

USAID Office of Food for Peace
Multi-Year Assistance Programs/Development Activity Programs

**Productive Safety Net Program – Pastoral Areas
Pilot (PSNP-PAP)
Annual Results Report**

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List of Acronyms

ADRA	Adventist Development and Relief Agency
CAP	Community Action Plan
FEZ	Food Economy Zone
GoE	Government of Ethiopia
IPTT	Indicator Performance Tracking Table
ITSH	Internal Transportation, Shipping and Handling
MT	Metric Ton
OFDA	Office of US Foreign Disaster Assistance
OFS&DPP	Oromiya Food Security and Disaster Prevention and Preparedness
PA	Pastoral Association
PCAE	Pastoralist Concern Association of Ethiopia
PSNP-PAP	Productive Safety Net Program- Pastoral Areas Pilot
SC/US	Save the Children USA
SNAP	Safety Net Approach for Pastoralist Areas
SAPQ	Standardized Annual Performance Questionnaire
USAID/FFP	United States Agency for International Development/Bureau for Democracy, Conflict and Humanitarian Office of Food for Peace
WFSTF	<i>Woreda</i> Food Security Task Force

1. Annual Results

Beginning in January 2005, Save the Children USA (SC/US) and its partner organization Pastoralist Concern Association of Ethiopia (PCAE) have been implementing an informal PSNP pastoral pilot – the Safety Net Approach for Pastoralists (SNAP) – with the support of the USAID Bureau for Democracy, Conflict and Humanitarian Office of Food for Peace (USAID/FFP). The Program transitioned into the Government of Ethiopia’s official Pastoral Area Pilot (PSNP-PAP) which is being tested in 21 *Woredas* in pastoral areas.

SC/US and PCAE implemented SNAP in the 3 pastoral *Woredas* of Dollo Ado and Filtu in Liben Zone and Dollo Bay in Afder Zone.

Beginning May 2008, SC/US transitioned to implementing the GoE-led PSNP-PAP in Bare *Woreda* in Somali Region (in partnership with Adventist Development and Relief Agency - ADRA) and in Arero *Woreda* in Oromia Region. The transition in the original SNAP *Woredas* occurred in July 2008.

SO1: Predictable Food/Cash Transfers protect productive assets of most vulnerable chronically insecure households

Under this strategic objective, SC/US and its partners PCAE and ADRA seek to protect livelihood assets of vulnerable households (poor pastoralists, pastoralists with diversified livelihoods and ex-pastoralists) by providing predictable food transfers. Predictable food transfers help minimize households’ need to sell livestock and other household assets to meet their immediate household food requirements.

In addition, SC/US and its partners are seeking to build the capacity of local customary institutions, community leaders, and *Kebele* and *Woreda* structures to implement the PSNP-PAP and associated food security programs. During the period of reporting SC/US worked alongside *Woreda*, *Kebele* and customary leaders to: appropriately target and deliver food commodities; minimize inclusion/exclusion errors; ensure predictable disbursements; keep food diversion to a minimum; and ensure that the program is appropriately supported by livelihood-based drought responses.

IR 1.1: Loss of productive assets among most vulnerable households reduced

The pastoral livelihood is ‘high-risk, high-return,’ characterized by frequent severe shocks such as drought or animal disease, and an increasing number of destitute families. Households that are subject to repeated shocks may be forced to sell their assets to purchase food or meet other subsistence needs. Thus, a major objective of the Safety Net Approach is to prevent the loss of productive assets among vulnerable households.

Strategy 1.1.1: Ensure adequate and predictable food/cash transfers for most vulnerable households

In order to ensure adequate food resources for vulnerable households, it was necessary for SC/US, PCAE and ADRA to identify a more accurate targeting mechanisms, train government and

community members to effectively oversee the program, and develop the physical, human, and organizational infrastructure to reliably and predictably deliver food.

Activity 1: Define appropriate targeting mechanisms for reaching chronically food insecure households in pastoral areas

During the period of reporting, SC/US and the respective Woreda Food Security Task Forces (WFSTF) conducted a retargeting exercise in the former 78 rural and town kebeles and 19 newly created *kebeles* in Dollo Ado and Dollo Bay Woredas. The retargeting exercise aimed at ensuring that only ‘*Ceyr*’ or chronically food insecure households were included as program beneficiaries.

As a result, it was possible for staff and the WFSTF to reduce the number of households participating in the program by 22% (from 19,667 to 15,337) and in this way help ensure that participating households receive a full ration.

Despite efforts SC/US was unable to secure a wholly needs-based system as the respective *woreda* administrations insisted that the total number of beneficiaries remained the same. It was however possible to encourage the *woreda* to move away from the purely administrative targeting system (based on a quota allocation for each *kebele*) in favour of a more representative approach in which it was recognised that there are concentrations of chronically food insecure households in the riverine food economy zone (FEZ) and in peri-urban settings.

Appeal Committees which are staffed by local volunteers worked long hours in some cases to deal with complaints.

More recently, PCAE completed its own retargeting exercise in all 41 PSNP-targeted *Kebeles* based on the lessons learned in SC/US. Similarly, ADRA newly conducted a targeting exercise in 62 PAs in Bare whilst the retargeting exercise in Arero is currently progressing well.

Activity 2: Determine appropriate transfer package, frequency of payment and mode of payment for the different livelihood groups

SC/US’s discussions with project beneficiaries and the respective *woreda* administrations confirmed the findings of the 2007 PSNP review in the Somali Region where,

- 98% of the beneficiaries felt the food basket was adequate and were happy with the composition although there was a strong preference for rice rather than wheat;
- the food basket was preferred to cash, because of increasing cereal prices and distance to markets; and
- 94% did not incur additional costs in collecting their food allocations¹.

In Arero, cash/food split has been the transfer modality used by the OFS&DPP. However, upon taking over program implementation, SC/US resumed food distribution to the beneficiaries. Again based on community preference, food distributions were conducted in central locations and on bi-monthly basis.

¹ Agrideve Consult. 2007. *Evaluation of USAID-Supported Productive Safety Net Program Implemented in 35 Woredas of Ethiopia*. Addis Ababa, Ethiopia.

Table 1: PSNP Food Distribution

Woreda	Wheat (MT)	Pulses (MT)	Oil (MT)	Total (MT)
Dollo Ado	1,334	141	41	1,516
Dollo Bay	841	89	26	956
Filtu	399	40	12	451
Arero	172	17	5	194
Bare	597	59	18	674
Total	3,343	346	102	3,791

A total of 101,773 PSNP-PAP beneficiaries in Dollo Ado, Dollo Bay, Filtu, Arero and Bare benefited from the distribution of 3,791MT of food including 3,343MT of wheat, 346 MT of pulses and 102MT of oil.

Activity 3: Mobilize the different livelihood groups to ensure full community participation and orientate traditional leaders to identify households eligible for Pilot PSNP in Pastoral Areas participation and develop community plans

SC/US and PCAE conducted community action planning (CAP) exercises that integrated Livelihood Economy Zones, customary institutions and government officials in an effective way. The results of the CAP process are currently being finalized.

Strategy 1.1.2: Increase government capacity to plan and implement the pilot PSNP in pastoral areas

Activity 1: Orientation and training for SC/US and partner staff on the principles of the Pilot PSNP in Pastoral Areas

SC/US and PCAE staff conducted preliminary training for 59 WFSTF members and relevant government officials. In addition, the SC/US commissioned Consultant, who is a member of the Pastoral Task Force, conducted a more intensive training on the PSNP-PAP guidelines for staff and government officials. These trainings, held in June 2008, educated 35 key SNAP/PSNP *woreda* officials from Dollo Ado, Dollo Bay, Filtu, Bare and Arero. The training was conducted as part of the roll-out of the government's official pilot.

2. Drought Response

SC/US implemented drought response programs such as emergency slaughter destocking, water tankering, emergency livestock treatment and cereal provision activities in Dollo Ado and Dollo Bay Woredas through OFDA funding, since both *Woredas* were severely hit by the prolonged drought since 2007.

The slaughter destocking program aimed at providing livestock owners with a means of using their animals productively before the effects of drought lead to ill health and emaciation, whilst reducing the pressure on the limited natural resources. Livestock owners are paid a fixed sum for

each animal, and the meat is distributed within the community according to criteria agreed by communities. Meat is usually distributed fresh but can be dried as a means of preservation.

The intervention focused on: i) adding value to weak livestock by allowing owners to sell at a reasonable price and ii) providing food to highly food insecure households in the target area during the drought. The hides and skins were also provided to small women's business groups to sell locally.

As a result of this intervention, 1,500 households benefiting from selling their emaciated livestock while 1,800 households benefited from receiving meat.

Water tankering has also been conducted for 29,000 people in Dollo Bay for over 20 days. The water supply began after a 4-year-old girl was reported to have died in Bangol PA due to lack of water. In Dollo Ado, SC/US provided logistics support to the Livestock, Crop and Natural Resource Development Office to conduct an emergency livestock treatment campaign. Six emergency cereal bank groups were also established and provided with cereals for local sale.

As a result of the drought, staff in both Dollo Ado and Dollo Bay Woredas got tied up in implementing emergency response activities whilst PCAE staff have been busy supporting internally displaced people, all of which affected PSNP-PAP progress especially the implementation of activities under SO2, which are yet to be implemented.

SO2: Livelihoods of vulnerable households protected and improved

IR2.1: Asset base among vulnerable households improved

Strategy 2.1.1: Develop income diversification strategies in key sites based on market opportunities

Activity 1: Support livelihoods diversification activities in particular with ex-pastoralists

IR 2.2: Access to essential livelihood components preserved.

Strategy 2.2.1: Rehabilitate and improve water resource use for humans and animals, without reducing rangeland productivity

Activity 1: Undertake public works projects to rehabilitate existing water points, including improved access for livestock watering

Activity 2: Assist communities to maintain improved water points

Strategy 2.2.2: Improve rangeland productivity and the management of riverine grazing

Activity 1: Improve natural resource management

Strategy 2.2.3: Rehabilitate and improve community-based services and economic infrastructure

Activity 1: Improve access to community based services

2. Proposed Modifications to the M&E Plan, IPTT, and/or Work Plan

As noted above, the CAP is being finalized and at this stage no modifications are proposed. The IPTT has also yet to be developed.

3. Success Stories

There are no success stories at this time after 3 months of implementation.

4. Lessons Learned

There are no lessons at this time after 3 months of implementation.

Attachments:

Attachment 7 - Standardized Annual Performance Questionnaire (SAPQ)

Attachment 8 - Summary Request and Beneficiary Tracking Table

Attachment 9 - FY 2008 Expenditure Report

Annex

Annex A - Cover Page (*Moved to page 1 of document for submission to DEC*)