

SAVE THE CHILDREN FUND/UNICEF

MULTI-YEAR, MULTI-COUNTRY RESEARCH PROGRAMME
ON THE IMPACTS OF CASH TRANSFERS ON CHILDREN
IN EASTERN AND SOUTHERN AFRICA

Joint SCUUK/UNICEF STUDY Ethiopia Country Report

Draft for review

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This is the first draft of the country report for Ethiopia prepared as part of the research design phase for the joint Save the Children/UNICEF multi-country, multi-year study of the impact of cash transfers on children in Africa.

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ACRONYMS AND ABBREVIATIONS

BOLSA	Bureau of Labour and Social Affairs
CCT	Conditional Cash Transfer
CFI	Chronically Food Insecure
CFSTF	Community Food Security Task Force
CSO	Civil Society Organization
DA	Development Agent
DCG	Donor Coordination Group
DPs	Development Partners
EDRI	Economic Development Research Institute
EEA	Ethiopia Economic Association
FBO	Faith-Based Organization
FSCB	Food Security Coordination Bureau
FSP	Food Security Programme
FSTF	Food Security Task Force
GoE	Government of Ethiopia
HEA	Household Economic Assessment
HIV and AIDS	Human Immuno-Deficiency Virus and Acquired Immune Deficiency Syndrome
IDL	International Development Group, UK
IFPRI	International Food Policy Research Institute
IGA	Income Generating Activities
ODI	Overseas Development Institute
M&E	Monitoring and Evaluation
METT	Monitoring and Evaluation Technical Task Force
MFI	Microfinance Initiatives
MIS	Management Information Systems
MOARD	Ministry of Agriculture and Rural Development
MOFED	Ministry of Finance and Economic Development
MOLSA	Ministry of Labour and Social Affairs
MOW	Ministry of Women and Children's Affairs
NBS	National Bureau of Statistics
NGO	Non-Governmental Organization
OFSP	Other Food Security Programs
OVC	Orphans and Vulnerable Children
PIM	Project Implementation Manual
PSNP	Productive Safety Nets Program
SCUK	Save the Children UK
UNICEF	United Nations Children's Fund
WB	World Bank
WFP	World Food Programme
WFSTF	Woreda Food Security Task Force

I. Context

A. Who are the Most Vulnerable?

Ethiopia is one of the poorest countries in the world, ranking 169 out of 177 in the 2007/2008 UNDP Human Development Report with some 31 million people living on less than US\$1 per day. Agriculture employs 80 per cent of the population and accounts for 90 per cent of exports (CSA 2000). The majority of the population lives in rural areas, where the literacy rate is only 31 per cent (DHS 2005). Life expectancy in Ethiopia is a mere 51.8 years and until recently when significant gains were made, primary school enrolment was below 50 per cent.

High rates of poverty have had detrimental impacts upon women and children, in particular. One in every thirteen Ethiopian children dies before reaching age one, while one in every eight does not survive to see their fifth birthday (DHS 2005). Infant mortality is declining, but is still high at 77 deaths per 1,000 live births. 47 per cent of children under five are stunted and 27 per cent of all women of child bearing age suffer from chronic energy deficiency. Micronutrient deficiencies in the country are also high.

Although the HIV rate (1.4 per cent) is low compared to some areas in Africa, the Ministry of Health (MoH) estimates that the epidemic has left between 800,000 and 1.2 million children orphaned (2006). This, coupled with high levels of poverty and malnutrition, means Ethiopia has one of the largest number of orphans in the world. Half of orphans lack adequate food and only 26 per cent of double orphans and 34 per cent of single orphans between 10-14 attend school (MOLSA 2005). This compares with a national average of 43 per cent.

A series of reform programmes since the early 1990s have resulted in sustained growth, including average growth of 5% from 1999/2000 to 2004/2005. Maintaining this growth remains a challenge, though, especially in the face of continued population growth. When population growth is taken into account, per capita GDP increased by only 2.1 per cent per annum over the same time frame.

The government has identified rural, food insecure areas prone to drought as the most vulnerable; however, there is a growing need to address increasing poverty in urban and pastoral areas as well.

B. What is the State of Social Protection/Transfers in the Country?

The Government of Ethiopia (GoE), with donor support, currently operates the largest transfer programme in Africa. By 2004, decades of shocks, droughts and emergency food appeals had left millions of Ethiopians chronically food insecure. Looking for better alternatives to the costly and ineffective appeals, the GoE and international donors developed the Productive Safety Nets Program (PSNP). A development oriented approach to chronic food insecurity, the PSNP provides public works and direct transfers to some 8.29 million people for six months out of every year. Approximately 20 per cent (1.7 million) are direct support beneficiaries. The PSNP will be described in greater detail later, as it serves as a key focus for the proposed research. It is worth noting now, though, that on its own, the PSNP is not expected to lead to food security. Rather, it forms one part of a three part Food Security Program (FSP), and includes the Resettlement Program and the Other Food Security Programs (OFSP), which consists of income generating activities (IGAs), access to land projects and agricultural extension programmes.

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Because of the PSNP's food security origins, the GoE's approach to the PSNP is one of a limited timeframe, after which the problem will be solved and the programme no longer needed. The GoE does not see it as social protection. As a result, graduation was initially given a great deal of prominence and continues to be at the centre of debate around the programme, despite widespread recognition that the PSNP is not designed to meet this goal on its own. The focus on graduation is in part tied to the high cost of the programme (US\$230 million entirely funded through a donor basket) as well as concerns about both dependency and sustainability. Forty percent of the country's budget is funded through donors and, as with other African countries, there are concerns about affordability. For these reasons and others related to the country's history, the GoE has until recently been resistant to efforts to bring social protection into the discussion. At the AU Meeting of Ministers in Windhoek in October 2008, though, Ethiopia committed itself to developing a Social Protection Strategy. Later that month, at the Mid Term Review for the PSNP, discussions around direct support focused on the fact that these beneficiaries, due to their circumstances, were likely to need long term support.

Although the PSNP covers 11% of the country, it excludes large areas of the country, including pastoral and urban areas. Both the Donor Coordination Team (DCT), which funds the PSNP, and NGOs, are pushing for expansion of the PSNP to address these two gaps. Eighteen month pilots are currently being implemented in the pastoral areas of Afar and Somali, with the aim of sharing lessons on how the programme could be altered to meet the specific needs of this group. UNICEF, in turn, is running a programme in conjunction with BOLSA at the regional level to provide revolving transfers to urban poor, with a focus on households with children.

C. Governance and Policy Processes re: Social Protection

Ministries, policies and programmes in Ethiopia are extremely vertical. There is little to no horizontal activity and as a result, information sharing is extremely limited. It is rare to find one ministry aware of what other ministries are doing and often, different programmes within Ministries also lack knowledge of each other. Information sharing is further impeded by long term tension between the government and civil society. This tension has reached critical levels recently with the passage of the CSO bill, which restricts NGO operations within the country and allows the government to shut down Ethiopian NGOs that receive less than 80 per cent of their funding from Ethiopian sources. Along with this bill, two other bills before government further curtail rights, especially for journalists. A similar policy shift happened five years ago, right before the 2005 elections and resulted in the imprisonment of the heads of several NGOs. Ethiopia will hold elections again in 2010.

USAID, a member of the PSNP Donor Coordination Group (DCG), is unable to give money directly to the GoE due to U.S. legislation which restricts the funding of foreign governments. To get around this, USAID provides money to the PSNP through seven NGOs who implement the programme on behalf of government in 42 of the 290 woredas. The NGOs do not report to the FSU, but rather directly to USAID who then acts as a liaison on their behalf with the DCG and the GoE. Some stakeholders reported this structure led to a lack of knowledge about what information NGOs were gathering and vice versa.

There are several key ministries involved in the PSNP, as well as other social protection initiatives, such as UNICEF's BOLSA project:

- The **Ministry of Agriculture and Rural Development (MoARD)** is tasked with sole responsibility for implementing the PSNP. One of the best resourced and most powerful ministries in the government (its Minister is also the Deputy Prime Minister), MoARD oversees the **Food Security Unit (FSU)**, which includes the PSNP, as well as the two other components of the Food Security Program. The FSU has units that

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extend all the way down to the Kebele level.

- The **Ministry of Finance and Economic Development (MoFED)** is responsible for funding allocation. Although the PSNP is completely donor funded, MoFED provides funding for the other two components of the FSP and will be instrumental to any long term goal of reducing the amount of donor financing for the PSNP.
- The **Ministry of Labour and Social Welfare (MoLSA)** is responsible at the national level for the elderly and disabled. Up until recently, it also used to be responsible for children, but this responsibility was transferred to the Ministry of Women in 2005(?). As a whole and most especially at the national level, MoLSA is underfunded and understaffed. Discussions are just beginning around the long term nature of direct support beneficiaries and some hope this may provide an opening for strengthening MoLSA. Save the Children UK and UNICEF have both started discussions with MoLSA around future technical support and capacity building initiatives in an effort to strengthen the Ministry and begin engaging it more in social protection discussions. With regards to this research, it will be important to engage not only MoLSA, but also BOLSA, its regional and district level implementing arm. BOLSA's mandate at regional and district level is broader and includes responsibility for children. UNICEF already has key relationships with BOLSA, as it is providing technical support to BOLSA on implementation of the previously mentioned urban transfer pilot.
- The **Ministry of Health (MoH)** is rapidly expanding its Community Health Workers, many of whom are operating in PSNP areas. It administers a Health Monitoring Information System (HMIS) which collects quarterly information from clinics and its relative strength and responsibility for nutrition monitoring make it a potentially important agency to engage with on this research.

II. Purpose of Visit/Study

The two-week country visit to Ethiopia (15-30 November 2008) was conducted as part of the design phase for the development of a five-year, six-country study being planned by Save the Children and UNICEF to assess the impact of social transfer programmes on child development outcomes in Eastern and Southern Africa. The overall goal of the study is to contribute high-quality evidence to influence policy formulation and to improve the design of social transfer programmes that will achieve positive impacts on child well-being in particular and poverty reduction for children and their families more broadly. Ethiopia has been identified for inclusion in this research, along with Kenya, Tanzania, Rwanda, Mozambique and Malawi.

During the design phase of the study (October 2008-March 2009), country visits were undertaken by a two-member team consisting of lead researcher and research advisor with the aim of:

- Developing a clear understanding of the country's transfer programme(s), their management and operational structure;
- Consulting with key stakeholders in country on the design of the framework, the development of indicators and methods for collecting and disseminating relevant data;
- Documenting details of the country's transfer programme (including data collection systems); identify information gaps; and recommend potential options for filling those information gaps

III. Methodology for Design Phase

During the two week visit, the Research Team undertook the following:

1. Key informant interviews were carried out with representatives of government ministries, NGOs engaged in social protection work, and international organisations to better understand how the programme(s) work, what key questions stakeholders have regarding impacts upon children and what the key debates regarding social protection in country are. See Annex A for a complete listing of stakeholders interviewed.
2. Site visits were carried out to see the relevant programmes in action. During the site visits, the research team held focus group discussions with beneficiaries and interviews with local officials and staff involved in implementation of the transfer. In Ethiopia, this included a five day field visit to the Tigray and Amhara regions. The visits included a BOLSA/UNICEF pilot project in Mekele, and a SCUK-implemented PSNP area in Woldya. Semi-structured interviews were also conducted with government officials in Bahir Dar, the regional capital, as well as interviews with recipients of the UNICEF-funded BOLSA cash transfer programme.
3. A stakeholder workshop was held during the first week with several NGOs not directly engaged with transfers, but rather engaged with social protection more broadly. The workshop provided a forum through which the Research Team could provide details of the study and receive input on key questions for the study to consider.
4. The Research Team also met with potential local research partners to garner interest in the project and assess capacity to carry out different aspects of the proposed framework. In Ethiopia, the team met with EEA, EDRI and the University of Addis Ababa, Department of International Studies. A fourth partner, the Central Statistics Agency, the research team was unable to meet with. While each had their strengths and weaknesses, the research team felt EDRI presented the most promise for this study and it is recommending it as the local research partner for this project. More details on this recommendation can be found later in Section VII.

In addition to the various meetings, site visits and workshop, the Research Team also consulted key background documentation, project plans and assessments and M&E plans, in order to better understand gaps in the existing monitoring systems and how the proposed research could complement what already exists.

This report of the Ethiopia country visit, compiled using the information obtained during the visit, will be shared in January 2009 with the study's external advisors for technical comments and with all stakeholders at country level for further discussion and feedback. Based on this feedback, the research outline will be revised and finalized, in line with emerging issues and work on the research designs from the other countries involved in the study, with an overall research framework developed to guide and integrate the effort.

Representatives from all six countries involved in the study as well as the research team, Save the Children/UNICEF steering committee and external advisory board will meet in March 2009 to finalize the research outlines and discuss plans for implementation. During this design phase, it is expected that Save the Children and UNICEF at country level will bring together and continue to engage with a multi-stakeholder reference group for the study, based on current work underway as well as discussions and stakeholder meetings conducted in the course of the country visit.

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In each country, either UNICEF or Save the Children, has been designated as the lead agency for the design phase of the study. In Ethiopia, Save the Children country office is currently assuming the lead role for the coordination of stakeholders around this research project.

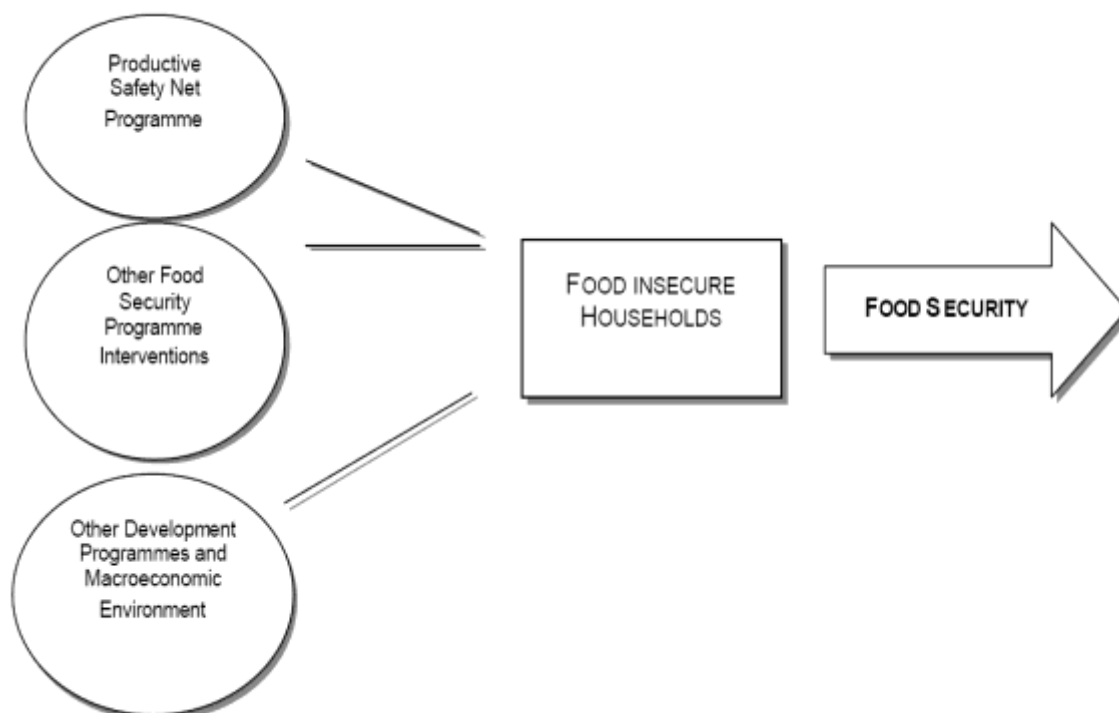
IV. Social Transfer Programme Design

There are currently two different transfers under consideration as part of this study. The PSNP was originally identified as the primary focus. In addition to the PSNP, the country visit identified the UNICEF-funded BOLSA urban cash transfer as a possible comparative study, dependent upon formalisation of procedures and modifications to the programme's implementation. There are also a number of service delivery and supply side interventions taking place in various ministries, which it was impossible for the research team to fully document during their two week visit. Measuring the impact of the transfers plus these various interventions, though, will need to be an important element of this study and further mappings should be done before it commences.

A. Productive Safety Nets Program (PSNP)

Background/History

As mentioned above, the PSNP is a development oriented response to 30 years of food insecurity and humanitarian assistance. Its stated aim is to "provide transfers to the food insecure population in chronically food insecure woredas in a way that prevents asset depletion and the household level and creates assets at the community level (GoE 2004)." The programme is part of a larger Food Security Program (FSP) that when combined together enables food insecure households to achieve food security. Although graduation from the scheme to date has been negligible (0.03%), the IDS/ODI/IDL panel shows there has been a slow but progressive accumulation of assets under the PSNP at both the household and community level. Evidence also indicates that those participating in the programme have weathered shocks much better than their counterparts who are not on the scheme.



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Figure 1: Food Security Program (PIM 2006)

Age and Timeframe

Taking a "learning by doing" approach, the GoE rolled out the PSNP to 5.2 million beneficiaries in 2005 and quickly scaled up to 7.2 million in 2006. The first five year phase of PSNP end in December 2009; discussions will begin in early 2009 around implementation of a second five year phase, lasting until 2014.

Coverage

Currently, the PSNP covers approximately 8.2 million people in 290 of Ethiopia's 500 woredas, approximately 11 per cent of the population. Participating woredas are rural and chronically food insecure (CFI). The Program Implementation Manual defines CFI woredas as those that have been recipients of food aid for a significant period of time, usually three years (PIM 2006). The programme is active in four of the country's seven regions: Oromiya, SNNP, Tigray and Amhara. There is a bias in its coverage towards central ridge highland areas, resulting in the exclusion for the most part of pastoral areas. Pilot NGO programmes have recently started in pastoral areas, with the aim of informing a larger scale up of the PSNP to cover these areas in eighteen months time.

Of the programmes two components - public works and direct support - approximately 20 per cent (1.6 million) fall into the latter category. PSNP coverage in both 2007 and 2008 was actually far in excess of 8.2 million people. The programme has a built in contingency fund of 20 per cent of the total budget, which is intended to provide further support to households during shocks. In 2007 and 2008, these funds were used to support non-PSNP

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beneficiaries.

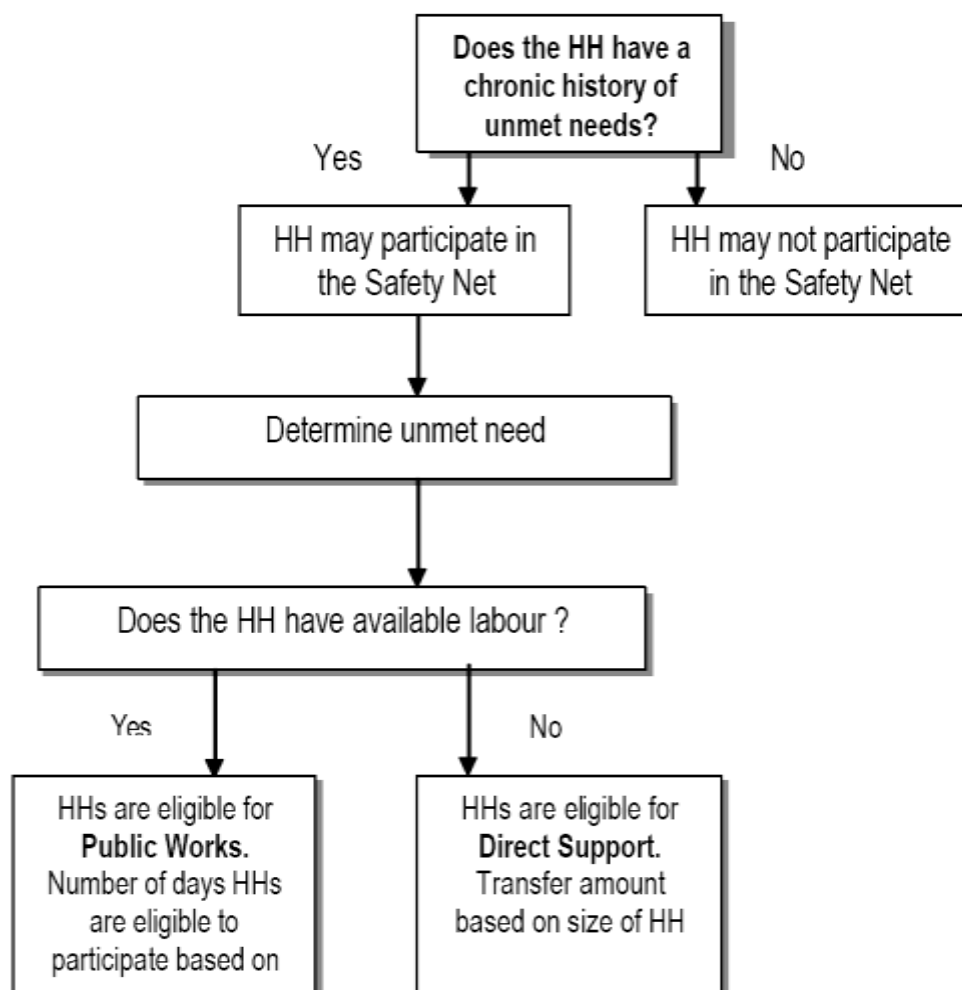
Exclusion was raised repeatedly as an area of interest for future research; some estimates are that as many as 5-8 million qualifying individuals may currently be outside of the programme.

Targeting

Households are eligible for the programme if they meet the following criteria:

1. They are located in a CFI woreda.
2. They have been assessed using a combination of administrative guidelines and community knowledge and determined to have faced continuous food shortages (usually a food gap of three months or more) in the last three years and to have received food assistance prior to the commencement of the PSNP.
3. They have suddenly become vulnerable due to a sudden loss of assets and are unable to support themselves.
4. The household is without family or other means of support.

Figure 2: Participation in PSNP



PIM (2006)

According to the PIM, each year the KFSU is supposed to draw up a list of eligible

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households. This list is then passed to the woreda level, which then passes it to the regional level and finally the national level, where the budget for the programme is determined based upon need. Evaluations of the programme have found, though, that due to financial constraints the process actually happens in reverse, with very little re-targeting and no new beneficiaries being brought into the programme. The recent ODI/IDS/IDL panel study showed significant "leap frogging" as well.

Stakeholders indicated re-targeting would be one of the topics under discussion during planning for the next five year phase.

Size of transfer

PSNP transfers come in three different forms: cash, cash+food, or food. Which form you get largely depends on where you are located. While the manual does allow woreda's the option of selecting which transfer they would prefer, in practice the transfer is increasingly dictated by the availability of food, especially as food prices increase. In addition to cash or food, there are six different variations of cash+food that a household can receive: 25% cash and 75% food; 50% food and cash; or, 75% food and 25% cash. The type of food involved in the transfer is also different depending on whether the transfer is a USAID NGO implemented woreda or government implemented. Food baskets offered in USAID funded areas are larger and generally include 15kg of cereal, 1.5 kg pulses and 0.5 litres of oil per person per month. Government-run areas receive only 15 kg of cereal per person per month. Taking into account the different configurations of cereal and cash and also the differences in USAID versus government, there are at a minimum nine different transfer configurations being delivered. As far as the research team was able to determine, none of the current evaluation taking place is examining the different effects of these baskets upon outcomes and impacts.

The wage rate for the public works program is a federal wage rate, not a regional rate. The current rate is 8 Birr per day, or 40 Birr per person per month, with public works beneficiaries eligible to work 5 days per month for each dependent in the household. Any beneficiary not covered by eligible labour in the household will qualify for direct support, so as to ensure the entire family is covered.

The size of the transfer has been a contentious issue. From 2005 until 2008, the wage rate remained at 6 Birr per day, despite soaring food prices. This resulted in the cash transfer losing value in comparison to the food transfer and beneficiaries started switching their preference to food over cash in large numbers. Typically, 57 per cent of resources are provided as cash and the rest as food. Woredas through community decision making determine which type of transfer they want and, theoretically, they can switch to another type as and when they wish. As food prices have increased, though, it has not been possible to meet all the demands for food.

The ODI/IDS/IDL studied showed the decrease in the value of the transfer as follows: 6 birr was equal to 3kg of cereal in 2006. By 2008, a increasing the wage rate to 8 birr still wasn't enough to offset the increase in food prices, as it was only enough to purchase 2kg of cereal. The GoE is hesitant to raise the wage rate, citing a disruption to local wage rates and dependency as the reasons. Discussions are currently underway between the DCG and the GoE to raise the rate to either 10 Birr or 12 Birr, dependent on a set of triggers in early 2009.

Conditionality

The PSNP has no conditionality attached to it.

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Funding

The current cost of the PSNP is circa US\$230 million per year. 100% of the funding comes from X international donors: DFID, CIDA, IrishAid, World Bank, USAID. Together, they comprise the the Donor Coordinating Team (DCG) and meeting bi-weekly to support and provide feedback to the government as the PSNP roles out. They also support the programme's monitoring and evaluation, commissioning both one-off and long term studies on various elements. As mentioned previously, USAID funding is not channelled directly to the government, but rather through seven NGOs who implement in 42 woredas.

Implementation

Transfers occur from January through June and coincide with the public works activities. Although there has been significant improvement in the predictability of the grant, timeliness still poses a major challenge and transfers are often delayed as a result of bureaucracy. At the Woreda level, a Woreda Food Security Task Force (WFSTF) oversees the programmes implementation, provides linkages with regional structures and capacity building and support to Kebele and village levels. Three Development Agents (DAs) per woreda manage the list of beneficiaries and ensure that transfers are made each month. At the Kebele level, the Kebele Food Security Task Force (KFSTF) builds upon previously existing structures and is responsible for all planning at the Kabele level. They develop safety net plans and work with the WFSTF to ensure resources are in place. The lowest level, the Community Food Security Task Force (CFSTF) has as its primary responsibility the identification of beneficiaries, which are then verified by the KFSTF and the WFSTF..

In addition to the PSNP, the GoE is also implementing OFSP, which are largely agricultural extension programmes and IGAs. OFSPs are seen as key to moving people from food sufficiency (PSNP) to food security. Although take up of these services is increasing, to date less than a quarter of PSNP beneficiaries in any given region participate in both programmes. There still seems to be some confusion as to when someone is eligible - whether it is after the "graduate" from the PSNP or while they are still on it.

Graduation itself has caused significant debate, with anecdotal evidence early on that some people were prematurely graduated from the programme. A working definition of graduation now exists and benchmarks have been put in place, varying by regions.

Monitoring and evaluation

At the start of the programme in 2005, an M&E plan for the programme was designed in coordination with both donors and government. It was revised in 2006 and will be revised again in 2009 to reflect the development of a logframe for the programme, which clarifies goals and objectives. The logframe was approved in April 2008 at the Mid Term Review and is attached as Annex E.

The M&E system that is in place is largely process oriented, information systems type data and there is a general feeling that the depth of reporting goes missing as it is passed from community to woreda to regional to federal level, being analysed and summarised at each step. When it reaches the federal level, the Food Security Unit collates all of the information and disseminates it to government and the donor coordination group.

Most people interviewed believed there was a wealth of information at the woreda level that was not being analysed, in large part because the programme was currently pushing limits on local capacity to undertake M&E. Timeliness of reporting remains an issue: in theory it should take place monthly, but this is not always the case. DAs are responsible for reporting

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in woredas. The top down nature of the system does not lend itself to an effective system: DAs having too much to do and information rarely is used to inform management of the programme in any meaningful way. This, in turn, leaves DAs struggling to understand the point, when there are so many other things to do. DAs are also not held accountable for the quality of the data collected nor given any feedback once they submit it, which leads to questionable data quality.

Field visits indicated that there was, in fact, quantitative data being collected at the woreda level, but it was impossible to determine the quality and/or scope of that data given the short nature of the visit. What was clear was that the data being collected related to both process indicators, but also the impact upon the individual households as well. For example, in one woreda, PSNP beneficiaries were asked to develop a plan for how they were going to graduate from the programme. In another woreda, they had charts that showed what the total assets were of each household on the scheme and how that compared to where they needed to be to graduate. From the charts, they were able to give aggregate numbers of those they thought would be ready to graduate by year end.

USAID woredas do not participate in the national M&E framework, but instead use a different indicator matrix.

Discussions around the next five year phase of the PSNP will also include a review of the M&E system.

In addition to the M&E framework and the logframe, there are two different panel surveys currently running on the PSNP, both of which started in 2006.

- The **Central Statistics Agency (CSA), with technical support from IFPRI**, is currently tracking 3700 households in 148 kebeles in 68 woredas in all four regions where the programme is operating. The households include both PSNP and non-PSNP households and the study is looking at four different areas: 1) process, 2) targeting, 3) transfer levels and 4) linkages amongst the various programme components, mainly OFSPs and agricultural extension work. The panel study does not include the NGO implemented areas, which were measured using a different instrument. In addition to a household survey, the study also includes a community survey that measures market prices.
- The **IDS/ODI/IDL** panel study tracks a much smaller group. In total, it is tracking 960 households, 701 of whom are current beneficiaries, 102 of whom are past beneficiaries and 157 non beneficiaries. 80 per cent of participants are public works beneficiaries and 20 per cent are direct support. The study includes both quantitative and qualitative research and is measuring both household level and community level dynamics. It is also measuring market changes. The six key areas the study aims to assess are: 1) use of transfers, 2) predictability, 3) targeting, 4) graduation, 5) community perceptions of beneficiaries and 6) HIV and AIDS risks and opportunities. The study is only significant at the national level.

While there is significant overlap between what the two studies are measuring, there is one important difference. The IDS/ODI/IDL study was implemented in spring 2006 and again in spring 2008, *before* the failure of the Belg (short) rains. The CSA/IFPRI study took place in August/September 2008 and stakeholders expect it might provide different data than the other study, as it will be able to capture some of the immediate effects of the shock. The data from this study is currently being analysed and at the time of the research team's visit, had not yet been released.

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Complementary Interventions

The **OFSPs** that have been mentioned previously are the primary complementary intervention. OFSPs include IGA activities, such as beekeeping and livestock rearing, agricultural extension programmes that include technology and education, and access to land programmes. A potential comparative element of this study could look at PSNP households with OFSPs and PSNP households on their own. Both the IDS/ODI/IDL and CSA/IFPRI studies are analysing this, but their studies are not geared directly at measuring the impact and, therefore, their results are not necessarily statistically significant. If this study were to consider this option, a detailed mapping of current interventions would need to be done.

In addition to the OFSP, there are a number of supply side interventions currently taking place. The Ministry of Health has approximately 200 **Community Health Extension workers (CHEW)** who are collecting household health information from 1000 households throughout the country and the programme is set for expansion. The CHEWs work in teams of two, visiting 50 households over the course of three months. During this time, they spend approximately 80 per cent of their time with the households and 20 per cent of their time running health facilities at the local level, where they treat basic illnesses. They are not allowed to give injections and in the case of more serious matters, must refer the patient to the nearest health center.

The Ministry of Health is running an **Expanded Outreach Service (EOS)** as part of a package of services for children and includes food. The research team did not find out during its visit the specific geographical regions where the programme is operational, but there is overlap with PSNP areas.

SCUK has developed an **Applied Learning Information System (ALIS)** that they plan to roll out early in 2009. The study will collect nutrition and dietary data quarterly from a statistically significant number of households in four regions, including households who currently receive the PSNP. The study provides a good opportunity to gather nutritional data, a key evidence gap for the PSNP.

B. BOLSA Urban Cash Transfer Scheme

Funded by UNICEF, BOLSA is implementing an urban cash transfer scheme in two regions - Tigray and Bahir Dar. Transfer recipients receive either one off direct support of 1000 birr (labour constrained households) or a payment from a revolving fund, also 1000 birr, where beneficiaries pay back the fund when they are able. In Tigray the revolving fund is livestock, rather than cash. The programme currently reaches 4000 households, with plans to expand its reach to 10,000 households annually. The targeting criteria in each region is different, with Tigray focusing exclusively on orphans and vulnerable children as their criteria, whereas in Bahir Dar the criteria appeared to be based more on the number of dependents in the household and general poverty levels. The targeting is done by the local kebele committee.

There are questions around the consistency of targeting as well as the criteria that differentiate direct support from revolving fund. The timeline for repayment was unclear in both locations and repayments were being hindered by GoE bureaucracy that prevented BOLSA from receiving money. Therefore, recipients who wished to pay back needed to go to the BOFED office, where they would receive a receipt for the payment and in theory the money would eventually be transferred back to BOLSA. This seemed to be working to some degree in Tigray. In Bahir Dar, the BOFED office was a significant distance from some of the beneficiaries and it could potentially cost them more to go there than the actual repayment amount. At the time of the research team's visit, only one person had started repaying and it was unclear during discussions with BOLSA when exactly beneficiaries

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should have started repayments.

The direct assistance component raises practical and ethical questions around one off payments and their effectiveness, even in situations where the payment is quite high. UNICEF is in the process of evaluating the programme using M&E data that has been collected on beneficiaries and is planning to work closely with BOLSA to sort out the various discrepancies in the programme. Potential changes to the programme include the possibility of regularised direct support. If this happened, there are a number of interesting research questions a comparison of the BOLSA project and the PSNP could answer. For example, a dosage question could look at how households manage large sums of money quarterly versus bi-annually versus annually. There is the additional question of what an urban safety net programme might look like and how the impacts of such a programme would compare to those seen in rural areas, taking into consideration improved supply side services, infrastructure, facilities, etc.

V. Policy Context: SWOT Analysis

A. Strengths:

- The timing for this research coincides with planning for the next five year phase of the PSNP, offering a unique opportunity for SCUK and UNICEF to influence the development of the M&E system and ensure this study complements and is integrated into the ongoing discussions.
- Breadth of the PSNP service means sample size will never be an issue and there are a multitude of locations and regions in which we can work
- Donors are heavily engaged and coordinated. There is also significant interest in researching the programme's impacts and funding available at country level that could potentially be accessed.

B. Weaknesses:

- The current relationship between NGOs and government could potentially hinder a SCUK lead on this project if not handled sensitively.
- Getting access to the government M&E system may be difficult because of the protective nature of the government and their desire to ensure data does not damage their international reputation.

C. Opportunities:

- It is imperative that this research be integrated into thinking around the next five year phase of the PSNP.
- SCUK's ALIS Linking in with the new SCUK ALIS plan
- Working with EDRI as a partner would almost certainly ensure government engagement and approval.

D. Threats:

- The CSO Bill and its passage could severely restrict the ability of SCUK and other NGOs engaged in social protection to function effectively in country.

VI. Key Stakeholders for Social Protection

In addition to SCUK and UNICEF, other key stakeholders in country include:

The **Donor Coordination Group (DCG)** consists of the twelve donors who fund the PSNP and includes the World Bank, who acts as the coordinator for the group, as well as CIDA, IrishAid, DFID and USAID. All are actively engaged in the PSNP and all were extremely interested in the proposed multi-country study.

USAID funds seven NGOs as PSNP implementing partners. They include: ACF, SCUK, Care, Save-US, Rest and Food for the Hungry. If coordinated, they could be a powerful voice for social protection in the country, while also providing a wealth of information regarding how the programme is operating in various areas and the impacts being measured.

At the Federal Government, **MOFED** and **MOARD** play critical roles in the implementation of the PSNP, as outlined above. The **Food Security Unit (FSU)** has overall responsibility for the programme and sits within MoARD. The Minister of Agriculture is also the Deputy Prime Minister and this ministry is extremely powerful as a result. Multiple stakeholders indicated that **MOLSA** should be engaged more, as the natural home for a social protection agenda. They currently lack both capacity and power within government, though, and at the present time, have no direct involvement in implementation of the PSNP.

At the Regional level, **DAs** and **WFSTFs** are a wealth of information and key to the implementation of effective monitoring for the programme. **BoLSA** provides the opportunity for piloting an urban safety net, and success at this level could have trickle up effects on **MOLSA's** engagement with social protection. Regional Government.

VII. Current and Potential Research Partners

The **Central Statistics Agency (CSA)** is responsible for large scale data collection and analysis in country, specifically the DHS and several other census-type surveys, which may be useful for this research. As a research partner, there are some drawbacks. IFPRI had to provide a significant amount of technical assistance to CSA to ensure the panel study was implemented correctly. As a government agency, they also are likely to be much more restrictive on what they will measure. The benefit of that is that any results they published would be accepted by government without question. The research team was unable to meet with them during their visit.

The **Ethiopian Economic Association (EEA)** has successfully engaged in policy analysis and some small scale quantitative analysis. They have partnered with a couple of international research institutes, mainly as a mentee, and are slowly increasing both their profile and their capacity. In the past, they have also been seen to be very critical of government and with the recent passage of the CSO bill, their future ability to operate is in doubt. Irrespective of this, it was the research team's opinion that they did not yet have the capacity needed to engage in this type of study.

The **University of Addis Ababa** is the biggest and oldest university in Ethiopia. It has some

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3,000 graduates and 30,000 undergraduates. The Department of Development Research has a large number of graduate students and engages with both CSA and international partners as and when the opportunity arises. This is largely as a form of capacity building for their students, though, and as a financially strained department, they do not have the capacity to undertake a partnership at this time. For example, their students have worked directly with the National Food Security Unit to look at PSNP perceptions and urban poor. Their students could potentially provide a pool of enumerators and qualitative researchers, with the right training. The Population Studies Institute exists within the University, as well, and has worked previously with US and UK universities to do household survey research. The research team was unable to meet with anyone from this institute.

Ethiopian Development Research Institute (EDRI) has successfully partnered with numerous international organisations, including the Young Lives longitudinal study, with which SCUK is engaged, on both large scale quantitative and qualitative studies. They have both the capacity and the political space required to implement the study and bring with them the added benefit of significant government clout. The head of EDRI is the chief economic advisor to the president and the third most influential person in government. They would be able to fast track permission for the study and also ensure a greater likelihood that results would be accepted. Their close relationship with the government could potentially hinder the objectivity of the study, but the research team spoke at length with the Young Lives project personnel and were reassured to hear that they have never had problems with EDRI and the suppression of data.

Given the sensitive political climate in Ethiopia, the successful partnership Young Lives has had to date and the capacity of the organisation, the research recommends this study engage EDRI as a local partner.

VIII. Proposed Research Framework for the Country

A. Potential Key Questions

There are a number of evidence gaps that still exist in relation to the social transfers in Ethiopia and their impacts on children. Below are those that came up consistently during the two-week visit.

1. While the PSNP is the largest transfer programme in the country, stakeholders indicated that a significant amount of resources were currently being poured into both service delivery and other transfer programmes being run out of ministries other than the Ministry of Agriculture and Rural Development. Key questions, thus, centre around the cost of these interventions, their linkages with the PSNP, and the potential differential impacts that result households who receive the PSNP with households who receive the PSNP, plus some of these other benefits. The quality of supply side services is also an important consideration, especially on the health and nutrition side, both of which are key evidence gaps in relation to the impact of the PSNP. Any type of household survey would need to ensure it accounted for these interventions.
2. Although HIV rates are low in country, the impact of the PSNP on caring and coping strategies was also raised as an important evidence gap. Internationally, increasing attention is being paid to social cash transfers as a potential HIV intervention. There are also currently no studies examining the impact of any of these transfers upon intra household decision making and child and women's time.
3. At the community level, neither of the panels are studying in depth the impacts of the PSNP on services or changes in intra-community dynamics, such as traditional safety net mechanisms, remittances, and possible conflict.

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4. Graduation continues to be a key question on people's minds and lends itself to the question of sustainability, another question that was raised repeatedly during the research team's visit.
5. There is also scope for framing this research around the different types of transfers currently taking place: USAID v. Government food baskets, the break down of food+cash - is there an optimal split?
6. Depending on planning decisions during the next six months regarding the pastoral areas and the urban areas, this research could potentially look at the impacts of cash transfers on children in pastoral and/or urban communities.
7. Finally, a cross country comparison could look at the differences in outcomes between PSNP beneficiaries in the southern region of Ethiopia (SNNP) and those living only a few miles away in Northern Kenya who are also receiving a cash transfer. Culturally, the two populations would be the same, thus enabling the multi-country study to potentially assess different implementation mechanisms and their impacts on outcomes for children.

B. Information already collected and useable

As mentioned above, both IFPRI and ODS/ODI/IDL are currently running **panel studies** of different sizes on PSNP beneficiaries. While there is no plan for either organisation to run a follow up assessment beyond the one they just did, it is likely that this will happen. A key question for this study is whether either or both would be willing to share their data in exchange for us adding a component, such as time use, to their study.

The **current M&E system** provides little to no useful data, as the time and cost involved in trying to locate the data that may exist, would outweigh any benefit that might be gained.

NGOs have their own monitoring systems to report to USAID. It is said they are based on the government M&E plan as well as a few USAID requested data. However, it is unclear what is included and currently it does not seem to include any impact outcomes.

SCUK has developed an **ALIS (Applied Learning Information System)** focused on nutrition outcomes for woredas where they currently implement programmes, including the PSNP. It is scheduled to roll out in early 2009 and will collect information quarterly. It could provide both a source of information and a potential research tool for this study, depending upon the key questions determined by SCUK-UNICEF to be priority.

Population Studies Institute have been working with EDRI and others to run longitudinal studies on reproductive health/environment and population. They link with the Ministry of Health, who also collects a core set of indicators from clinics quarterly. The **Health Monitoring Information System (HMIS)**, run by the Ministry of Health as part of a five year long Health Sector Development Plan, has a large amount of anthropometric data, which could also be used in this study. It collects data across all woredas using community health extension workers. In total, it collects 106 indicators decided upon by consensus as core indicators and which includes some supply side information.

The last **Demographic Health Survey** was in 2005 and another is scheduled for 2010.

C. Information that will need to be collected

This will depend to a large degree upon the key questions the study chooses to focus on. It is likely that anthropometric and dietary diversity data will need to be collected. If ALIS is used as part of the study, the amount of data needed in this area will be reduced. There is

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very little qualitative data in Ethiopia and the majority of evaluations to date have been primarily quantitative assessments of asset accumulation, consumption and expenditure. The Young Lives project data showed a possible increase in child labour despite the PSNP and further research into this area would add significant value to our understanding of how transfers are affecting the daily lives of children.

If BOLSA's urban transfer is to be included in the study, there will need to be a robust M&E system designed for the programme, as well as a baseline and impact evaluation conducted. A comparison of the PSNP and PSNP plus other programmes would require a mapping of existing programmes.

If the PSNP expands into new areas in 2010, e.g. pastoral areas or areas previously not included, potential also exists for a brand new panel study on these areas.

D. Potential options for collecting information

The best option for collecting the majority of this data would be to complement one of the ongoing panel studies and/or the ALIS. Alternatively, if MoARD decided to move forward with expansion into the pastoral and/or urban areas, this study could run a true baseline, evaluating changes at the two and four year marks.

E. Frequency

One of the key challenges this study faces is the age of the programme. The PSNP has now been operating for more than four years and it may be questionable whether research from this point forward would show considerable impact in some areas, as the biggest impact may already have taken place.

In terms of new research, if possible, you would want to account for seasonality and take measurements after both the short and long rains, when shocks are most likely to be felt.

F. Comparability Issues:

The biggest comparability issue revolves around the various formations of the transfers and how one may adequately account for this within a research design. Both panel studies to date have to a large degree ignored this and simply lumped cash+food into one grouping.

G. Options for Control Groups

Control groups pose a challenge due to the age of the programme and its widespread coverage. Leapfrogging has also occurred, so identifying a comparable group of similar socio-economic status and geographical area who is not receiving the transfer will be challenging. Ongoing expansion of the programme may also mean that a control group now would not remain as a control for the duration of the research.

H. Knowledge Management:

A strong MIS system will be essential for both storing and analysing any data. This MIS system should be compatible across the six countries and have a user-friendly interface, so it can be used for further training of field staff. Any large scale survey should consider the use of PDAs for the collection of data. While initially costly, they serve as a quality control mechanism for data, ensuring every question is answered correctly and skips are not

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missed. They also eliminate the need for data inputting from paper questionnaires, which can be both costly and time consuming.

A website should be developed and instruments and data shared openly, similar to the Young Lives project.

IX. Proposed Framework for Implementation

A workshop will be held in March 2008 to discuss the findings from the six country visits. Representatives from SCUK and UNICEF in each country will be present, along with a government representative and possibly a member of the proposed research partner in each country. During the workshop, a final framework for each country, as well as an overall framework and key questions will be agreed upon. Below are some preliminary thoughts that will need to be considered further at that time.

A. Partnerships

Creating and sustaining effective multi-stakeholder partnerships guided by a clear partnership framework or reference group will be critical to the success of the study. EDRI should be engaged as the local research partner and a national steering committee established for the study. At the current time, there are no existing committees that could take on this role, so a new one will need to be formed.¹ Based on discussions with EDRI and Young Lives during the visit, the steering committee should include at a very minimum the Heads of Planning for Key Ministries, as well as the head of the Food Security Unit. Young Lives is currently considering replacing the Heads of Planning with state ministers to further enhance the impact of the study on government policies. Both SCUK and UNICEF should feed into discussions around who, exactly, should occupy the board for the multi-country research.

The partnership between SCUK and UNICEF will also need to be more clearly laid out, with specific responsibilities tasked to each organisation and/or day-to-day decision-making located within only one.

B. Human Resources

Additional support at the country level will be essential to the success of this study if the project is not contracted out to an international research partner. At a very minimum, there will need to be a Research Coordinator housed within one of the two organisations, tasked with ensuring the study progresses as planned and working with the local research partner to roll out the various stages. It is possible this person could reside at the regional level and oversee two or three of the study countries, if finances do not allow for one in each country. An alternative would be for someone already in place in one of the organisations to take on responsibility for this as part of their role. It should be noted, though, that the role will likely take a considerable amount of time and, therefore, this may not be possible.

SCUK and UNICEF should also consider placing a policy manager at country level to facilitate daily engagement on issues related to both transfers and social protection more broadly. It will be important for this person not to be involved in the research directly, so as

¹ While the research team was aware of a steering committee for the Food Security Programme, it was unclear whether this would be an appropriate group to oversee this research or not. Further input from the country teams is needed in this area.

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to not compromise the results, but they should engage in the production of a series of policy papers and analytical works based upon the study's findings.

C. Technical Gaps and Needs

Although EDRI is a relatively strong national partner, they will need capacity building periodically, especially around any qualitative elements that may be needed. SCUK and UNICEF will need to decide what the best way to provide this support is, either through a partnership with an international research institute or through in-house expertise. If this expertise is not readily available, this may also need to be addressed.

SCUK-UNICEF should capitalise on the advantages a six country study brings by periodically bringing together country partners so they can learn from one another and share best practice.

D. Costs

Much more work will be needed to estimate the total costs of the project over 5 years, including start-ups costs, staffing/human resources, technical assistance, administrative costs, etc. Determination of how much of the project costs can be absorbed by the country offices as part of their ongoing programmes and personnel will also be needed.

X. Ethical Considerations

Research with Children: Certain ethical considerations come to the fore in research in general – in terms of informed consent, confidentiality, and use of research results – which have particular ramifications in terms of research on and for children. Study planners and implementors will need to take care to conform to existing guidelines on research involving children and all pertinent ethical issues are taken into consideration. In the course of project development.

VIII. Evidence-Based Policy Translation: Getting Buy-In

To make this research policy relevant and of real value to Ethiopia, it will be important to include both the government run and NGO run areas of the PSNP. Linking with the Government of Ethiopia at the outset will be essential for getting buy in on the results. Given the sensitivities in Ethiopia around "bad" data, SCUK and UNICEF should highlight Ethiopia's role in sharing best practice with fellow African countries. Enlisting EDRI from the outset will help facilitate this engagement and ensure that any research is approved and the results accepted. Any research should tie as closely as possible to the ongoing discussions around the PSNP and outstanding questions around its impacts and processes. SCUK and UNICEF should ensure the composition of the steering group includes key people from key ministries and ensure they are engaged with the research from its initial phases.

It is important that the findings from the study and its various components reach high level policy makers not just at the end point (after 5 years) but through periodic reviews of emerging findings along the way and the organization of policy discussion fora (both national and regional), which should be planned as an integral part of the study. A clear

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communications plan should be developed to guide all such efforts.

Further research and analytical work to support the government in its review of policy options through, for example, an analysis of growth and social protection and costings of alternative programmes, will help as well.

To the extent possible, the research should be used to facilitate and encourage cross ministry dialogue on the PSNP and social transfers more broadly.

IX. Outstanding Questions/Follow Up

- 1) SCUK and UNICEF should be fully engaged in the planning and discussions around continuation of PSNP for another five year period. The discussions are set to begin early in 2009 and will be important for ensuring this research is integrated into the PSNP workplan. It will also provide a key opportunity for both organisations to engage with policy makers around the content of the study and ensure that nothing of importance is being left out.
- 2) BoLSA Cash Transfer - UNICEF will need to decide whether changes can be made to the existing programme to enable it to fit into the structure of this study. If so, agreement will need to be reached on what the research framework will look like in light of those changes.
- 3) SCUK's Applied Learning Information System (ALIS): The final framework for the study, including population sizes and timelines for collection, will need to be shared with the Research Team so they can determine how this research can best complement and utilise the data being collected.
- 4) Selection of and agreements with actual research partners in-country will be needed and proposals for contracts developed (for example with EDI for the baseline in Lindi; a research institute like REPOA or ESRF for collaboration, etc.)
- 5) Costing of all of the elements and human resource requirements needed for the project overall and on a yearly basis needs much further development.
- 6) The in-country steering committee will need to be formed, including selection of members and engagement with them around the study as it develops.

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I. ANNEXES

Annex A. List of Stakeholders Consulted

SAVE THE CHILDREN UK

- Matthew Hobson, Head of Hunger Reduction
- Sophie Joy Mosko, Regional Advocacy and Institutional Relations Manager
- Themba Nduna, Senior Nutrition Adviser
- Solomon Demeke, Livelihoods Advisor for PSNP
- Abdirahman Ali, Livelihoods Advisor for Pastoral Areas
- Waddington, LNIS Manager
- Mr. Alebashu, Save the Children UK – Manager, Woldiya Office
- Kassa Kinfie, Save the Children UK, Woldiya
- Teslome Haile, Save the Children UK, HIV Advisor, Woldiya
- Mr. Solomon, Save the Children UK Project Officer for Kobo Woreda
- Kenny, Health Advisor

UNICEF

- Roger Pearson, Social Policy Specialist
- Doug Webb, Chief of Section, Adolescent Development, Protection & HIV/AIDS
- Kyoko Okamura, Nutrition Specialist
- Elias, Adolescent Development, Protection & HIV/AIDS Officer
- Claire Devlin, Social Transfers Associate
- Konjit Kefetew, Project Officer – ADPH
- Stefano Pizzi, Program Support Officer, Central Team, Oromia and Amhara States

GOVERNMENT

- Minister of Labour and Social Affairs
- Dr Tembo, Department of Economic Affairs, MoLSA
- Mr. Ato Techane, Head of Planing, Ministry of Agriculture and Rural Development
- Dr. Gebissa, Acting Head of Planning, Ministry of Health

DEVELOPMENT PARTNERS

CIDA

- Andrew Spezowka, Chef d'équipe, Sécurité alimentaire e développement agricole

DFID:

- Dr. Robin K. Milton, Senior Social Development Adviser
- Cate Turton, Livelihoods Adviser

IRISH EMBASSY

- Fiona Quinn, Development Specialist

USAID

- Carol Jenkins, Deputy Chief Assets and Livelihoods Transition Office (ALT)

WORLD BANK

- Wout Soer, Coordinator, Donor Coordination Team, PSNP
- Sarah Coll-Black, Program Officer, Donor Coordination Team, PSNP
- Melaku Gebreyesus, Program Officer, Donor Coordination Team, PSNP

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RESEARCH INSTITUTES/PROJECTS

COLLEGE OF DEVELOPMENT STUDIES, ADDIS ABABA UNIVERSITY

- Degefa Tolossa, Assoc. Dean for Research and External Affairs

ETHIOPIAN DEVELOPMENT RESEARCH INSTITUTE (EDRI)

- Dr. Tassawe

ETHIOPIAN ECONOMIC ASSOCIATION

- Dr. Assefa Admassie, Director
- Dr. Degnet Abebaw, Senior Researcher, Poverty & Human Resources Development Division
- Dr. Samuel Gebreselassie, Agriculture and Rural Development Researcher

IDL GROUP

- Steve Ashley, Director

TUFTS University/Feinstein International Center

- John Burns, Lead Researcher, Gates Project

YOUNG LIVES PROJECT

- Bekele Teferra, Policy Manager
- Tassew Woldehanna, Principal Investigator
- Yisak Tafere, Ethiopia Lead Qualitative Researcher

NGOS

- Ato Eshetu, PANE
- Ms. Lizzie Nkosi, HelpAge
- Lulayn Awgichew, World Vision
- Alemayehu Mamo, Jerusalem Children and Community Development Organization
- Mr. Mbisa, Future Agricultures

DISTRICT VISITS

Mekele, Tigray

- Mr. Kefyalew, Head of BoLSA, Tigray (plus three members of his team)
- T. Haymanot, Processes owner for Social Protection & Rehabilitation
- Michael Negasi, Support Processes Owner for Development Planning
- Gabriel, Development Planning Expert
- Kiros Ghirmay, UNICEF Project Officer

Atsbi Woreda, Tigray

- Yemane Tillahun, BoLSA, Woreda Head
- Emahoy Hireatesilasse Gergis, Adonay, Coordinator
- Redae Berhe, Manager, BuLSA Transfer Programme, Atsbi
- Assifaw Tesfay, Project Officer

Wukro Woreda, Tigray

- Tadesse Yigzaw, Social Affairs Expert

Woldiya Woreda, Amhara

- Acting Head of Zonal Food Security Unit

Kobo Woreda, Amhara

- Rural Development Deputy Head Officer
- Head of Woreda Food Security Unit

Robit Woreda, Amhara

- Focus Group Discussion with PSNP Beneficiaries

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Gubalafto Woreda, Amhara

- Safety Net Coordinator, Food Security & Disaster Prevention Office
- Food Security Expert, Food Security & Disaster Prevention Office

Bahir Dar, Amhara

- Mr. Degu, BoLSA Officer
- Ms Alma, Youth Intern, BoLSA
- Habtamu Debasu Addisu, Youth Intern, BoLSA
- Interviews with Beneficiaries in Bahir Dar

UNABLE TO MEET WITH DURING VISIT

- Dr. Beyene, Head, Food Security Unit, Ministry of Agriculture and Rural Development
- Dr. Belaynesh, Family Health Department, Nutrition Unit, Ministry of Health
- Ministry of Women and Children's Affairs (They were in planning meetings the entire time.)
- Isaack, Team Leader for Emergency Nutrition Coordinating Unit (ECNU)
- Dr. Nighist, Head, Family Health Department, Ministry of Health

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Annex B. Key Documents and References

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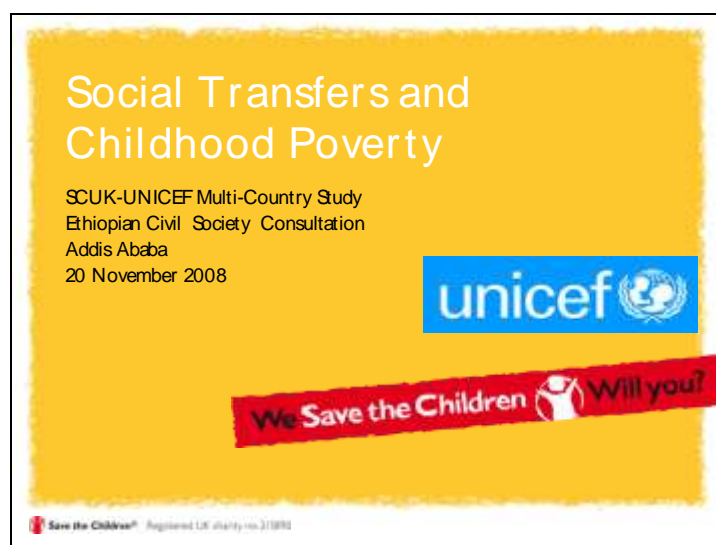
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Other Documents

UNICEF (2008) 'Analysis of Livelihood Stress and the Impact of PSNP in SNNPR', Terms of Reference.

Annex C. Presentation to Ethiopia Civil Society Consultation²

Slide 1



Slide 2



² Unlike other countries, it was not possible to hold an end of visit workshop with key stakeholders to review findings. Therefore, a civil society workshop was held to brief them on the upcoming research and discuss their thoughts on possible key themes for the research.


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Slide 3

Objectives

- To generate new evidence on the effectiveness of social transfer programmes in achieving impacts for children in low income country settings.
- To influence the development and design of national social transfer policy and programmes based on evidence, through engagement with governments, donors and civil society

3



Slide 4

Scope

- Social Transfers
- Children, households and communities
- Impacts, Design/Implementation & Cost-effectiveness
- Quantitative & Qualitative
- 5 year study
- Complementing existing data collection
- 6 countries: Ethiopia, Kenya, Tanzania, Rwanda, Malawi, Mozambique

4



Slide 5

Countries Involved

Country	Started	Target
Ethiopia	2004	Food insecure households
Kenya	2004	OVCs
Malawi	2006	"ultra poor"
Mozambique	1997	Disabled, elderly, sick, malnourished children
Rwanda	In start up phase (2009)	Extreme poor
Tanzania	In start up phase (2009)	Extreme poor in areas where social fund previously operated

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Slide 6

Design Phase

- Map existing programmes, data collection, and evidence gaps
- Overarching methodological framework
- Key relationships & partnerships

The timeline shows the following activities:

- Oct: Initial Consultations
- Nov: Consultations in Tz and Ethiopia
- Dec: Consultations in Rwanda
- Jan: Consultations in Malawi
- Feb: Consultations in Mozambique and Kenya
- Mar: Framework Finalisation Workshop
- Apr: Framework and Implementation Plan Complete

6

We Save the Children Will you?

Slide 7

Productive Safety Nets Programme

- Largest in Africa
- 7.2 million beneficiaries in 7 regions
- Started in 2005
- Three types of Transfers: cash, cash + food, food
- 290 Woredas
- Targeted at chronically food insecure
- Implemented by Ministry of Agriculture and Rural Development and 7 implementing NGOs
- Part of larger Food Security Programme that includes Resettlement and Other Food Security Programmes.

7

We Save the Children Will you?

Slide 8

Discussion Points

- What are the key questions and issues that must not be left out of this study?
- How do we make this policy relevant?
- What structures should be engaged?

8

We Save the Children Will you?

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Slide 9

Going Forward...

- Timeline
- How would you like to be engaged in this research going forward?
- Who else should we be consulting?

9

We Save the Children Will you?

Slide 10

Thank you for listening

We Save the Children Will you?

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Annex D. Report of Proceedings of the Ethiopia Civil Society Consultation³

Save the Children/UNICEF Multi-Country Study: Social Transfers & Childhood Poverty

Addis Ababa – Save the Children UK
12 November 2008: 9:00-11:00

Attendees

Ato Eshetu, PANE

Ms. Lizzie Nkosi, HelpAge

Lulayn Awgichew, World Vision

Alemayehu Mamo, Jerusalem Children and Community Development Organization

Mr. Mbisa, Future Agricultures

Matt Hobson

Jennifer Gibson

Christina Nyhus

- I. Stakeholders attending were members of Civil Society Organizations not directly involved in the implementation of the transfer programme.
- II. The Lead Researcher provided an overview of the proposed research. She then provided a brief overview of the PSNP and its possible role in the multi-country study.

Key Points from the Discussion:

- Participants highlighted the **PSNP's limitations** and the need for further data on its impact. Specifically,
 - There is a lack of regularization of the transfers. **Transfers are delayed**, hindering the ability of recipients to plan adequately.
 - Targeting has been contentious in Ethiopia. Often during political times or election times there are large **distortions with targeting**. Perhaps key informant interviews or focus groups would help to get a sense of local perceptions of targeting. But there is a **bigger problem with exclusion rather than inclusion** since so many people who need the transfer are not getting it.
 - **Size of the transfer**- how much is enough?
 - **Lack of awareness about the program among the general public**, maybe because it is rural.
 - There are many pockets of populations that are missed by the PSNP, many in the areas not identified to be drought prone but are just as badly off.
 - **Urban areas have high levels of poverty, people think that access and availability is not an issue in urban areas**, but maybe more so for the urban poor than even rural poor. There is knowledge that the program is linked to agricultural production via drought and chronic food insecurity, but there should be further thinking around whether this should shift as food insecurity is more widespread. The World Food Programme did an urban hunger study in Mekele and Addis, and at one point were doing food aid in

³ Unlike other countries, it was not possible to hold an end of visit workshop with key stakeholders to review findings. Therefore, a civil society workshop was held to brief them on the upcoming research and discuss their thoughts on possible key themes for the research.

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urban areas though they stopped it and at the worst time, during the food crisis.

- Participants also discussed the general **social protection environment in Ethiopia and key questions to consider:**
 - There is a lack of balance between social vs economic growth policies of the government, and a lack of linkage between the two. A key question the research should consider is: **How can Social Transfers contribute to growth and development?**
 - **Means testing vs. universal transfers, which is more cost-effective?**
 - Is there **local capacity (infrastructure)** at the woreda level to deal with growth generated by the transfer, e.g. banks?
 - **Costing study necessary to look at target vs universal, child benefit, insurance vs pension.**
 - Would it be possible to pilot universal child transfers or universal elderly transfers in urban areas? HelpAge doing work with urban homeless elderly (bottom 5%) but there is no analysis or baseline.
 - Status of national registration system discussed. Currently not working, so birth registration is not available.
 - Conditionality would not work in Ethiopia since there is a problem with the supply side issues. Creating demand would not necessarily improve the supply side of the system – or if it did would it be within time frame of the study? **Would it be possible to test this- changes to the supply side?** SCUk here did an analysis to increase awareness (on the health side) of facilities.
 - There is a multi-sectoral multi-donor program called the PROTECTION OF BASIC SERVICES which has a social accountability component. It is to increase awareness and encourage people to demand rights. It is across the country in 200 woredas (12 pilots). It includes budget monitoring, community score cards, citizen report cards, etc.. to monitor gaps in the supply side. **Supply side may increase but is capacity sufficient?** Encouraging private sector in rural areas?
 - **Looking at urban vs rural linkages is of interest.**
 - **Looking at seasonal migration and labor impacts is of interest.**
 - **Also interest in looking at mother's use of time (not just child), community structures, impact on family and household dynamics.** In Ethiopia transfer given to head of household (usually male).
 - Again looking in urban areas, what are the push and pull factors, and what is the real depth of poverty?
 - Look at the SCUk piece 'Running on Empty' about women's health and nutrition and the nutritious food basket.
- Questions from Participants about the Study:
 - There was concern that findings would not be available until the end of the five year point. Participants were assured that the research will be designed to provide for ongoing analysis and dissemination of information throughout the five year period.
 - There was concern that this was a duplication of Young Lives. The Lead Researcher discussed further the specific outcomes and research questions and how they differed from the Young Lives project. She also mentioned that the policy engagement piece of Young Lives has been successful and that this project would study it further as a possible model to replicate for this project.

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- Going Forward: Next Steps
 - The Lead Researcher provided participants with an overview of the next steps going forward. Completion of the study design is expected by April 2009, with the actual study commencing in Summer/Fall 2009. Over the next five months, the research team will visit the remaining four countries involved in the study to consult with stakeholders and better understand how their social transfer programmes are working. The research team would like to keep in touch with everyone present and will do so via Save the Children UK.

Annex E. PSNP Logical Framework

Hierarchy of Objectives	Objectively Verifiable Indicators	Means of Verification	Assumptions
<p>Super Goal</p> <p>Food security⁴ for male and female members of chronic and transitory food insecure households achieved</p>	<p><i>(Programme context)</i></p> <p>1.1. Male and female members of one million six hundred thousand⁵ chronically food insecure households have sustained access to sufficient food for an active and healthy life for 12 months a year, without asset depletion, by 2014.</p> <p>1.2 Male and female members of one million three hundred thousand transitory food insecure households⁶ have sustained access to sufficient food for an active and healthy life for 12 months a year, without asset depletion by 2014.</p> <p>1.2 By 2014, malnutrition among children under 2 years of age</p>		

⁴According to the New Coalition for Food Security food security is defined as: “access by all people at all times to sufficient food for an active and healthy life.”

⁵ This figure is based on the targeted number of PSNP beneficiaries (8.29 million) divided by 5, which gives the approximate number of households. This number is an increase from the one million households indicated in the Food Security Programme monitoring and evaluation framework, as the total number of beneficiaries in the PSNP has since increased from 5.5 million to 8.29 million

⁶ The PASDEP states that 6.71 million transitory food insecure beneficiaries will have improved food security states from the Food Security Programme. The target for transitory food insecure households in the FSP monitoring and evaluation framework was two million households. The above number reflects the number of households targeted by the PASDEP figure (i.e. 6.71/5)

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	decreases by 1.5 percentage points per year on average ⁷		
<p>Goal</p> <p>Food sufficiency⁸ for male and female members of chronic and transitory food insecure households in PSNP woredas achieved</p>	<p><i>(Programme contributes to this)</i></p> <p>1.1. 90% of male and female members of chronically food insecure households participating in public works in PSNP woredas are food sufficient in all 12 months of the year by 2014, in the absence of PSNP transfers</p> <p>1.2. 90% of male and female Direct Support participants have access to sufficient food or cash from sustainable sources by December 2014.</p> <p>1.3. In the event of an unmanageable shock, 90% of male and female members of transitory food insecure households in PSNP woredas have access to adequate support through sustainable by December⁹ 2014.</p>	<p>Panel survey on baseline</p> <p>Information on graduated households generated through FSP M & E system and independent assessments</p>	<ol style="list-style-type: none"> 1 PSNP graduates continue to access other elements of the FSP to build assets at the required scale. 2 Other rural development programmes and services beyond FSP continue to be available in PSNP areas. 3 Further access to markets, services and natural resources enable achievement of food security. 4 Other programmes (OFSP and others) are effective at enabling food security. 5 Upward trajectory of graduated households is not prevented by other factors, such as major shocks 6 Gains from food security programme and other sources are distributed equitably

⁷ MDG 1 is monitored by assessing the prevalence of underweight children under five years of age (UNICEF-WHO). This OVI assesses underweight among children under 2 years because of the short-time from for Programme and because of the developmental impacts of undernutrition before the age of 2 years.

⁸ "A household has graduated when, in the absence of receiving PSNP transfers, it can meet its food needs for all 12 months and is able to withstand modest shocks." This state is described as being 'food sufficient' (PSNP Graduation Guidance Note).

⁹ Adequate support is defined as the level of support that will enable households to survive a shock without depleting household assets.

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			between household members 7 Direct support participants in PSNP supported by alternative sustainable means ¹⁰
<p>Outcome</p> <p>In chronically food insecure woredas¹¹:</p> <p>a) Food consumption¹² assured and asset depletion prevented for food insecure households</p> <p>b) Markets stimulated and access to services and</p>	<p><i>(Programme's own Impact)</i></p> <p>a.1 90% of PSNP participants achieve 12 months food access¹³ from all sources including PSNP from December 2008 onwards.</p> <p>a.2 65% of households reporting no distress sales of assets to meet food needs by December 2009.</p> <p>a.3 Asset levels in 65% of PSNP households stable or increasing by December 2009.</p> <p>a.4 At least 90% of households report no consumption of seed stocks from December 2008 onwards.</p> <p>a.5 Utilization of PSNP transfers benefits all household members</p>	<p>a. Panel survey on baseline, progress reports and programme assessment</p> <p>b.1 and b.2. Panel survey on baseline and market study</p>	<p><i>(Outcome to Goal)</i></p> <ol style="list-style-type: none"> 1. Other elements of the FSP are available to PSNP participants at the required scale 2. Other rural development programmes and services beyond FSP are available in PSNP areas 3. Enhanced access to markets, services and natural resources contribute to food sufficiency 4. Other programmes (OFSP and others) are effective at enabling food sufficiency 5. Gains from FSP and other sources are distributed equitably within households 6. PSNP participants do not

¹⁰ Alternative sustainable means those that provide a secure entitlement to transfers at a level of support that will enable Direct Support participants to achieve food security as defined above.

¹¹ These are defined as PSNP woredas.

¹² Food consumption: Households have sufficient food for all 12 months, including the support of PSNP transfers.

¹³ Food access is defined as the ability to consume adequate food (through production-, market- or transfer-based entitlements) to meet household needs.

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<p>natural resources enhanced for PSNP and other households, and</p> <p>c) Natural environment rehabilitated and enhanced</p>	<p>equitably from December 2008 onwards.</p> <p>b.1 25% increase in the number of traders and retailers in local markets by December 2009.</p> <p>b.2 25% increase in diversity of goods available in local markets by December 2009.</p> <p>b.3 25% increase in volume of locally produced grain in local markets by December 2009.</p> <p>b.4 75% of households in PSNP woredas report improved use of health and education services attributable to PSNP by December 2009.¹⁴</p> <p>b.5. 75% of households in PSNP woredas report improved availability of clean water and livestock fodder by December 2009.¹⁵</p> <p>c.1 90% of PSNP participants and non-participants report that local vegetation coverage of hillsides has improved by December 2009.</p>	<p>b.3 and b.4. Household economy approach surveys and panel survey on trends and transfers</p> <p>b.5 PW impact assessment and panel survey</p> <p>c.1 Public Works impact assessment</p>	<p>deliberately deplete assets</p> <p>7. Shocks do not deplete household assets</p> <p>8 Alternative mechanisms to ensure food sufficiency for direct support participants exist</p> <p>9 Alternative mechanisms for effectively addressing transitory food insecurity in place</p> <p>10 Rehabilitated and enhanced environment contributes to food sufficiency</p> <p>11 Enabling macroeconomic environment remains</p>
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¹⁴ This is a measure of perceptions, as baseline data on use of services does not exist at present.

¹⁵ Availability is defined as follows: improved clean water sources are located closer to households than former water sources or there a greater number of improved water sources in a given locality; fodder is present in greater quantities in closer proximity than had been previously.

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Outputs			<i>(Output to Outcome)</i>
<p>1. Appropriate timely and predictable transfers (cash and/or food) received by households in response to chronic and transitory requirements</p>	<p>.1 100% of bi-monthly disbursements sent on schedule to regions from 2008 onwards.</p> <p>.2 90% of transfers received at woreda level by agreed disbursement date from July 2008 onwards.</p> <p>.3 70% of transfers to participants within 45 days after previous month annually from April 2008 onwards.</p> <p>.4 90% of transfers received have a value of at least 15 kg of grain per month by 2008.</p> <p>.5 95% of pregnant female participants are moved between PW and DS according to PIM rules by 2008 onwards.</p> <p>.6 95% of participants receive either cash or food transfers as per plans by 2008 onwards.</p>	<p>1.1 Progress reporting and IC reporting</p> <p>1.2 Progress reporting and IC reporting</p> <p>1.3 Progress reporting and IC reporting</p> <p>1.4 Annual wage rate study</p> <p>1.5 panel survey on 8 woredas and IFPRI impact assessment</p> <p>1.6 Progress reporting and IC reporting</p>	<p>1.1 Participants use transfers to assure food consumption and protect assets</p> <p>1.2 Food is available and affordable in local markets</p> <p>1.3 Participants' other livelihood activities continue at similar levels</p> <p>1.4 No significant dilution of transfers occurs</p> <p>1.5 Other larger shocks do not compromise food consumption or deplete people's assets</p> <p>1.6 Participants use cash transfers to increase use of health, education and other services (demand)</p> <p>1.7 Non participants able to increase access to enhanced health, education and other service provision</p> <p>1.8 Sufficient resources are available to address all chronic cases</p>
<p>2. Quality, new and existing, community assets with operational management mechanisms established</p>	<p>.7 90% of participants receive cash or food transfers on the same day expected by 2008 onwards.</p> <p>.8 90% of participants receive cash or food transfers at a place within one hour of their home by 2008 onwards.</p>	<p>1.7 Progress reporting and IC reporting</p> <p>1.8 Progress reporting and IC reporting</p> <p>2. Public Works</p>	<p>2.1 Community assets achieve technical objectives</p> <p>2.2 Effective and sustainable</p>

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<p>3. Markets for food and non-food products promoted</p> <p>4. Institutional capacity to manage the PSNP strengthened</p>	<p>2.1 100% of PW planned following community planning guidelines by 2008 onwards. 2.2. 90% of public works have an established management mechanism at completion by December 2009. 2.3. 90% of public works reaching satisfactory standards and sustainability ratings by December 2009. 2.4 100% of PW projects screened for ESMF by 2009.</p> <p>3.1. 70% of transfer volume is in cash by December 2009. 3.2. 75% of households report that markets are more accessible by December 2009. 3.3. 75% of households receiving cash transfers report increased</p>	<p>Review</p> <p>3. Annual reports and Market study</p>	<p>management maintained</p> <ul style="list-style-type: none"> • Community assets integrated into wider planning and management processes • Budgets available as necessary • Maintenance conducted as necessary • Community interest persists <p>2.3 Health, education and other relevant service supply enhanced through public work infrastructure provisions 2.4 Community assets continue to be relevant to livelihoods 2.5 PSNP and non-PSNP households able to access and benefit from community assets 2.6 Public works activities contribute positively towards rehabilitating or enhancing the natural environment 2.7 Environmental safeguards are effective</p> <p>3.1 Key actors respond to market signals 3.2 Greater access to market infrastructure and roads influences markets 3.3 Food aid managed according to “do no harm” standards</p>
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<p>5. Coordination, complementarity and synergy promoted within Government systems and with other relevant programmes and organisations</p>	<p>purchases of food and non-food items from local markets by December 2009.</p> <p>4.1 80% of woredas meeting minimum staffing standards by December 2008 onwards and 80% of staffing positions agreed at federal and regional levels filled by 2008 onwards..</p> <p>4.2 75% of equipment purchased and delivered as planned at all levels by December 2008 onwards.</p> <p>4.3. 75% of JRIS action plan completed as agreed bi-annually from 2008 onwards.</p> <p>4.4 Incidence of poor programme performance caused by low prioritisation by local administration reduced to less than 10% of woredas by 2009.</p> <p>4.5 85% of PSNP kebeles have information available and publicly displayed on programme objectives, targeting criteria and appeals and grievances procedures by December 2009.</p> <p>4.6 90% of appeals resolved satisfactorily at kebele level by end 2008 onwards.</p> <p>4.7 70% of PSNP staff report timely access to key Programme documents</p>	<p>4.1 FSCB and MoFED bi-annual staffing update; Progress reports</p> <p>4.2. Progress reports</p> <p>4.3.JRIS Missions</p> <p>4.4 Programme assessments</p> <p>4.5 Programme assessments</p> <p>4.6 Programme assessments</p> <p>4.7 Programme assessments</p> <p>4.8 Reports</p>	<p>4.1 Capacity is applied to ensure effective management in practice</p> <p>4.2 Critical components of PSNP managed effectively</p> <p>4.3 Capacity to manage maintained over time</p> <p>4.4 Negative effect of staff turnover can be overcome</p> <p>4.5 Ongoing government reform and future directions does negatively affect PSNP implementation capacity</p>
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<p>Activities</p> <p><i>1. Appropriate timely and predictable transfers</i></p>	<p>from 2008 onwards.</p> <p>4.8 90% of physical and financial reports and audits submitted on time.</p> <p>5.1. 100% of regular quarterly coordination meetings held at federal and regional levels by December 2008 onwards.</p> <p>5.2. 90% of JCCs attended by DPPA, MOFED, NR and Regions by December 2008 onwards.</p> <p>5.3. 80% of PSNP plans fully incorporated in woreda development plans by December 2008 onwards.</p> <p>5.4 90% of PSNP households have access to OFSP household loan by end 2011 onwards.</p> <p>5.5 90% of graduating households have access to OFSP household loan by 2008 onwards.</p> <p>5.6 90% of PW schools and clinics providing services 2 years after completion.</p> <p>5.7 90% of PW roads adequately maintained 2 years after completion.</p> <p><i>(Inputs)</i></p> <p>- Government staff at Federal, Regional and woreda-levels</p>	<p>5.1.Minutes of meetings</p> <p>5.2. JCC minutes</p> <p>5.3. PW review and PW impact assessment</p> <p>5.4 impact assessment</p> <p>5.5 impact assessment and assessment of graduation</p> <p>5.6 and 5.7 Public Works impact assessment</p> <p><i>(Costs)</i></p> <p>700 million USD for cash transfers,</p>	<p>5.1 Government systems can be improved</p> <p>5.2 Improvements to Government systems can enhance coordination, complementarity and synergy</p> <p>5.3 Existence of other relevant programmes and organisations in PSNP areas</p> <p>5.4 Other Government systems and other programmes and organisations can contribute to food security, asset protection, community assets, and market stimulation</p> <p>5.5 Linkages will be beneficial:</p> <ul style="list-style-type: none"> • Other programmes are big enough • Synergy manifests in practice <p>Other government systems deliver services and investments as expected</p> <p><i>(Activity to Output)</i></p> <p><i>General:</i></p> <p>1 Government and donor</p>
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<p>1.1 Identify eligible participants through annual targeting/ graduation process</p> <p>1.2 Identify transitory beneficiaries as necessary</p> <p>1.3 Ensure mainstreaming of gender and HIV/AIDS in targeting process</p> <p>1.4 Prepare and approve annual plan, including cash/food split, and disbursement schedule</p> <p>1.5 Communicate approved plan to all relevant stakeholders</p> <p>1.6 Transfer of resources from federal to woreda level</p> <p>1.7 Make cash and/or food transfers to participants</p> <p>1.8 Resolve appeals</p> <p>1.9 Apply contingency budget or other financing instruments for transitory requirements as needed</p> <p>1.10 Monitor activities related to timely and predictable transfers</p> <p><i>2. Community assets</i></p> <p>2.1 Identify public works through participatory planning, including contingency planning</p> <p>2.2 Ensure gender and HIV/AIDS is mainstreamed in</p>	<ul style="list-style-type: none"> - Donor staff time - Food transfers - Cash transfers - Technical Assistance - Equipment - Materials 	<p>capital, administrative and management costs</p> <p>1,549,000 MT of food for food transfers</p>	<p>2 Institutional capacity to deliver appropriate transfers exists</p> <p>3 PSNP is understood and prioritised at all levels by key decision-makers</p> <p>4 Roles and functions of relevant government departments agreed and carried-out effectively.</p> <p>5 Gender and HIV/AIDS able to be mainstreamed meaningfully</p> <p><i>Appropriate timely and predictable transfers:</i></p> <p>6 Community cooperation with targeting and other processes exists</p> <p>7 Transitory requirements can be identified accurately at the right time</p> <p>8 Resources for transfers and implementation continue to be available</p> <p>9 Security, weather or other situations do not hamper transfers</p> <p>10 Participants available to receive transfers</p> <p>11 Sufficient food and cash available to allow community choice regarding the desired cash/food split to be implemented</p> <p><i>Community assets:</i></p> <p>12 Sufficient technical capability to support the planning and</p>
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<p>public works planning and implementation</p> <p>2.3 Ensure appropriate technical design</p> <p>2.4 Construct public works</p> <p>2.5 Identify and plan management and maintenance arrangements for new and existing public works</p> <p>2.6 Ensure EMSF compliance</p> <p>2.7 Monitor activities related to public works</p> <p><i>3. Markets</i></p> <p>3.1 Monitor relative values of cash and food transfers and adjust as necessary</p> <p>3.2 Plan for sufficient availability of food and cash to respond to participant demand</p> <p>3.3 Identify and implement PW to improve market function</p> <p>3.4 Monitor impact of cash and infrastructure improvements on local markets</p> <p><i>4. Institutional capacity</i></p> <p>4.1 Provide adequate budgets for programme management and capacity building to all programme implementers</p> <p>4.2 Assess key programme</p>			<p>implementation of public works at community level available to the Programme</p> <p>13 Communities are willing to participate in the planning of public works</p> <p>14 Community and relevant local authorities are willing to manage new and existing community assets</p> <p>15 Effective and sustainable management regimes for community assets can be identified</p> <p><i>Markets:</i></p> <p>16 Attractiveness of cash can be ensured in practice</p> <p>17 Cash transfers are used for purchases in local markets</p> <p>18 PSNP activities are of sufficient scale and nature to influence markets</p> <p>19 Other factors do not counteract influences on markets</p> <p><i>Institutional capacity:</i></p> <p>20 Commitment to applying improved capacity to PSNP implementation exists at all levels</p> <p>21 Management systems are affordable and practical</p> <p>22 Improvements to institutional</p>
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<p>management systems for adequacy, accountability and transparency on an ongoing basis and amend as necessary</p> <p>4.3 Implement plan for adequate staff availability</p> <p>4.4 Implement plan for adequate capacity building equipment and services</p> <p>4.5 Implement training plan</p> <p>5. Coordination</p> <p>5.1 Develop and implement coordination mechanism for the drought risk financing facility</p> <p>5.2 Agree and implement measures to scale up safety nets in response to shocks in existing programme areas</p> <p>5.3 Agree and implement measures to enhance collaboration and synergies for graduation</p>			<p>capacity result in implementation improvements in practice</p> <p>23 Staff turnover does not compromise capacity gains</p> <p><i>Coordination</i></p> <p>24 Other programmes and organisations are able and willing to cooperate and link with PSNP</p> <p>25 Coordination leads to complementarity and synergy in practice</p> <p>Preconditions</p> <ol style="list-style-type: none"> 1. PSNP Government and donor agreements in place 2. Commitment of Government and donors to PSNP in place 3. Initial resources are available 4. Security situation conducive to PSNP activities
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