



Productive Safety Net Programme

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I. Introduction

➤ Major causes of poverty and food insecurity in rural areas of the country include

- Land degradation
- Recurrent drought
- Population pressure
- Low input subsistence agricultural practices
- Lack of employment opportunities and
- Limited access to services

- The critical factor to achieving food security are asset holdings i. e in most settings in rural Ethiopia, lack of assets in terms of **livestock holdings**, **land** and **labour** are repeatedly cited as the major causes of **poverty**.
- Illness or death of a household member results in **labour shortages**, as well as it causes the household to sell livestock and other assets to meet expenses.
- Lack of plough oxen forces the house hold to rent out land for **sharecropping**.
- The typical response to food insecurity in Ethiopia, prior to the start of the PSNP, was **emergency food relief** resourced through **unpredictable** annual **appeals** process.
- Even though relief assistance saved many lives, it did not halt the increasing numbers of food insecure people.
- As a result of this, the Government of Ethiopia together with other development partners, launched PSNP (Productive Safety Net Program) as **part** and **parcel** of the food security programs to achieve food security **at house hold level**.

- PSNP is a core component of the Government of Ethiopia's food security program which **aims to ensure that food security status of the chronically food insecure house holds in chronically food insecure weredas enhanced**
- **II. Objectives of productive safety net program**
 - To ensure food consumption and prevent asset depletion of the chronically food insecure house holds of the chronically food insecure weredas through cash and/or food transfer
 - To create access to adequate enabling infrastructure , services and natural environment through public works (to create asset at community level)

III. Targeting

It is the process by which areas and households are selected to receive cash/food transfer and then provide with it

- Why targeting? The main reasons for targeting are
 - the available scarce resource should be allocated efficiently to bring a greater impact on the problem and the needy population to be addressed.
 - Dependency is a major concern of the Government of Ethiopia, so if not targeted properly, it could have an economic disincentive

➤ Area

- PSNP is targeted towards weredas (districts) defined by the Government as chronically food insecure districts
- Their eligibility for the PSNP was defined by the frequency with which they required food assistance in the ten years preceding the design of the **PSNP** (the ten years up to 2004)

➤ Beneficiaries (House holds)

- Are those food insecure populations living in these chronically food insecure districts.
- Vast majority are resource poor households who fail to produce enough food even in times of normal rains (those beneficiaries who failed to feed their family for a year i.e those who has food gap with in a year).

- Households with the above characteristics are considered as **chronically food insecure households**
- Nationally around **8.3 million** people are chronically food insecure and out of which **1.45 million** people (**448,108 households**) are beneficiaries that belongs to Tigray region, which is one of the 9 regions in the country.

- **Targeting process:-** targeting process of PSNP beneficiaries combines both **administrative** and **community** targeting. Because of the fact that this has been used for years for food aid targeting in the country and the community has developed the experience for long period of time.
 - **Administrative targeting:-** beneficiaries are selected by a specially composed committee (committee composed of **Government, community representatives** and **local NGOs**) using objective and standardized indicators (such as **asset ownership** and **income level**). This is done through a **direct individual assessment**.
 - Under such condition, the most commonly used indicator is income whereby those households with **a daily income of less than a dollar** are selected as beneficiary house holds of the program

The second method under the administrative targeting is the indirect (proxy) indicator. It includes personal or demographic characteristics such as **age, gender, marital status** and **disability**.

- In both cases, administrative targeting requires a sound database, administrative and information capacity to minimise all types of targeting errors. Setting standardized selection criteria was found to be very difficult under Ethiopian condition. The **definition of wealth is highly area specific**

- Therefore, the process of establishing selection criteria involves the **communities** who know the **relative wealth status** of their members and **their access to food** on local conditions.
- **Community targeting**:- here the whole community is gathered and beneficiaries are selected by the community using their **knowledge of each other**.
 - Communities are trained and their awareness is raised to take over targeting responsibilities **fairly** and **independently**.
 - The usual practice in beneficiary targeting in the Ethiopian Productive Safety Net Program is as follows:-
 - **Organizational structures** involved in targeting are
 - **Food security task force at community level (Smaller community groups i.e Kushet)**
 - **Food security task force at PA level**
 - **Council at PA level**
 - **Food security task force at District level**
 - **Council at District level**

- **Selection criteria**

- The house hold must be dweller in the area for at least a minimum of the last three years (when the program was started) i.e the HHs should be **members of the community**
- Chronically food insecure households who have faced continuous food shortages (at least **three months of food gap** or more per year in the last three years (when the program was started)
- House holds who **suddenly** become more food insecure as a result of a severe loss of asset (financial, livestock, means of production, other assets
- Sever **chronic illness** such as **AIDS** and are there fore unable to meet their food needs even during periods of normal rain
- House holds without adequate family support and other means of social protection
- **Other factors** to be taken **in to considerations** are:-
 - Asset holdings of the house hold (land and live stock holding)
 - Fertility of the land and its access to irrigation
 - Income from **agricultural** and **non-agricultural** activities
 - **Specific vulnerabilities** such as female-headed house holds, house holds with members suffering from chronic illness such as AIDS, elderly headed house holds caring orphans

- **Steps in the process of targeting**

- Community food security task force identifies the **food gap** and the **labour availability** of each households
- Community food security task force identifies clients that could potentially be included in the program by separating beneficiaries which could be included **in public works** or as **a direct support**
- List of identified beneficiaries is posted in **public locations** for a minimum of **a week** so that the community will have a look on it and take their own opinion
- The client's list is verified through **public meetings** during which it is read **aloud**, **discussed** and **commented** by the **public at large** to amend **inclusion** and **exclusion** errors
- Food security task force at PA level will cross check if beneficiaries are identified as per agreed up on criteria by taking sample beneficiary house holds, **if accepted**, it will then be **approved** by the **council at the PA level** and then similar procedure will follow at a district level also
- The **final approval** will be given by the **district council** and then beneficiary lists will be entered in to the computer

PSNP beneficiaries by sex

No	Item	Public work		Total	Direct support		Total
		Male	Female		Male	Female	
1	People	600,472	<u>662728</u> <u>(52%)</u>	1263200	68505	<u>122002</u> <u>(64%)</u>	190507
2	Households	176521	<u>129168</u> <u>(42%)</u>	305689	47955	<u>88464</u> <u>(64%)</u>	136419

IV. Appeal processes and accountability mechanisms

- At PAs level, there is a '**Kebele Appeals Committee, KACs**' whose main role is to hear and resolve appeals regarding safety net matters in a timely manner
- The appeal committee is an **independent committee** (from the targeting task force)
- Members of the committee include
 - Elected kebele council member (**not** the **chair person**)
 - Elected **female representative** (2)
 - Development Agent
 - Health extension worker (volunteer community health worker)
 - Two elder representative (**one** of them should be **female**).
 - The community will be familiarized with the elected members of the appeal committee and become aware to whom they should submit their grievances.
 - The **binding principle** is that around **50%** of the members of the appeal committee must be **female**
 - Currently in our practical situation, **47%** of the members of the appeal committee are **female**

Responsibilities of the kebele appeal committee

- Collect and resolve appeal cases
- Submit appeal cases (by **sex of complaints**) and **resolved** and **unresolved** appeal cases to the kebele (PA) council each quarter (but the frequency may vary depending on the **extent** and **urgency** of the appeal cases)
- Aware within one month of the listing of clients to hear appeals submitted to their jurisdiction and to resolve a minimum of 95% of these cases within the month
- Present the **listing of the appeals** and the **associated resolutions** to the PAs (Kebele) council **no letter than 2 months** after the announcement of the clients listing

Appeal hearing programs

- Apart from complains on clients selection, there are also concerns related to inclusion in public works versus to direct support, graduation processes, management of public works, timeliness and completeness of transfer and any other perceived abuses of the PSNP.
- Appeal committee collects grievances from the community at any time and is organized for hearing by the committee **every month** regularly.
- Practically, within the last 6 months operation of the PSNP (Jan up to June/2010), a total of 12112 grievances came from the community and it is presented as follows
- **Main issues raised are**
 - Error of exclusion
 - Dilution of family (against the principle of full family targeting)
 - Classification as public work beneficiaries against direct support beneficiaries

Appeal hearing performances (Jan up to June/2010)

No	Item	Unit (in no)	%	
1	Number of complaints (by sex)	Female	4417	36%
		Male	7695	64%
		Total	12112	
2	Category of complains	Proper	2342	19%
		Un proper	9770	81%
		Total	12112	
3	Complaints satisfaction (at KAC)	Satisfied	11506	95%
		Unsatisfied	606	5%
		Total	12112	

V. Role of PSNP in HIV/AIDS prevention and control

- Massive awareness creation and sensitization campaigns on the prevalence, means of transmission, prevention and control of HIV/AIDS has been conducted through the program and this has encouraged the beneficiaries to go to health institutions for voluntary testing and counselling (**VCT**).
- Mobile **VCT clinics** were available and there was a high demand for testing among the beneficiaries.
- Accordingly, in the 2010 operation of the program, large number of beneficiaries have gone to VCT and **2687** beneficiaries were found to carry the virus in their blood and confessed them selves. These beneficiaries have exposed them selves voluntarily for **public awareness** and around **85,600** beneficiaries got the training.

- Those clients with HIV/ADS are included in both public works and direct support (those who can provide labour will be clients of PW)
- Transfers through PSNP avoids migration of clients in search of job and hence reduces their vulnerability to HIV/ADS. Because they remain in the rural areas rather than moving to small towns where HIV prevalence rate is notably higher.
- Transfers through PSNP has also enabled clients to send their children to school so that they can be part and parcel of the **anti-AID school clubs**.

VI. Linkages with complementary services and other dimensions of social services

➤ Linkages with complementary services

- PSNP lies within the Government of Ethiopia's food security programme (FSP) which is the **key pillar** of Ethiopia's Food Security Strategy.
- PSNP is one of the **four components** of the FSP. Other components are:-
 - Household Asset Building Programme (HABP)
 - Complementary Community Infrastructure (CCI) Programme, and the
 - Resettlement Programme

PSNP:- Provides a safety net for chronically food insecure house holds and also non chronic house holds affected by shocks

HABP:- supports individual house holds to grow their own house hold economy, through appropriate investment (i.e via provision of extension and credit services and hence enable them to move towards full food security

- **Practically around 310,551 PSNP beneficiary house holds (85% of the total house holds) are involved in household asset building programme**

CCI:- aims to complement PSNP public works infrastructure, which are primarily labour intensive works, while CCI rely on **capital intensive** (larger infrastructures which creates an enabling environment for food security and growth)

Resettlement:- aims to assist chronically food insecure household to voluntarily relocate to areas where they may be able to develop a better and more sustainable livelihood

These programmes complement each other and aim to move people in chronically food insecure weredas towards a position of food security.

➤ Linkages with other dimensions of social services

There are three most widespread programmes of other social protection programmes with in the PSNP operational and non-operational rural areas:-

- UNICEF/WFP supported Enhanced Outreach Strategy/ Child Survival Initiative:- combines targeted supplementary feeding with immunisation, nutrition supplementation and health and nutrition education.
- WFP supported school feeding programme (Child Based Food for Education):- Provides in school meals with in the chronically food insecure weredas so as to increase attendance, enrolment, concentration and the participation of the children of the chronically food in secured house holds.
- WFP supported MERET-PLUS (Managing Environmental Resources to Enable Transition to More Sustainable Livelihoods) programme in chronically food secure weredas. Basically it is food for asset (largely food for work). In addition to asset creation and environmental rehabilitation activities, it also include the promotion of income generation and solidarity efforts.

- **In urban areas the most commonly practiced social protection :-**
 - **UNICEF supported MoLSA urban social transfer programmes:-** is focused on improving income of urban poor house holds through a credit programme, but it also incorporates a small grant component.
 - The grant component is intended to enable the poorest urban house holds to meet immediate food needs and other expenses ,enabling them to consider taking a credit package.
 - WFP supported Urban HIV/ADS programme aims to assist food insecure house holds affected by HIV/ADS to cope with impacts of the disease.

There fore all the above different programmes of complementary and social services have linkage with the PSNP cash transfer and creates synergy in order to achieve food security of the resource poor rural community and bring growth.

VII. Setting of benefits:-

1. Categorization of clients into public works and direct support clients:-

- HHs meeting the entry criteria to the PSNP and with adequate family labour receive transfers **conditional** on engaging in **public works** (become part of the **labour force** for **public works**) and are called **public work's client**.
- Those without ability to supply labour for public works receive **unconditional transfer** (do not work in return for their transfers and are called **direct support'S client**

2. Setting of an appropriate level of transfers:- the amount of transfer set for a house hold is determined by its sufficiency to ensure that households can meet basic food needs.

- Annual wage rate study is usually conducted to ensure parity between food and cash wage rates

3. Choice of appropriate forms of transfer (cash or food):-

- In areas where market access is good, transfers are in cash (to take advantages of what is a lower cost supply chain; and to act as a **market stimulant**).
- In food deficit areas with **limited market access**, transfers are **partially** or **wholly in food**
 - In this case **disbursement plan** (including **food/cash split**) is prepared as part and parcel of the **annual plan** to identify an appropriate forms of transfer.

4. Making transfers timely and predictable

- Transfers can be considered predictable if PSNP clients have timely knowledge of their eligibility for the programme and know what transfer (how much of what resources) they will receive when.
 - Massive awareness raising activities has been performed so that PSNP beneficiaries could understand their entitlements and the transfer modalities

VIII. MIS (Management of Information Systems)

- **PASS** (Pay roll and Attendance Sheet Software) is already roll out
- HHs are registered to the database based on targeting criteria of the Programme Implementation Manual (PIM)
 - Community watershed development plans
 - Beneficiary statistics (database)
 - Attendance and pay roll sheets
 - Liquidations e.t.c. are among the informations that are **managed** under the **data management system**
 - Wereda food security officer and finance accountants access the database and each beneficiary has a unique HH identity (ID) which matches with the clients card.
 - Computer skilled experts and fast computers with huge storage capacity are in place for this purpose

IX. Payment mechanisms

- **PASS** is designed to reduce the **paper work** and the **time** associated with payments to the beneficiaries which has been done manually.
- It is also help full to avoid cancellation and new client's entry at the PAs level and hence reduces complains.
- Once the required budget is front loaded by the federal food security directorate into the regions, the budget will then immediately sent to weredas as per their annual plan.
- Weredas up on the arrival of the required budget from the region and the attendance sheet from the PAs, they prepare pay rolls.
- PAs are given with payment schedules so that they can mobilize the beneficiaries for payment.
- Beneficiaries will come up with their **clients card** for payment and the payment is effected by the wereda in the presence of the **PAs food security task forces.**
- Issuance of **clients card** to beneficiaries has ensured **accountability** in resource utilisation.

X. Lessons learned

- The cash/food transfer under the PSNP has showed the value of a shift away from a humanitarian response system to a more development oriented approach to addressing food gaps.
- The transfer has enabled the beneficiaries to meet consumption needs, reducing the risks they faced and providing them with alternative options to selling productive assets, as a result there is evidence that livelihoods are stabilizing and food insecurity is being reduced among beneficiary house holds.
- Even though there is a relatively better understanding of the program by administrative structures including targeting committee, community watershed, kebele and wereda food security task forces and federal joint coordination committee, it needs strengthening the capacity building of different stakeholders at different level.
- Though there has been huge investment in capacity building (human and physical) and has improved the implementation capacity, little effort has been made to follow up on the impacts of the interventions to date.
- Timeliness and quality of raw data remains an issue and there is little consolidation and analysis of data collected.

XI. Challenges

- **Payment dalliance** made house holds to feel that transfers are not yet predictable enough so as to enable them planning a head.
- High staff turn over
- Capacity issues

XII. Way forward

Direct support

- The most destitute house holds (the ultra poor) such as the female headed and labour poor house holds are the one unwilling or unable to take credit for HH asset building, will receive not only access to extension and financial service, but also an additional effort (such as intensive support and tailored products) will be made to include them in the food security program.
- However, some ultra poor households will never move into food sufficiency and will always require **unconditional transfers** to meet their food needs. The Ethiopian Productive Safety Net Programme is continuing for the next 4 years and direct supports are addressed through this programme, but when the programme faseout, there is a need to revise the existing policy and establish a well developed and organized guide line for addressing the issue of the direct support.



Thank you

