ways of rehabilitation. Thus activities of public work largely focus on rehabilitation of natural environment. This developmental activity (the rehabilitation of natural environment) through public work was chosen based on action plan of each targeted *Kebeles*. After discussing the community regarding sustainably alleviation of food insecurity problem in each respective *Kebele*, an agreement was made to intervene on natural resources. Accordingly, rehabilitations of natural environment activities have been doing since implementation of program in the *Woreda*.

According to *Woreda* agriculture and rural development office, those activities planned to build community assets through public work are categorized into:

1. Soil and Water Conservation Activities: soil bund construction, bund stabilization with grass, planting on bunds (tree and shrubs), stone check dams construction, brush wood check dam, degraded land rehabilitation, area closure, mint feed road, feed road plantation, town cleaning, hall construction and gabion construction.
2. Infrastructure Construction: store construction, school maintenance, health post maintenance and animal health care maintenance.

3. Water Development: pond construction, water tank construction, dam construction, and spring and cleaning of rivers.
4. Road Construction: road construction and maintenance and culvert or road side construction.

Thus, Table 4.11 illustrates community assets have been built through public work activities in study *kebeles*.

Table 4.11 Public work activities

<i>Kebele</i>	Activities to Rehabilitate the Natural Environment					
	Soil bund	Check dam	Pond construction	Water tank construction	Feed road	Gabion construction
Keberibeyah	30 km	1000m <sup>3</sup>		-	-	-
Guyo	20 km	-	8000m <sup>3</sup>	-	-	1500m <sup>3</sup>
Garbi	20 km	-	800m <sup>3</sup>	1	-	-
Labashag	20 km	-	4000m <sup>3</sup>	-	4 km	-
Total	90 km	1000m <sup>3</sup>	12800m <sup>3</sup>	1	4 km	1500m <sup>3</sup>

Source: Keberibeyah district PSNP action plan 2012-2013

As we can see in Table 4.11, through public work; 90km soil bund, 1000m<sup>3</sup> check dam (only in Keberibeyah *kebele*), 12800m<sup>3</sup> pond except Keberibeyah *kebele*, one (1) Water tank (in Garbi), four (4) km feed road in Labashag and 1500m<sup>3</sup> Gabion construction (Guyo) were constructed from 2012-2013.

However, these community assets built through public work are not enough if program implementation time and number of beneficiaries under public work component considered.

For these unsatisfactory outcomes, responsible bodies were asked. According to development agents and Woreda agriculture and rural development officials, the major reasons for this inadequate outcome are; from the very beginning of the program beneficiaries were not understood the intention of public work activities but they participate simply to earn food aid (transfer) rather than considering its positive impact on their environment; the difficulty nature of the temperature by itself played a negative role in this regard. In addition to these sometimes unpredictability tendency of the transfer also responsible for this deficiency, since most of the time the food distribute too late from the scheduled time because of some internal and external problems. As a result of this, beneficiaries refuse to work unless the transfers is come it to being.

#### **4.4.2.2.1. Quality of the community asset built through public work**

There is a problem regarding the quality of community assets. This is because of misunderstanding on behalf of the community (non-beneficiaries) on ownership of these assets. They assumed that assets resulted from public work are the properties of beneficiary households only. Because of this, they assume no need of protection and caring them. Furthermore, since majority of community asset are labor-intensive project (use simple technical skills and tools) the quality is not the same as assets resulted from professional workers. With this regard, majority of respondents and community elders claimed that water development projects, particularly water tank that found in Garbi is not providing the service because of some technical problems. It simply assembled in order to visit by higher officials when they came from region and federal. However, it doesn't mean that, all assets resulted from public work don't have quality and were completely out of the control of overlooking body but not in all case.

#### **4.4.2.2.2. Timing of public work activities and transfers**

As it was stated earlier in PSNP component, majority of household heads except 15.5%, were engaged in public work activities thus in 70.9% household only household heads represent their household for public work activities whereas in 13.6% households, at least two members of the household engaging in public work activities.

According to Anderson et.al. (2009), PSNP is a public program through which food insecure people were employed in public works for only five days a month during the agricultural slack season. In another words, public work activities were intended to occur between the month of January and June so as not to interfere with farming activities that in most regions occur in the second half of the year (Gilligan et.al. 2008). Therefore, months from January to June were considered months for Public work activities.

As revealed by DAs, they supervise public workers for five days a month during agricultural slack season. However, respondents who engaged in public work activities not agreed with that they were employed for public work from January to June only but sometimes officials ordered them to work for community development activities. However, they were paid only for the months January to June. Hence, but as respondents said it was easy for *Kebele* officials and DAs to order the PSNP beneficiaries for the developmental activities than the whole community because beneficiaries fearing that they will be fired-off out of the program, they do without any complaints. Furthermore, the time of transfer is not fixed. However, theoretically the main reason which makes PSNP different from other forms of emergency food aid program is its predictability and avoiding dependency. PSNP was expected to be predictable, adequate and timely so that households should not sell their assets and constrain their consumption. Even one

of the principles of public work activities under PSNP was timeliness and predictability. That means beneficiaries should know what and when receive it. In practice, it was found that as majority (83.5%) of respondents claimed, the food distribution is not undertaking on time. Sometimes it being made once for even three months after the work was done.

According to *Woreda* agriculture and rural development office, unpredictability of the transfer is due to the following reasons; financial problem (small amount of money allocated for administrative purpose for instance, for fuel, stationary materials and etc.) and transportation problems; since *kebeles* in Keberibeyah *Woreda* were scatter, submission of each *kebele* reports will delay. Furthermore, little attention of incentives for DAs and technical supporter also contribute for this failure. Therefore, from this it is possible to understand that because of late distribution, assets were being in the process of depletion in another word this tendency negatively affects the program from achieving its objectives.

#### **4.4.2.2.3. Types of transfers and preference of respondents to transfer**

It is important to see the form of transfer that has been provided and household's preference to receipts. Unless market conditions significantly reduce the value that beneficiaries receive, cash first principle regarded as the primary form for transfer. Accordingly, this study tried to find out which principle was applied for the payment of the transfer. According to agriculture and rural development officers the food first principle has been applied in this *Woreda*. This is because of considering the situation of current market that expected to reduce the value that household receiving from PSNP. However, it was better to ask the interests of beneficiary households to know whether the form of transfer principle considers their interest or not.

Based on this, 66% of respondents prefer food only; food transfer reduces the cost to get food since in the market it is difficult to get the same amount of food if it was cash transfer. If it was in cash, it doesn't lead them to spend on food rather other unnecessary items particularly male heads prefer to buy *chat* than food. While household heads those prefer cash transfer were 23%, their reason was, cash helps them to pay for education costs to their children and medication costs for their household. The remaining 7.8% household heads on the other hand want to receive half cash and half food; the food helps for their consumption rather buying it from market whereas the cash on the other hand in order to buy some equipment and commodities.

In general, majority of household heads prefer food only principle. Their main reason was the current market conditions; food items are very expensive and it fluctuates time to time however there are also those want cash only and both of them. Thus, mode of transfer seems based on majority of beneficiaries' preferences, however asking the interests of beneficiaries was better to know the effect of food and cash transfer and it is better to try to address both sides as much as possible.

#### **4.4.2.2.4. Impact of PSNP on other social infrastructure**

It is important to see beneficiaries' access to infrastructures because infrastructure is a key element for poverty alleviation. It often acts as a catalyst to development and enhances the impact of interventions to improve the poor's access to other assets, e.g., human, social, financial, and natural assets. Its impact is felt both on the economic and social sectors. Without roads, the poor are not able to sell their output on the market. Without electricity, the industrialization process, which provides the poor an important source of employment, is unlikely to take off. Without potable water and sanitation health is at risk.

Furthermore, these infrastructure accesses facilitate livelihood diversification for poor household in turn increase economic growth and opportunities specifically targeted to the poor, strength social ties among them and improved education and health status of the poor. In this ground, access to infrastructural facilities for these food insecure households is beyond the transfer provided through PSNP because if they have an access to infrastructural services sufficiently, may be they will not need food aid rather being self-sufficient. Having this in mind, this research tried to investigate beneficiaries' access to water and road service in particular.

Table: 4.12 Respondents access to infrastructures

Indicators	Yes because of PSNP (%)				Yes because of others reasons (%)				No				
	K/beyah	Guyo	Garbi	Labashag	K/beyah	Guyo	Garbi	Labashag	K/beyah	Guyo	Garbi	Labashag	Total
Access to water	-	12.6	3.9	5.8	11.7	1	14.6	5.8	18.4	13.6	3.9	8.7	100
Access to road	1	-	1.9	-	20.4	22.3	15.5	11.7	8.7	4.9	4.9	8.7	100

Source: household survey, 2014

As it is indicated in Table 4.12, households those have an access to road are 72.8% from these 69.9% of them states that the access is because of the government while 2.9% located in Keberibeyah and Garbi said that because of PSNP results from public work whereas 27.2% of respondents have no road access yet in their village. With regard to water access, only 22.3% of respondents asserted that they have been getting water access from water development projects of PSNP while 33.1% of the respondents have been getting water from private owners (they can afford 8-10 birr for 20 liters). Though, 44.6% of respondents on the other hand, don't get access in their village rather they travel long distance in order to fetch. In general based on the

aforementioned results social infrastructures interventions made by PSNP was less. Nevertheless, since PSNP is governmental social protection policy, beside food aid transfer, infrastructure services are crucial particularly for those *Woredas* throughout the country identified as chronic food insecure.

#### **4.4.3. “PSNP” as seen by beneficiary households**

As mentioned earlier PSNP as government social protection policy intended to alleviate chronic food insecurity through creation and protection of assets at household and community level respectively. The preceding sections tried to look the impact of PSNP in relation to poverty alleviation in light with its objectives. Moreover, in this section perception of respondents towards the program; program’s contribution on poverty reduction and its impact on their working behavior were assessed.

Majority of (83.5%) respondents believe that, even if its small impacts currently have on food consumption and social services (particularly, on health, road, education, water), PSNP is in the right position to address chronic food insecurity problem in their respective *kebeles* however the rest 16.5% of household heads opposed this idea and they claimed that PSNP have do nothing to alleviate poverty in this *Woreda* even they have better food intake status only during the food distribution time. According to them without addressing the existing food gap for the poor households, it is difficult to assume that PSNP is in the way of addressing poverty in the *Woreda*. Therefore, from this, one can understand that despite the aforementioned gaps, for significant majority of respondents PSNP is working in order to alleviate poverty in the *Woreda*.

Respondents were also asked whether the program have an impact on their value towards work. Accordingly, 84.5% of them asserts that the transfer being creating initiation towards work, avoid feeling of charity, even they considered the transfer as reward for their labor involvement. They considered the benefits of PSNP in two ways; on the one hand raising households' food consumption status and in the other hand rehabilitation of natural environment through their labor involvements in public work activities thus, no more poverty in the *Woreda* if these activities done well in the long run.

Furthermore, as *Woreda* agriculture and rural development office, giving food transfer to them don't negatively affect their working behavior. They consider it as something that additionally contributes to their efforts to change their life and hence it motivates them to work hard and earn better than before. PSNP also have been bringing success in terms of evading community's attitudes of waiting assistances without condition. Since Keberibeyah *Woreda* considered as "risk disaster district" than other *Woreda* of SRS, different NGOs have been implementing different project in the area, thus the community experienced to take assistances without conditions, based on this, from the very beginning of PSNP implementation in this *Woreda*, there were many challenges to familiarize the objectives of PSNP for food insecure households because they want relief without conditions. However after performing different awareness creation activities, beneficiaries particularly those public workers change their attitude from the notion of charity towards considering it as a wage for their labor involvement on public work activities and bearing in mind the program as poverty reduction program. Consequently they will not stop working on rehabilitation of natural environment project even while the program terminates eventually. However, these households criticize the program in line with the payment (transfer) which is not comparable to the work even, the wage rate for public work set as

significantly below the market wage in order to attract only the chronically food insecure household members.

On the contrary, significant minority (14.5%) of the respondents said that giving food transfer for households negatively affects working behavior of some beneficiaries. Hence, it reduces their motivations to produce food items because their expectations of monthly food distribution don't commit themselves to search other means of earning. There were also some respondents assumed that food aid through PSNP is well enough so no need of engagement to other food earning activity, however these households didn't mind that once up on a time the program will phase-out. In relation to this, as DAs revealed, PSNP might have negative impacts for some of beneficiaries because of expectation of the transfers, it discourage hardworking as a result they becomes dependent on PSNP food aid and this expectation reduce their commitment to produce food items and other household assets. This has challenging effect on persisting poverty among these households.

Generally speaking, form the above scenario, we can understand that majority of respondent believes that PSNP positively affecting the working behavior of beneficiaries and it changes their attitudes associated with dependency syndrome on emergency relief to livelihood improving through development activities.

Therefore, majority of respondents perceived the program positively however, this is not to mean that it is because of PSNP totally handle food insecurity in this *Woreda*, but these households perceive that in the long run PSNP will achieved its objective. Moreover as officials said, even if the program doesn't fully achieve its objective, it brought indispensable effects on working behavior of beneficiaries'. However, in relation with this, beneficiaries raised some short comes

of the program which barriers the realization of its objective. Majorly, unpredictability nature of the transfer, lack of good governance on behalf of officials, and poor quality of community assets resulted from public work were among them.

#### **4.4. Graduation**

Theoretically, it was expected that over the course of the program, the case loads of the program should decrease, reflecting of the success of the program in assisting households to graduate. However, graduation arises from the combined effect of FSP components and other development processes, not from the activities of the PSNP alone. Therefore, those who achieved food security will automatically graduate from PSNP (MoARD 2010)

Practically, in study area graduation is not undertaken. According to *Woreda* agriculture and rural development office, in this *Woreda* food security status yet not achieved because of different reasons. The main reason here is, implementation of the program in this *Woreda* started recently (2011) thus it is difficult to label beneficiaries as food secure households. Secondly, there are some households those who not want to change themselves through work rather simply waiting monthly distributed food aid. In this regard there is one agreed assumptions that food aid particularly in developing countries was associated with a dependency syndrome; it might change the behavior of recipients by making dependent them on it and less active on their socio-economic activities. However the transfer should not be considered as means for food security rather than something which support households' livelihood through prevention of productive assets from depletions for the sake of food consumptions. In addition to these problems of inaccuracy in household asset and living condition assessment make the graduation late.

#### 4.5. Summary

Majority of the respondents were in the productive age thus, almost 84.5% of household heads consisted in public work component and number of male headed outweighs the female headed. Additionally, as far as the analysis lies on household level, nearly 81% of respondents were married and it characterized both monogamy as well as polygamy form however, the former had excess size. Majority of households had large family size (more than 5). Except 20.4% of respondent, others can't read and write. With regard to religious affiliation, more than 97% of them were Muslim adherents. More than 82.5% of respondents are supporting their household's livelihood through engaging in economic activities.

Chronic food insecurity was the major reason for identification to the program. There are committees in each respective *kebele* which are responsible for identification process of beneficiary households. Majority of participants in FGDs, were members of the committee during identification process and they were take their part to identify the most food insecure households. Among challenges which barriers the process; misunderstanding of the program on behalf of some community members as well as some distorted information while assessing household's living condition and asset holding status were mentioned. Though as much as possible the committee tried its best to resolve these.

Contributions of PSNP on these chronic food insecure *kebeles* were categorized in the following major issues. Firstly, "Impact of PSNP on food consumption"; In this case three indicators were used in order to assess current consumption status compared to before; monthly receiving food aid, food intake status of children and adults per day and finally food varieties have been consuming weekly. Thus, majority of households have been receiving not more than 60 kgs food

aid monthly. However, majority of respondents as well as community elders complained that the transfer does not considered the household size. In other words, averagely respondents are receiving 59 kgs food aid monthly but the average household size even as this study ascertain is 6.7. Based on this, therefore, is difficult to generalize as the amount (quantity) of the transfer providing for beneficiaries is enough for monthly household food consumption.

The program also doesn't bring about significant changes on types of food for household consumption. The main reason for this might be, since the transfer all the time being distributing only wheat. Hence, and with current market condition of the country it is difficult to imagine that they will exchange it with other varieties of food items in the market.

An improvement has been observed on adults than children food intake status. After joining to the program, adults at least could consume better than before (the size of adults who used to eat once have been declined) but it doesn't mean that in the study household adults are eating better than children but it is to mean that the program doesn't significantly improve food intake status of children. In other words, those children who are eating at least three times a day after joining PSNP also used to eat the same as currently in the time span of before joining to the program however the percent doesn't scale up rather decreased.

Secondly "Impact on asset protection and creation"; no significance impact was observed after the program on creation of livestock asset. Absence of credit service and livelihood package might be responsible for this failure. However, regardless of responsible bodies after joining PSNP total livestock assets of the respondents increased from 571 to 831 (it increases by 2.6%). In other word respondents livestock assets are protecting from depletion after implementation of

PSNP. It is not also possible to neglect programs impact on protection of production materials, consumer durable good, particularly, mobile cell phone.

According to participants of focus group discussion, in deed PSNP have an impact in alleviation of food insecurity the study *Woreda*. However, they broadly indicated PSNP's impact on creation of community assets through public work than other impacts. Among built community assets; construction of pond, water tank and soil band, road construction as well as urban sanitation and plantation activities were mentioned. About 84.5% of respondents were participating in rehabilitation of natural environment through public work activities hence, different types of sustainable productive activities were undertaken to build community assets. Nevertheless these community assets have experienced some quality problems. Furthermore, as far as these developmental activities are undertaking by PSNP beneficiaries the community reduced their commitment for these assets in their locality.

Respondents participating in public work activities claimed that they ordered by officials to work for community development activities beyond the expected public work season (January to June). However, they were paid only for six months. About 83.5% of respondents appealed that the transfer were not made on time due to delayed submission of reports from *kebele*, financial, little attention of incentives for skilled workers and transportation problem.

Majority (66%) of respondents prefer to receive food only transfer due to expensiveness of food commodities in the market. If it was in cash, it doesn't lead them to spend on food rather other unnecessary items particularly male heads prefer to buy *chat* than food. On the other hand others prefer cash and both in order to spend on other social costs, for education costs to their children and medication costs, buy assets like livestock and buy fertilizers.

Even if the public work project mainly targeted on water and soil development, majority of respondents were not getting access to clean water, road and. Only 22.3% of respondents are access water because of PSNP, and only 2.9% accessed roads in their village because of PSNP.

PSNP is more preferable than other emergency assistance because in this case the feeling of charity and dependency is less when compared with other emergency food aid program. However from the beginning of the program, as far as the community habited emergency relief from different NGOs without condition, familiarization of objectives of the program was difficult task particularly for DAs. At the beginning of the program the community simply wants relief; they don't want to improve their livelihood through work. But PSNP eroded this dependency syndrome through time.

Finally, "PSNP on beneficiaries' point of view"; 84.5% of respondents perceived that PSNP has positively affected the working behavior of beneficiaries and it changes their attitudes associated with dependency syndrome on emergency relief and feeling of charity towards livelihood improving through development even they considered the transfer as reward for their labor involvement. While others 14.5% perceive that the transfer negatively affect them, it reduced their motivations to produce due to their expectation of monthly food distribution don't ran them to search other means of incomes.

## CHAPTER FIVE

### CONCLUSION AND RECOMMENDATION

#### 5.1. Conclusion

As far as PSNP is highly integrated with the ongoing development program, beneficiaries are capable to work in terms of their age in order to engage in labor intensive public work activities. Since PSNP is supportive mechanism in order to smooth consumption status of food insecure households, it is difficult to survive unless beneficiary households engage in income generating activities in order to support their households' livelihood.

While identifying chronic and transitory food insecure household different stakeholders of the community played a vital role with some technical assistance from of local administration bodies however, it will not free from some biasedness and distortion during the process. These will leads to revise the targeting process in order to fulfill the underline gaps in this regard.

PSNP as a government social protection program was planned initially to bring different positive impact on alleviation of chronic food insecurity in the understudy area. Starting from 2011, it has been bringing different impacts on beneficiaries' food security status through smoothing food consumption as well as protection and creation of assets.

Household's food consumption status improves when all members of the household have an access to food with sufficient value and amount. Unless these preconditions, it is difficult to assure their food consumption status to enjoy a healthy and active life. The reason behind for the distribution of food aid for food insecure households is in order to avoid negative coping mechanism in which households employ while they faced to shock and to prevent the

underlining cause of food insecurity through prevention of household assets from depletions as well as generation of community assets respectively. Thus, if household assets particularly livestock, production materials, cooking materials and consumer durable goods are preserved or added after participating to the program indeed the program is effective in respect to prevention of asset depletion for the sake of consumption purpose. However, its effectiveness is assured when beneficiaries have access a means to improve their holding of these assets. This will be secure through credit service and different income generation activities.

Community assets are outputs of natural environment rehabilitation through small infrastructures in order to mitigating the underline cause of drought, natural disaster and famine. It is obvious that distributing food aid might be help beneficiaries' to address the current starvation but will not guarantee to the long run food security status. However as long as PSNP has development notion (its final destination is to achieve beneficiaries' food security status) giving high attention particularly to water development activities is unquestionable since it have multidimensional purpose for consumption as well as production activities.

Since the transfer through PSNP which is implementing by the government is differ from the previous experiences of emergency food aid which implemented by international donors therefore beneficiaries' perception associated with dependency syndrome on emergency relief and feeling of charity have been reduced because of considering themselves as contributors of the ongoing development activities however, stile some beneficiaries which considered the programs as useless.

## **5.2. Recommendations**

After finalizing the study, the researcher would like to forward some recommendations which helps to advance the achieved positive impacts and will help to review drawback of the program.

Firstly, it is better to consider critically about the targeting process since the researcher observed that some beneficiaries were taking the food aid without any condition (those holding enough livestock asset) unfortunately to the reverse there were large size of chronic food insecure non-beneficiary households in the study area. This was because of some biasedness tendency on behalf of responsible committees as well as some administrative bodies. Thus, teaching and taking some discipline measurement might be possible for those who used their authority inappropriately. Besides this, it is better if the program increase its coverage to reach the whole food insecure households at the same time considering the quantity of the food aid with respect to household size is advisable.

Secondly, with in these three years' experience it was only wheat that distributed for beneficiaries month to month. However, it is better to circulate varieties of cereals and to include oil. This help beneficiary in order to diversify their food consumption and this will improve their nutrient status.

Thirdly, consideration on timing of food distribution is necessary because in most cases the transfer was given with wide gap between the first and next time span as a result of this, respondents might turn to their previous insecurity status and will take other coping mechanisms like selling production assets which completely opposed objectives of the program. But fixing the transfer and distributing the food on time leads beneficiaries to arrange and scheduled their household consumption, so there are no more selling assets.

Fourthly, beside the transfer, the program should give high attention for developmental projects such as school maintenance, road construction and in specific attention on water development project since it is more essential for beneficiaries than food transfer.

Fifthly, since PSNP is under the umbrella of FSP and as far as the *Woreda* considered as one of chronic food insecure district in the country, as others *Woreda* experienced, livelihood package and credit service should be implement in order to support the households through giving livestock for long term payment unless, the food transfer even with insufficient quantity and quality alone doesn't bring sustainable improvement on the living condition of those food insecure households.

Finally, the *Woreda* administrative body should take continuous assessment on the quality and quantity as well as protection of community assets resulted from public work activities rather simply assembled them to visiting by higher officials.

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# Appendices

## Appendix A: Survey Questionnaire Administered For Beneficiary Household Heads

### General Introduction

Dear respondent, my name is Yitagesu Fikadu. I am master's student at Addis Ababa University in the department of sociology. Currently, I am conducting research for my thesis in the special field of "Rural and Agricultural Sociology; my research topic entitled "impact of productive safety net program (PSNP) in alleviating poverty in Ethiopian Somali region: the case of Keberibeyah *Woreda*".

The objective of this study is to assess impact of productive safety net program on of food security. The answer given by the respondents for this research will be kept confidentially and only used for the purpose of this study. The researcher also believes that real answers that the respondents give possess high importance that might be used by policy makers, planners and other aid and development agents that work on PSNP as poverty reduction program of the country hence, I ask you to be honest and forthcoming in your response. Furthermore, any information that you provide is valuable to this study. I would like to extend my appreciation and thanks for your cooperation and committing your precious time.

### General Instruction

Dear respondents, there are seven parts of questions to be completed by you in the subsequent sections. Thus follow the specific instructions which are illustrated under each section and try to indicate your position for that relatively represent your idea from the possible alternatives, that in the case of close ended items and try to explain your ideas freely when you encounter with open ended items.

### Part One: Background Information

Please circle your answer from the giving alternatives

1. Sex? Male: 1 Female: 2

2. Age (specify it in complete years) \_\_\_\_\_

3. Your marital status? Single: 1 Married: 2 Divorces: 3 Widowed: 4
4. Forms of the Marriage 1: Polygamy 2: Monogamy
5. Household size (specify) \_\_\_\_\_
6. What is your educational status? Illiterate: 1 Primary level (1-4): 2  
 Lower secondary level (5-8): 3 Secondary levels (9-10): 4  
 Higher secondary levels or Preparatory (11-12): 5 Bachelor degrees or higher: 6
7. What is your religion? Orthodox Christian: 1 Muslim: 2 Catholic: 3  
 Protestant: 4 other (specify)

**Part Two: Household’s Livelihood Activities**

8. Please answer the following questions in the table regarding your household livelihood activity to earn a living. (By putting “X” mark for your answer)

Activates	
B. Crop production	
C. Rearing & selling animals	
D. Mixed system (Agro-pastoralism)	
E. Petty trade	
F. Others	
G. No	

**Part Three: Reasons for Selection**

9. Reasons for Joining PSNP (Please put “X” mark for your reason)

Reasons for selection	
A. Our household is poor: we can’t get enough food to eat; we own no livestock, or only a few livestock. (Low productivity)	
B. There is no labor power in our household: Members of our household are sick, disabled or mentally challenged. (Dependency)	
C. We faced to risks and consequences of sudden collapses in income and consumption e.g. climatic shocks, natural disasters, economic crises or conflict. (Vulnerability)	
D. Other reason(specify)	

10. When were you firstly joining the program? \_\_\_\_\_

11. In which category of the program your household has been participating?

Direct support: 1                      Public work: 2                      both: 3

12. If your answer in question number 11 is public work, how many household members engage in public work activities? \_\_\_\_\_

**Part Four: Impact of PSNP**

13. Has your household received any services from the new government Safety Net Program (PSNP)?    Yes: 1                      No: 2

14. If “yes” what service your household has been received from PSNP? (Please put “X” mark for your answer)

Service	
A. Free food aid	
B. Free cash	
C. Food-for-work employment	
D. Cash-for-work employment	
E. Other (specify):	

**Part Five: Impact of PSNP on Food Consumption**

15. How much food or cash your household has been receiving, per month?

Food/cash	Per month
Cereal(kg)	
Oil(liter)	
Pulses(kg)	
Cash(Birr)	
Other(specify)	

16. What is your household's preference to the transfer?

Food: 1

cash: 2

both: 3

17. How many times in a day children and adults eat in your household?

Household members	Number of meals per day before PSNP				Number of meals per day after PSNP			
Children ( school-age / working, not infants)	1	2	3	4	1	2	3	4
Adult	1	2	3	4	1	2	3	4

18. Types of food you consume within a week

Before PSNP	After PSNP

**Part Six: Impact of PSNP on Household Assets**

19. Did PSNP help to protect your livestock from depletion? Yes: 1

No: 2

Please fill the table below, regarding number of livestock that you own before and after joining PSNP.

Type of livestock	Before you joining PSNP	After you joining PSNP
Camel		
Goat		
Sheep		
Cow		
Oxen		
Others (specify)		

20. Did PSNP help you to protect or add cooking materials and consumer durable goods?

Yes: 1

No: 2

Please circle your answer in the table below, regarding household materials that you have before and after you joining to PSNP

Cooking materials and consumer durable goods	Before you joining PSNP	After you joining PSNP
Charcoal/ wood stove	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Kerosene stove	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Modern chair	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Modern table	Have: 1    Haven't : 2	Have: 1    Haven't : 2
wood/metal bed	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Radio	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Television	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Mobile telephone	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Others (specify)		

21. Did PSNP help you to protect or add production materials in your household?

Yes: 1

No: 2

Please circle your answer in the table below, regarding production materials that you have before and after you joining to PSNP

Types of Production Material	Before you joining PSNP	After you joining PSNP
<i>Goref</i>	Have: 1    Haven't : 2	Have: 1    Haven't : 2
<i>Dhil</i>	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Plough	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Spade	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Animal cart	Have: 1    Haven't : 2	Have: 1    Haven't : 2
Water pump (hand/foot)	Have: 1    Haven't : 2	Have: 1    Haven't : 2

Others (specify)

22. Do you have an access to social infrastructures?

Please answer the following questions regarding household asset protection since your participation in PSNP

Access	Yes	No	Yes, but not because of PSNP
23. Are there roads in your village?			
24. Is there water access in your village?			

**Part Seven: “PSNP” as seen by beneficiary households**

25. Do you think PSNP is contributing to the alleviation of food insecurity in your *kebele*?

Yes: 1

No: 2

26. If “yes” please indicate its contribution

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27. If “No” what problem you observe while implementing the program

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28. Do you think that PSNP (public work) have an impact on communities’ working value?

Yes: 1

No: 2

29. If “yes” please indicate the impact?

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30. Are there problems that you observe in the whole process of PSNP implementation?

Yes: 1

No: 2

31. If “yes” please indicate them?

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## **Appendix B: Focus Group Discussion Checklist**

- ✚ What looks like general background (tradition, social relation, value...etc.) of your community
- ✚ What looks like livelihood strategy of your community
- ✚ What looks like identifying process of beneficiary households to PSNP
  - In the process of identifying food insecure households, what is the role of community elders
  - What mechanisms have been used to identify households either for direct support or public work
  - Was there challenges while identifying food insecure households for PSNP initiative
- ✚ What is the purpose of PSNP in your community
  - In terms of food consumption status
  - In terms of prevention and generation of asset.
- ✚ What outcomes PSNP has been brought regarding protection of household asset
  - In terms of livestock protection, financial (credit) service, household and production materials
  - In terms of infrastructure: transport, water, and extension services.
  - In terms of environment protection
- ✚ Do you have any other comments on our discussion?

**Thank the group for their time!**

## **Appendix C: Checklist for Observation**

### **I. Environment**

1. Area
2. Relief (plain, plateau, mountain, cliff and steep slopes)
3. Agro-climate

### **II. Population and Mediating processes**

1. Settlement patterns
2. Religion
3. Culture, value, traditions, social relation
4. Mobility and migration
5. Social relations neighborhoods, network, reciprocity

### **III. Sources of livelihood**

1. Income generating activities of the household
2. Food items mostly common in the community and its availability

### **IV. PSNP outcomes**

1. Situation of livestock protection, household and production materials
2. Situations of infrastructure: transport, water, health, education marketing, extension services
3. Situation of environment protection

## Appendix D: Key informant Interview Guideline for Local Administrator

(*Kebele* chair persons)

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

Date: \_\_\_\_\_

1. When PSNP started in the *kebele*
2. What contribution PSNP brought for the community
  - In consumption level (food security)
  - Infrastructures (road, water ...etc.)
  - Livestock protection, household and production materials
  - Employment opportunity
  - Financial (credit) service
  - Environment protection
  - Other achievement
3. How beneficiary households identified for PSNP
4. What instructions or training did in this *Kebele* for the village decision-makers on targeting the safety net?
5. What mechanisms have been used to identify households' ether for direct support or public work?
6. Were there challenges in targeting process (i.e. were complaints in targeting process) if there, what action has been taken to resolve
7. Local governments role to achieve PSNP objective
8. Role of community
9. Do you have any other comments on our discussion?

**Thank the interviewee for their time!**

## Appendix E: Key Informant Interview Guideline for *Woreda* PSNP Officials

(PSNP task force members)

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

**Position:** \_\_\_\_\_

**Date:** \_\_\_\_\_

1. When PSNP started in this Woreda
2. How beneficiary households are identified for PSNP
3. What instructions or training did in this *Kebele* for the village decision-makers on targeting the safety net?
4. What mechanisms have been used to identify households ether for direct support or public work
5. How many households were identified for PSNP in each program (DS and PW)
6. Were there challenges in targeting process (i.e. were complaints in targeting process) if there, what action has been taken to resolve.
7. What outcomes registered because of PSNP
  - In consumption level (food security)
  - Infrastructures (road, water ...etc.)
  - Employment opportunity
  - Livestock protection, household and production materials
  - Financial (credit service)
  - Environment protection
  - Other achievement
8. Challenges in implementation process
9. Do you have any other comments on our discussion?

**Thank the interviewee for their time!**

## Appendix F: Key Informant Interview Guideline for Development Agents (DAs)

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

Role\Position: \_\_\_\_\_

Date: \_\_\_\_\_

1. The role of DAs in enhancing community development
2. What looks like livelihood strategy of community
3. What is the purpose of PSNP in this community
4. Does it have an impact of community
  - In consumption level (food security)
  - Infrastructures (road, water ...etc.)
  - working behavior
  - Livestock protection, household and production materials
  - Environment protection
  - Other achievements
5. What looks like Targeting process of beneficiary households to PSNP
  - In the process of targeting what is your role as DA
  - Were there challenges in targeting process (i.e. were complaints in targeting process) if there, what action has been taken to resolve.
6. Do you have any other comments on our discussion?

**Thank the interviewee for their time!**