

The Productive Safety Net Programme IV End-line Evaluation (2021) – Main Findings

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Table of Content

Executive Summary	ii
Chapter 1: Motivation and Context.....	1
Chapter 2: The Telephone Survey Report	3
Chapter 3: Process and Impact Evaluation: Based on End-line Quantitative and Qualitative Surveys	8
Chapter 4: Humanitarian Food Assistance (HFA): Process and Targeting.....	32
4.1 Introduction.....	32
4.2 Sampling and data collection.....	32
4.2.1. Quantitative data.....	32
4.2.2. Qualitative data	34
4.3 HFA processes and their links to PSNP implementation	35
4.3.1. Targeting structures.....	35
4.3.2. Social accountability structures.....	37
4.3.3. Contingency budgets	38
4.3.4. Coordination	39
4.4 Who receives humanitarian food assistance?.....	43
4.5 Humanitarian food assistance: Timing and quantities	51
4.6 Summary.....	60
Chapter 5: Summary Remarks	62
References	63

List of Tables

Table 4.1: Number of Households in the Sample by region and data source	33
Table 4.2: Sample distribution by region and data source	34
Table 4.3: HFA Woredas included in qualitative work.....	34
Table 4.4: PSNP / HFA distribution channels in highland woredas.....	40
Table 4.5: Characteristics of households by PSNP and HFA, by sample	50
Table 4.6: Mean number of payments, by region, by sample, Tir EC2012 – Miazia EC 2013.....	51
Table 4.7: Mean total value of all cash payments (in Birr), per capita, received by all HFA households, by region and time period.....	57

List of Figures

Figure 3.1: Mean food gap by PSNP4 status, year and region.....	9
Figure 3.2: Mean Household Dietary Diversity Score by PSNP4 status, year and region.....	9
Figure 3.3: Mean TLU by PSNP status and region.....	11
Figure 3.4: Percent of PSNP and non-PSNP households that experienced shocks, by region.....	11
Figure 3.5: Percent PSNP clients receiving payment, by region and month, Tir-Sene 2012	17
Figure 3.6: Number of years household is PSNP client, Highlands, by region and participation status in 2016	21
Figure 4.1: Percentage of households receiving HFA by region, sample, time period	44
Figure 4.2: Percentage of HFA households receiving HFA, by region, sample, time period.....	46
Figure 4.3: Percentage of all HFA households receiving either PSNP, HFA or both, by region	48
Figure 4.4: Distribution of number of payments by region	53
Figure 4.5: Number of payments by payment type and region	54
Figure 4.6: Percent of households receiving an HFA payment by month	55
Figure 4.7: Type of HFA payment by region	56
Figure 4.8: Mean total value of all cash payments received by all HFA households, by region and time period	57
Figure 4.9: Mean value of cash payment received by HFA households, by region	58

Executive Summary

1. This summary report provides a consolidated overview of the key findings from the different study components of the PSNP4 (Productive Safety Net Programme) end-line evaluation: the Telephone Survey Report; the Program Performance Report; the Highlands Outcome Report, the Lowlands Outcome Report, and the Humanitarian Food Assistance evaluation.
2. Data used in these reports come from longitudinal household surveys from the Highlands (Amhara, Oromia, and SNNP), repeated cross-section household survey data from the Lowlands (Afar and Somali), and key informant interviews from both Highlands and Lowlands, all conducted at baseline (2016), midline (2018), and end-line (2021).
3. We start by noting that the period covered in this study (2016–2021) was shadowed by a number of events that took place in Ethiopia: successive droughts in the early years, political unrest in the last four years, the COVID-19 pandemic that emerged in late 2019, and desert locust invasion in the harvest season of 2020 that covered some parts of the country.
4. We begin with targeting. In the Highlands, targeting of the PSNP4 was found to be implemented well. This continued far into the midline, at which point 82 percent of beneficiaries continued in the program. At end-line, little evidence of substantial entry and exit was found, suggesting a high degree of continuity of participation.
5. In the Lowlands, targeting was assessed as poor at baseline, while at end-line exercises to correct inclusion and exclusion errors were conducted in parts of Somali and retargeting occurred in parts of Afar to accommodate for the reorganization of kebeles. In sum, 46 percent of households were never PSNP clients and 33 percent were clients in all four years.
6. Virtually no graduation has taken place since the midline survey in 2018, as shown by both quantitative and qualitative data. Respondents to our qualitative surveys did not provide a single reason why this is the case. Graduation is premised to take place through facilitation of a variety of supporting activities, including specific livelihood pathways, lump-sum livelihood asset transfers, training and extension, access to microfinance, and help to transition to livelihood pathways. In practice, apart from the livestock pathway, it has not been possible to provide these supporting activities at a scale that would permit meaningful levels of graduation.
7. In both the Highlands and Lowlands, payments were not timely or predictable – only 44 percent of PSNP clients received five or six payments.
8. Using matching techniques, we find that the PSNP reduced the food gap by 0.18 months (or six days per year) in the Highlands, and increased livestock assets measured by Tropical Livestock Units (TLU) by 25 percent. In the Lowlands, we do not find a statistically significant impact of the PSNP4 on the food gap or livestock assets. Similarly, the PSNP4 did not have a statistically significant impact on the Highland and Lowland household diet diversity scores (HDDS), consumption expenditures, or resilience outcomes (measured by distress sale of productive assets for food and emergency cash needs).
9. Asked about pandemic impacts in the phone survey, about one-half of respondents experienced loss of income. Others mentioned food supply shortages, high food prices, school disruptions, or impacts.

due to travel restrictions. Coping strategies included distress sale of productive assets, borrowing for food, cutting essential nonfood purchases, cutting investments on agricultural and livestock inputs, and depleting savings. Further analysis comparing PSNP and non-PSNP households shows that the PSNP is strongly associated with reducing the likelihood of food insecurity and the food gap.

Chapter 1: Motivation and Context

Beginning in 2005, the Government of Ethiopia and a consortium of donors implemented a new response to chronic food insecurity in rural Ethiopia. Unlike annual emergency appeals, the Productive Safety Nets Programme (PSNP) is a multi-year program that provides predictable and reliable transfers to food insecure populations and prevents asset depletion at the household level and creates assets at the community level.

The PSNP uses a mix of geographic and community-based targeting to identify beneficiaries. Approximately 80 percent of participants receive six months of employment on labour intensive public work projects. These emphasize reversing environmental degradation, improving water control and improving road access. The remainder, largely households whose primary income earners are elderly or disabled, receive unconditional transfers. Payments are made in both food and cash.

The precarious nature of livelihoods and the high levels of chronic food insecurity and vulnerability in localities means that a social protection intervention like the PSNP is required in these areas. Additional efforts are needed to integrate the programme with nutrition and agricultural extension services. Clear awareness of these on the part of the Ethiopian government and its development partners led to the design and adoption of PSNP 4.

The PSNP 4's overall Project Development Objective is to achieve: 'Increased access to safety net and disaster risk management (DRM) systems, complementary livelihoods services and nutrition support for food insecure households in rural Ethiopia' (World Bank 2014: 21). It attempts to achieve this through 1) Support for building core instruments and tools of social protection and DRM systems; 2) Delivery of safety net and enhanced access to livelihoods services for vulnerable rural households; 3) Improved programme management and institutional coordination. A prominent theme of PSNP 4 is the desire to integrate the different national initiatives including the DRM, social protection, and livelihoods and nutrition support and move towards a 'systems approach' (Ministry of Agriculture (2014(a) and (b))). This requires the necessary administrative structures and institutional capabilities to consolidate on overlapping programmatic areas into a more integrated and predictable safety net.

A number of innovations in the design of the PSNP 4 contribute to these objectives. First, programme support is organized around the idea of 'livelihood pathways', with packages of support (transfers, technical assistance, access to credit, training) tailored for different categories of chronically food insecure households. The incorporation of a livelihoods component in PSNP 4 was built on the architecture and delivery mechanisms established under the Household Asset Building Programme (HABP), which no longer exists as a separate program. The provision of new livelihood transfers (start-up capital), drawing on practice from other contexts, intends to increase the prospects for graduation, which have been disappointing thus far. It is intended by this merging that support for building livelihoods and supporting graduation is closely integrated with other programme components that work well, including the delivery of transfers and public works implementation. A second innovation was the goal of shifting the Permanent Direct Support caseload to the Ministry of Labour and Social Affairs (MOLSA). This recognizes that there are categories of households that have very little or no prospect of 'graduation' and will always need some level of assistance, such as the old, chronically sick, or disabled. One of the strengths of the PSNP was establishing robust delivery systems

and capacity at all administrative levels down to the kebele-level. The expectation was that in the PSNP 4 the operational capacity of the MOLSA will be expanded at the woreda and kebele-levels.

Objectives of the evaluation

The PSNP4 end-line evaluation provides:

- i. An independent assessment of progress in program performance across all components and implementing agencies.
- ii. A rigorous assessment of the impact of the PSNP in terms of poverty reduction (measured by consumption), resilience to shocks, food security, assets and other indicators.
- iii. Insights into how and why changes in program delivery have influenced program performance and program impacts.

Five reports document the findings with respect to these three objectives: the **Telephone Survey Report**; the **Program Performance Report**; **two reports on Progress towards Outcomes**; and the **Humanitarian Food Assistance Report**. The Telephone Survey Report was based on a phone survey fielded in early 2021; it provides an early read on how households in PSNP woredas were affected by the COVID-19 pandemic and how this was ameliorated by program participation. The Program Performance Report provides a basic analysis of program performance (inputs, activities, and outputs), with analysis of program performance across implementing agencies, regions and highland as compared with lowland areas. It triangulates data obtained from key informant interviews and households surveys in the questions where this is possible. The companion Outcome Reports, entitled “*Program Outcomes: Highlands*”, and “*Program Outcomes: Lowlands*”, furnish information on the outcomes of the PSNP and provide evidence of attribution. The performance and outcomes reports are based on quantitative and qualitative data collected in five regions: Afar, Amhara, Oromia, SNNP and Somali. Security issues precluded data collection from occurring in Tigray. Full details on sampling and on impact methodologies are found in those reports.

This summary report provides a consolidated overview of the key takeaways from these documents and with nuanced reflections on some of the findings on key outcomes. As requested, we include a chapter as part of efforts by the government of Ethiopia, the Donor Working Group (DWG) and the Donor Coordination Team (DCT) to establish a common framework bringing together the Productive Safety Net Programme (PSNP) and the humanitarian food assistance (HFA), this common framework seeks to bring monitoring and evaluation processes under the same umbrella. To this end, the DWG requested the PSNP Impact Evaluation team to include assessment of the performance of humanitarian food assistance (HFA); specifically, as a dedicated chapter on HFA processes and targeting in this narrative report

Chapter 2: The Telephone Survey Report

The COVID-19 pandemic that emerged in late 2019 has affected the lives and livelihoods of millions of households globally. Policies put in place to battle the pandemic have created further economic hardships. To assess awareness and understanding of COVID-19, its symptoms, how households changed practices around health, social interaction, and mobility in response to the pandemic, how household food security was affected, the extent to which the pandemic affected PSNP payments and the extent to which these payments protected household food security, we implemented a phone survey that re-interviewed past participants in two previous in-person household surveys that had been conducted in five regions (Afar, Amhara, Oromia, Somali, SNNP) of Ethiopia as part of the impact evaluations of the PSNP and the Feed the Future (FTF) initiative. An important limitation of phone surveys is that respondents who own a working mobile phone may differ in systematic ways from non-owners, making the sample nonrandom. Our analysis accounts for this through the construction of sample weights.¹

Below is a summary of the five research questions addressed in the Telephone Survey Report.

1. *To what extent are people aware of COVID-19, its symptoms, how the infection spreads, and what measures and restrictions are in place in their Kebele/Woreda? Have households changed practices around health, social interaction, and mobility in response to the pandemic?*

Almost all households were aware of the pandemic, how it spreads, and its symptoms. Majority of them were also aware of the basic mitigation strategies available. Details are given below.

- Almost 100% of the survey respondents had heard of COVID-19 and on average could identify 5 practices as a mitigation strategy. Among the practices identified as mitigation strategies, wearing a mask (83%) and avoiding shaking hands (68%) were the two most frequently cited.
- About 69% of the respondent left their household in the past 7 days, non-PSNP respondents are slightly more likely to have left their households as compared to PSNP respondents (72% vs 66%, $p < 0.045$). When leaving the household 83% reported wearing a face mask – 77% among PSNP households and 88% among non-PSNP households. About 68% avoided shaking hands – 74% among PSNP households and 64% among non-PSNP households and both these differences were statistically significant. Further, 65% reported regularly sanitizing/washing hands – 52% among PSNP households and 75% among non-PSNP households and this difference was also statistically significant. Use of these preventive measures may reflect differences in access to masks and to soap and other sanitizing materials.
- About 18% of the respondents in our survey reported that someone in their household experienced a fever, cough, headaches or loss of taste/smell in the previous one year. Among those that experienced this about 70% sought medical advice and 2% got tested for COVID-19. About 71.5% knew where they could get a COVID test if they needed it (62% among PSNP, 79% among non-PSNP).

¹ Further details on the sample used and how the sampling weights were constructed are found in the Telephone Survey Report.

- When asked about their perceived risk of contracting COVID-19, PSNP and non-PSNP households had similar responses. About a quarter of the households reported perceiving no risk of getting infected by the virus. About 34% perceived low risk of contracting the virus and another 30% perceived medium risk. 10.5% perceived high risk of contracting COVID-19.
- When asked about the issues that affected the households the most since the start of the pandemic, we find that high food prices affected over 60% of the households surveyed. Other issues highlighted were unemployment or loss of income (43%), shortages in food supply (39%), school closures (30%) and travel restrictions (28%). There were some statistically significant differences in the issues highlighted by PSNP and non-PSNP households. For example, 44% of the PSNP households mentioned loss of income as something that affected them the most, the corresponding proportion is 34% among the non-PSNP households.

2. *How is household food security changing with the spread of COVID-19 in rural Ethiopia?*

Compared to the period before COVID-19, food insecurity has increased for both PSNP and non-PSNP households in the COVID-19 period.

- The share of food insecure households rose by 20 percentage points among the PSNP and by 29 percentage points among the non-PSNP households. The largest increases in these shares are seen in Afar and Somali (both increased by 40 percentage points), followed by Amhara (increase by 28 percentage points).
- The share of PSNP households in SNNP reporting food insecurity was unchanged. By contrast, non-PSNP households in all regions reported increases in food insecurity, with the largest increase reported in Amhara (by 45 percentage points) and Afar and Somali (both by 33 percentage points), followed by SNNP (by 22 percentage points) and Oromia (by 17 percentage points).
- The food gap (measured by the number of months the household was unable to meet its food needs over the last 12 months) increased by 0.9 months, on average, for both PSNP and non-PSNP households. These increases vary by region and PSNP status. Among PSNP households, those from Afar saw the highest increase in food gap (an increase by 2 months), followed by Oromia (1.4 months). Among non-PSNP households, the highest increase in food gap is reported in both Amhara and Oromia (both increased by 1.4 months) followed by SNNP (increased by 1.1 months). Among non-PSNP households, Somali (by 0.5 months) and Afar (0.1 month) reported reductions in the food gap.

3. *Has COVID-19 interrupted PSNP4 transfers or changed the timing, size, and composition (cash vs food) of transfers? Have work restrictions on public works transfers been removed? Have other forms of assistance been provided? Have households that were non-beneficiaries of PSNP4 been added to the program or received other forms of assistance?*

Majority of PSNP beneficiary households have received at least one payment during the pandemic and the value of the transfers did not change. However, only a third of them reported payments were made

on time. Moreover, nearly all of the public work households reported work restrictions were not removed. Few non-PSNP households received other forms of transfers.

- 42% of the phone survey respondents were PSNP beneficiaries before Megabit 2012. About 2% of the phone survey respondents were added as PSNP beneficiaries after Megabit 2012².
- 79% of the PSNP beneficiaries had received at least one PSNP transfers since Tahisas 2012 (December 2019). Among those that reported receiving PSNP transfers, 75% reported receiving them for public works, about 11% reported receiving them from permanent direct support and another 14% reported receiving them via temporary direct support. About 34% reported receiving the transfers as food, 44.5% report receiving cash and 22% report receiving a combination.
- Among the households that reported receiving transfers via public works, nearly all (90%) were required to undertake public works to receive these transfers after Megabit 2012. .
- When asked about the frequency and size of payments since the pandemic, 36% of PSNP households reported receiving monthly cash payments and 30% reported receiving monthly food transfers. 27% PSNP households that report receiving lump sum payments and 19% reported that all food was transferred at once.³ Majority of households reported that the value of transfers had not changed (61%) or that it had increased (26%). However, 13% of the PSNP households did report a decrease in the value of transfers they received. 29% of the PSNP households report that timing of receiving transfers has not changed and 6% reported the transfers being more timely. Close to 40% report that the transfers are more delayed every month. There is also evidence of lumpsum transfers as indicated by the 26% of the PSNP households that reported receiving transfers once or twice during the period rather than as monthly transfers.
- About 31% of PSNP and 15% of non-PSNP households also report receiving assistance from sources other than the PSNP.

4. *How are PSNP households performing in comparison to non-PSNP households with respect to food security?*

Compared to the non-PSNP, PSNP households appears to be performing relatively better (e.g., lower increases in food gap) in their food security situation (an outcome found to be strongly associated with the PSNP).

- Participation in the PSNP is strongly associated with offsetting a significant portion of the increase in food insecurity during the COVID-19 year. Specifically, the likelihood of PSNP households becoming food insecure is reduced by 20 percentage points and the size of their food gap is reduced by 0.83 month (about 25 days).

² We suspect some respondents might have misunderstood or were confused by the survey question related to this, as some households who were PSNP beneficiaries before Megabit 2012 have also reported they were newly added after Megabit 2012.

³ Since the respondents could provide multiple responses, the numbers do not add up to 100%.

- Overall, the food insecurity situation of PSNP households stands at much better position than their non-PSNP counterparts: the likelihood of food insecurity for a PSNP household has increased only by 18 percentage points (compared to non-PSNP household that has experienced a 37 percentage points increase in the likelihood of becoming food insecure) and food gap has increased only by 0.22 months (about 7 days) (compared to non-PSNP household that has experienced an increase in food gap by about a month).

5. *Which households (based on location, pre-pandemic poverty and food security status, household head age, gender, or education) are most affected? Do we see any difference between PSNP and non-PSNP households?*

- Compared to non-PSNP, PSNP households are more likely to report feeling worried about not having enough food to eat, consuming poorer quality of food, and more likely to borrow or sell assets as coping mechanisms.
- 73% of the households reported feeling worried about not having enough food to eat. PSNP households are more likely to report this as compared to the non-PSNP households (43% vs 64%). About 67% households and 76% households reported not being able to eat healthy and nutritious food and consuming only a few kinds of foods, respectively. Similarly, 58% and 67% of the PSNP households reported having to skip a meal and reduce portion size, respectively.
- Food insecurity varied by region: A large proportion of households in SNNP experienced deteriorating food security. About 81% of households in SNNP reported reducing portion size, 73% reported having to skip a meal and close to 90% reported consuming only a few kinds of foods. Other noteworthy regional differences include 30% of the households in Afar reported not eating for a whole day. The corresponding percentage in other regions was lower.
- Food security results disaggregated by the median food gap in 2018 show marked differences in the experience between the two groups (all differences are statistically significant at 10% or lower significance level). Households that had a food gap greater than the median at midline, were more likely to report experiencing deteriorating food security conditions.
- In the 30 days prior to the survey, more than half of the households surveyed reported consuming poorer quality food – 58% of the PSNP households reported this as compared to 50% non-PSNP households (difference is statistically significant). The next two important coping mechanisms were borrowing money to buy food and selling productive assets/means of transport – 63% of PSNP households reported these as compared to 36% and 31%, respectively, of non-PSNP households (difference is statistically significant).

6. *How has agricultural income and activity changed during the COVID-19 crisis?*

Respondents mentioned agricultural input and output market restrictions limited their farming activities and limited their incomes from off-farm activities; all of which resulted in lower income.

- A large proportion of the households reported earning much less (37%) or somewhat less (39%). PSNP households are more likely than non-PSNP households to report receiving somewhat less income (45% vs 34%).

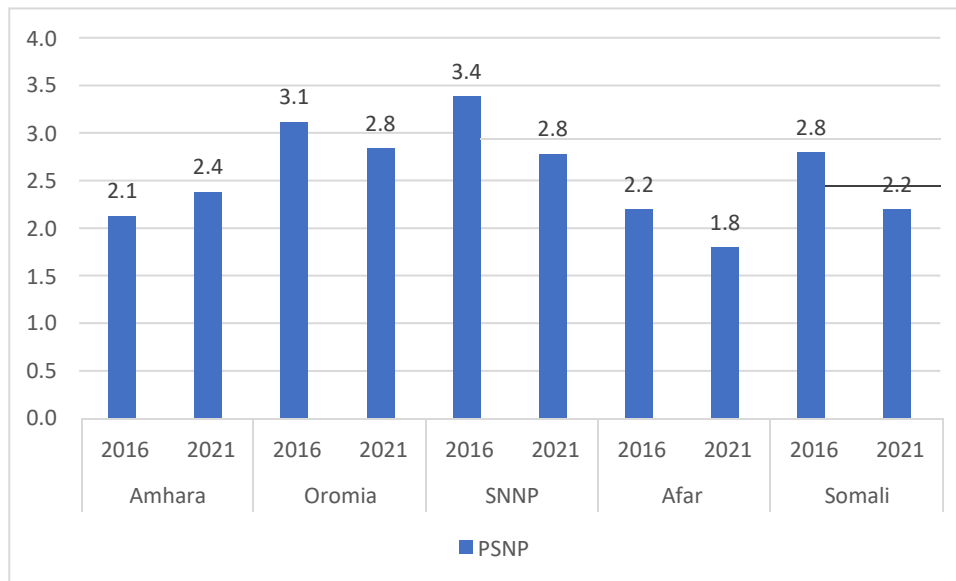
- 61% of the respondents planted crops in the most recent Meher season and 32% report farming disruptions due to COVID. These included
 - 60% of the households reported that they could not acquire agricultural inputs, PSNP households are more likely than non-PSNP households to report this (67% vs 53%).
 - Input prices being too high, here again, PSNP households are more likely than non-PSNP households to report this (58% vs 36%).
 - Restrictions on movement also made it difficult to get to markets, as reported by 30% of the households overall.
 - About 26% of households reported not being able to receive input and/or output market information. Not being able to hire labor (or enough labor) affected the non-PSNP households more than PSNP households.
 - Households also reported challenges in selling and buying items in the market, with the PSNP households being more likely than non-PSNP households to report this.
- Ethiopian farmers were also affected by the desert locust invasion and armyworms.
 - 42% of the households reported being affected by the desert locust invasion, with PSNP households more likely to report being affected as compared to non-PSNP households (59.7% vs 26.6%). Most households experienced reduced crop harvest due to the locust invasion. Over half of the households lost up to 25% of their harvest and another 20% lost over half their harvest. There were no differences between PSNP and non-PSNP households with respect to the impact of locusts on crop harvests.
 - 33% of PSNP households reported that their crops were damaged by armyworms since Meskerem 2012 as did 39% of non-PSNP households. This difference was not statistically significant.

Chapter 3: Process and Impact Evaluation: Based on End-line Quantitative and Qualitative Surveys

This section summarizes the key findings of the Outcome and Performance Reports for the Highlands and Lowlands. Key outcomes considered include household food security, asset levels, consumption expenditure and a subjective measure of wellbeing. We provide separate impact estimates for the Highlands and Lowlands. We do so for two reasons. First, livelihoods differ markedly between the Highlands and Lowlands. Households in the Highlands rely primarily on sedentary agriculture while most Lowland households are agro-pastoralists. Second, as discussed above, in the Highlands, we have a panel (longitudinal) survey; households interviewed at baseline are re-interviewed at midline. In the Lowlands, we have a repeated cross-sectional design— while the survey localities do not change, different households are interviewed in each survey round. We first describe changes in outcomes, then present the impacts of the PSNP4.

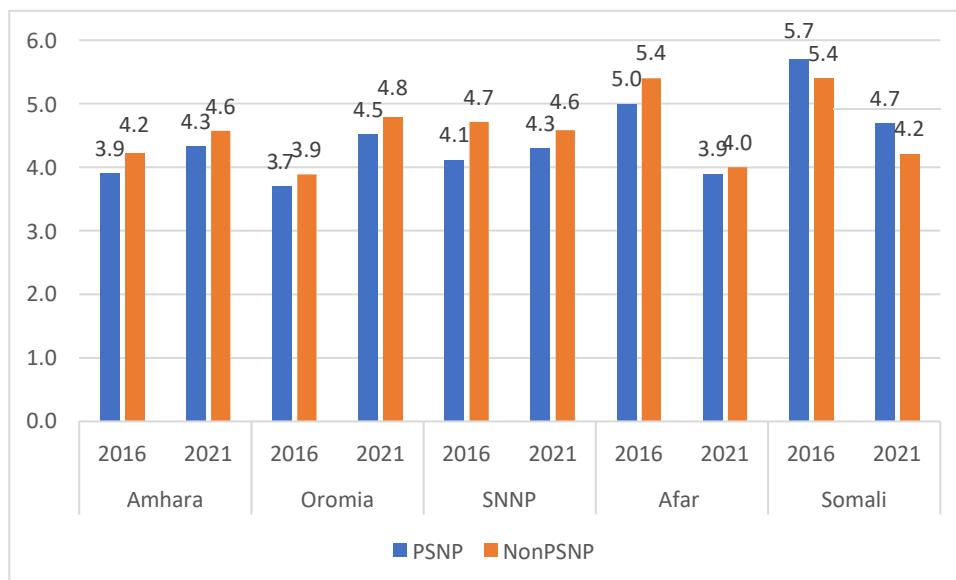
1. *To what extent has the PSNP improved food security (including dietary diversity) among households participating in the program?*
 - The PSNP has reduced food gap by 0.18 month (or 6 days) in the Highlands. In the Lowlands, we do not find statistically significant impact of the PSNP4 on food gap. Similarly, the PSNP4 did not have statistically significant impact on both Highland and Lowland household dietary diversity score. In the Highlands, among PSNP households, descriptive results show food gap fell from 2.8 to 2.6 months between 2016 and 2021. Over the same period, for non-PSNP households, it increased from 2.3 to 2.4 months. In the Lowlands, it increased from 1.8 to 2.4 months for PSNP households and fell from 2.4 to 2.0 months among non-PSNP households. When disaggregated by region and PSNP (Figure 3.1), mean food gap has declined between baseline and end-line among PSNP households in all four regions except in Amhara. For the non-PSNP households, mean food gap has remained relatively unchanged between baseline and end-line except in Somali where it showed an increase from 1.9 to 3.1 months between the two periods. (Figure 3.1).
 - In the Highlands, mean household dietary diversity score has increased between baseline and end-line among both the PSNP (from 3.9 to 4.4 food groups) and non-PSNP (from 4.3 to 4.7 food groups) households. In contrast, mean household dietary diversity score has declined between baseline and end-line among PSNP (from 5.4 to 4.1) and non-PSNP (5.3 to 4.2) households. Similar trends are observed when we disaggregate by both PSNP status and region. (Figure 2).

Figure 3.1: Mean food gap by PSNP4 status, year and region



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Figure 3.2: Mean Household Dietary Diversity Score by PSNP4 status, year and region



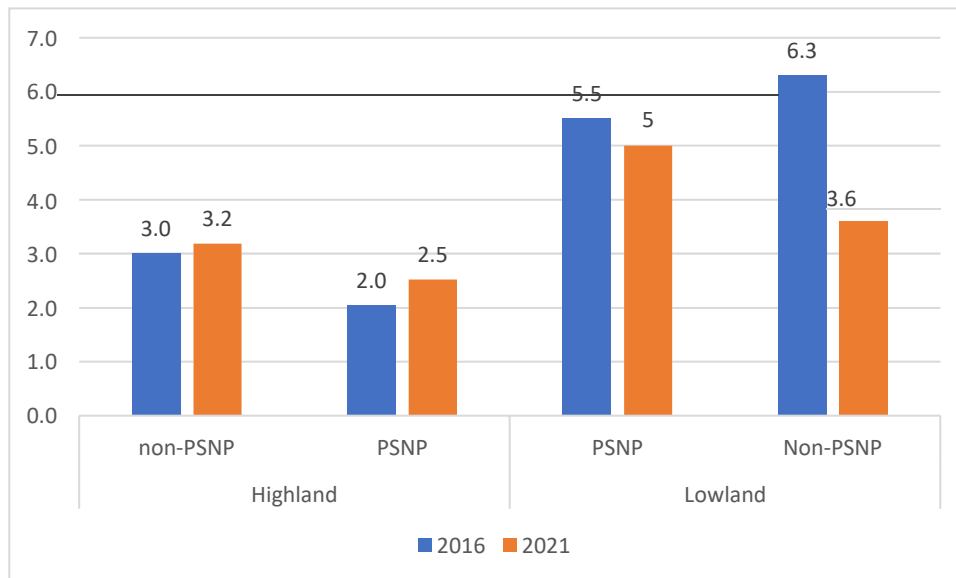
Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

2. *Has PSNP impacted household resilience to shocks?*

- In the Highlands, the impact estimation results show that the PSNP has statistically significantly increased livestock assets measured by TLU. It has increased TLU by 25 percent, on average. The estimate is statistically significant at the 95 percent significance level. However, the PSNP did not have statistically significant impact on any of the resilience measures, mainly reduction of forced sale of any productive assets for food needs and for emergency cash needs.

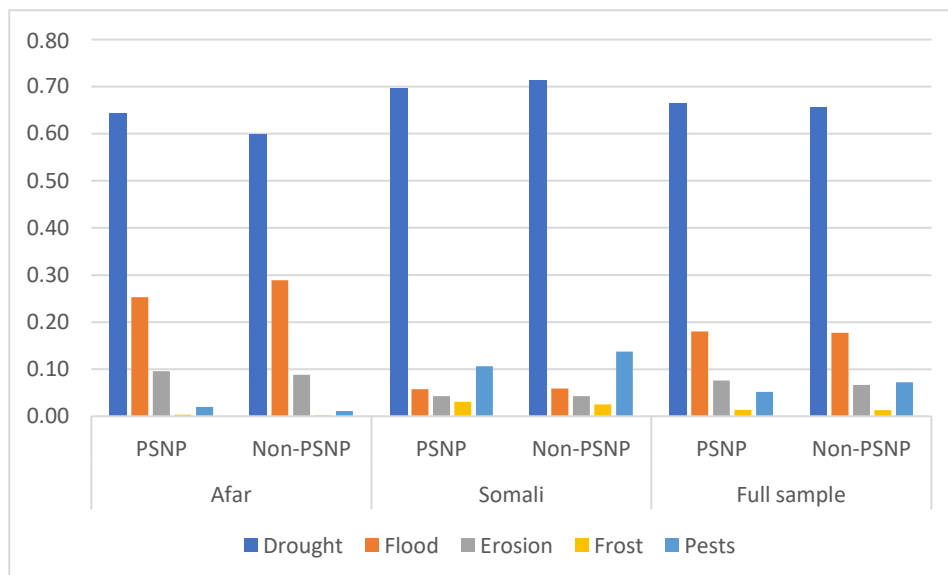
- In the Lowlands, the impact estimation results show that the PSNP did not have statistically significant impact on any of the household assets or the resilience measures considered (distress sale of productive assets for food and emergency cash needs).
- A clear trend observed is that, between baseline and end-line, mean TLU has increased in the Highlands (by 0.2 TLU for the PSNP and by 0.5 TLU for the non-PSNP) but fell in the Lowlands (by 0.5 TLU for the PSNP but 2.7 TLU for the non-PSNP). We note that the fall in TLU among non-PSNP households in the Lowlands is alarming. Disaggregating these results by region, year and PSNP also show similar trends of rise in TLU in the Highlands and fall in TLU in the Lowlands (Figure 3.3). We further note that the fall in mean TLU among non-PSNP households in the Lowlands comes from households in both Afar (fell by 3.2 TLU) and Somali (fell by 2.7 TLU).
- Do shocks help explain some of these declines in livestock assets? We summarize responses to the survey question “Thinking about the last three years what were the most important shocks you experienced?” We find that among a list of shocks, drought stands out to be the most important invariably experienced by PSNP and non-PSNP households in both Highland and Lowland regions. Among the Lowland non-PSNP households, 70 percent in Somali and 60 percent in Afar have reported to have been affected primarily by drought in the last three years (Figure 4). It is also important to note that while similar shocks were reported by the PSNP households in these areas, we do not observe declines in livestock assets by as much. This may suggest that the PSNP has been able to cushion some of the loses but again our impact evaluation shows these effects were not statistically significant.
- Households were asked if they were forced to sale any assets (livestock, productive assets, and consumer durables) over the last two years. Among these three asset types, distress sales of livestock assets for food or emergency cash needs stands out as the most important, reported by a higher proportion of households in both Highlands and Lowlands. In the Highlands, this was reported by 21 percent of households at end-line, with an increasing trend between baseline and end-line by 6 percentage points each for food and emergency cash needs. In the Lowlands, about 8-12 percent of households reporting it at end-line. In both Highland and Lowlands, the difference between PSNP and non-PSNP negligible. Among regions, Amhara and Oromia appear to be on the high side (24 percent each at end-line reporting sales of livestock for food needs). In terms of trends, the proportion of SNNP households reporting distress sales of livestock for food has increased by 7 percentage points (the highest increase than any of the rest between baseline and end-line).

Figure 3.3: Mean TLU by PSNP status and region



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Figure 3.4: Percent of PSNP and non-PSNP households that experienced shocks, by region



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

3. *Has the PSNP reduced poverty?*

We measured poverty using objective (using household consumption expenditures) as well as subjective (based on household perceptions) measures of wellbeing.

- *Subjective wellbeing*
 - The impact analysis shows that the PSNP had no impact on consumption poverty based on the national food poverty line in the Highlands and subjective poverty in both Lowlands and Highlands.

- For the Highlands, PSNP households' perception of their economic standing is lower than the non-PSNP households' at both baseline and end-line. We do not observe much movement in this perception over time.
- In the Lowlands, PSNP household's perception of their economic standing is lower than that of non-PSNP households at baseline and at end-line. We observe some movement in this perception over time. We observe an increase in the percentage reporting "little poorer than most" and "the poorest" in both groups. Among the non-PSNP households, the percentage reporting themselves as "the poorest" has more than doubled during this time.
- In terms of perception of absolute poverty, at baseline, a large percentage of PSNP households (64% compared to non-PSNP at 41%) consider themselves as destitute or poor. The corresponding figure for the Lowlands is 46% (43% for the non-PSNP). In the Highlands, there is also about a quarter of non-PSNP household that think they "can manage to get by" whereas only 9% of the PSNP households reported this. We see some improvements over time in both groups. In the lowlands, among the PSNP households, the group of destitute households increased to 13% and it increased to 10% among the non-PSNP households over time.
- In the Highlands, 37% of the PNSP households and 52% of non-PSNP households, at baseline, reported that would be able to obtain 100 birr for an emergency. As the amount increases the proportion that can obtain it drops. Over time, we observed a considerable improvement in the PSNP households' ability to obtain such emergency funds.
- In the Lowlands, about half of the households (irrespective of PSNP status), at baseline, were able to obtain 100 birr. Over time, we observe small changes in this ability among the non-PSNP households. But among the PSNP households, the ability to obtain emergency funds has increased appreciably.
- In the Highlands, 23% of the households reported doing much worse now as compared to two years ago, 20% reported little worse, 35% reported doing same as two years ago and 19% reported doing a little better now. We do not observe significant variations across different groups. Whereas in the Lowlands Compared to two years ago, 16% of the households overall reported doing much worse at end-line, 18% reported little worse, 44% reported doing same, and 18% reported doing a little better. We do not observe significant variations across different groups.
- *Using consumption expenditures*
 - The PSNP did not have statistically significant impact on three consumption expenditure measures, namely change in per capita food, change in per capita non-food, and change in per capita total expenditures. The heterogeneity analyses also show households that had a food gap greater than the median food gap at baseline, i.e., households that were worse off by this measure at baseline, experienced no impact of the PSNP on consumption

expenditure. Whereas those households that had a food gap lower than the median food gap at baseline experienced a negative impact on their consumption expenditures.

- Descriptive results show, between baseline and end-line, mean per capita monthly total expenditures for all households has increased by 33 percent. This increase comes from the increase in per capital monthly food expenditures, which rose by 39 percent over the same period. Per capita monthly non-food expenditure has rather declined by 4 percent.
- There is negligible difference between PSNP and non-PSNP households in terms of the mean growth rate in real per capita consumption expenditures between 2016 and 2021. In terms of levels, PSNP households have slightly lower real per capita monthly expenditures than non-PSNP households in both rounds. We note that these latter mean differences are statistically significant at the 5 percent level.
- There are important regional differences in mean per capita monthly food, non-food, and total consumption expenditure levels and growth rates. Overall, households in Amhara have higher level of mean per capita monthly food expenditures. Growth rates in mean per capital monthly food expenditures for all households is also higher in Amhara, followed by SNNP. Oromia has the lowest growth rate in mean per capital food expenditure. While Amhara has shown a positive growth rate in mean non-food per capita expenditures, Oromia and SNNP experienced declines in mean per capital non-food expenditures.

4. *Has PSNP improved human development outcomes?*

- Data limitations did not allow us to undertake rigorous impact evaluations on most of the human development indicators including education, child anthropometry, child health, IYCF knowledge and practice, and child labor. .
- The impact estimates show no statistically significant impact of the PSNP on mid-upper arm circumference (MUAC) among children or women. We also do not observe an impact on the prevalence of moderate acute malnutrition (MAM) or sever acute malnutrition (SAM) among children. Descriptive results are given below
- *Pregnant women and PSNP*
 - 30% of the women got pregnant after May 2016 and about 10% were pregnant at the time of end-line survey. Among the pregnant women 43% were working on PW when they learned about the pregnancy. About 60% of the women also reported that someone from their household (other than themselves) was working on PW when they learned about the pregnancy.
 - 63% of the women who were working of the PW when they found out about their pregnancy they stopped working. Among the women who did not stop working about 20% continued to work until they gave birth.
 - On average, women stopped working when they were 4 months pregnant and about 45% wished they could have stopped earlier.

- About 30% reported receiving direct support benefits after the women stopped working. And about 24% reported that other household members worked more to compensate for the woman not working.
- 64% report returning to PW after giving birth. On average women went back after 7 months of giving birth and 68% of these women said that going back to work affected their ability to breastfeed their child.
- *Antenatal care seeking*
 - Among those that were pregnant in the last 3 years, 28% were visited by a health worker/community worker and about 50% reported receiving antenatal care during that pregnancy.
 - About 31% reported being pregnant during the COVID period and about 21% reported receiving antenatal care during the pregnancy. We do not observe significant differences between PSNP and non-PSNP households.
- *Women's knowledge of infant and young child feeding*

Women's knowledge of breastfeeding is better than timely introduction of complementary foods. The only difference between PSNP and non-PSNP mothers is in breastfeeding knowledge. 65% of PSNP mothers know about immediate initiation of breastfeeding as compared to 62% of non-PSNP mothers. And 61% of PSNP mothers know about exclusive breastfeeding till 6 months as compared to 58% of non-PSNP mothers. Although these differences are significant, the absolute differences are not large.
- *Child health*

57% of the children under 5 years had a health card. However, a much smaller percentage of children were measured. About 16%, 13% and 18% were measured for weight, height and mid-upper arm circumference, respectively. It appears that children among PSNP households are slightly more likely to be measured as compared to those that belong to non-PSNP households.
- *Health Extension Worker and Health Development Army*
 - On average, 40% of the respondent reported knowing the health extension worker (HEW) – PSNP households more likely than non-PSNP households to know the HEW (42%vs 38%). Among those who know the HEW, about 30% were visited by the HEW at home in the past 3 months – PSNP households are more likely to report this than non-PSNP households (31% vs 26%).
 - During the last home visit, 63% reported that the HEW talked about breastfeeding, child feeding and nutrition. Compared to pre-COVID times, 63% of the respondents reported that the frequency of HEW home visit increased.
 - About 6% of the respondents are member of health development army (HDA) and about 15% know a HDA member.

- *Child labor*

While examining work performed by children (7-14 years old) on agricultural activities, non-agricultural activities, casual/part-time work, salaried and PSNP public works, about 24% households reported any children (7-14 years old) being engaged in agricultural activities in the last 7 days- PSNP households are less likely to report this as compared to non-PSNP households. A very small percentage of households, ranging from 1-3%, report children being involved in other work activities.

- *Mid-Upper arm circumference*

- The mean MUAC among children is 13 and the mean MUAC among women is 23.
- About 17% and 14% of the children under 5 years among PSNP households and non-PSNP households, respectively, suffer from moderate acute malnutrition (MAM). (Difference between PSNP and non-PSNP households is statistically significant).
- About 7.5% children under 5 years suffer from severe acute malnutrition (SAM).

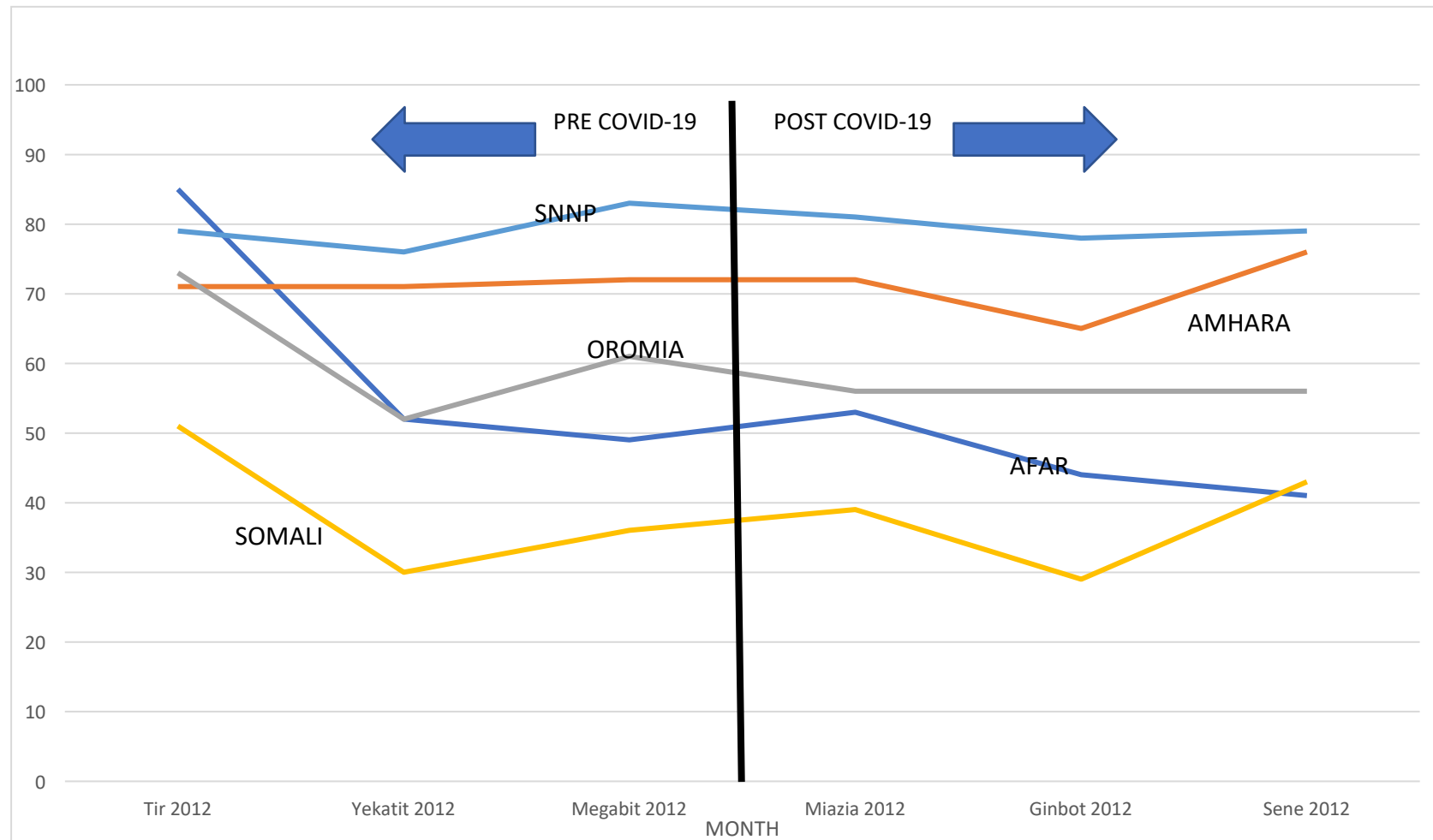
5. *How was PSNP4 adapted to address the COVID-19 pandemic? RQ13: Assessing PSNP Targeting – specifically are the committees established according to the PIM and local level implementers aware of their roles and responsibilities?*

- At the woreda level, turnover of key staff (e.g., head of the food security office, the WOFED chief accountant, the PSNP accountant, and PSNP cashiers) has declined over the full period in which PSNP4 has operated. The onset of the pandemic did not coincide with an increase in turnover; if anything turnover appears to have fallen. Most key personal have received training and the proportion of those trained did not fall since midline, a reflection, possibly of the limited woreda level turnover that occurred. Resources – PSNP documentation, computers and printers, and cashiers – remain largely unchanged between 2016 and 2021, with no noticeable drop between 2018 and 2021. Vehicle availability, and changes in availability varied by region: improving in Somali, significantly worsening in Amhara and SNNP and sometimes improving and sometimes worsening in Afar and Oromia. There is no evidence that the woreda level PSNP structures or resources described here were adapted to address the COVID-19 pandemic.
- Apart from SNNP, increasingly the composition of the Kebele Food Security Task Forces (KFSTF) *does not* resemble what is envisaged in the PIM. Particularly striking are the reductions in representation from members of the kebele council and of technical experts, such as Health Extension Workers and Development Agents, in Afar, Oromia and Somali. Also noteworthy are reductions in civil society groups such as elders or youth, with SNNP, again, being the exception. With respect to whether committees are established according to the PIM, at the kebele level, apart from SNNP and to a certain extent Amhara, the answer seems to be no.
- Turnover of KFSTF members has been high with between 70 (Oromia) and 83 (Afar) percent of KFSTF members had been on the KFSTF for two years or less. Further, turnover was higher in four regions (Afar, Amhara, Oromia, SNNP) in 2021 than it was in 2018 meaning that when the pandemic began (in March 2020), most KFSTF members had, at most, one year of experience

with the operations of the PSNP. Possibly because of this turnover, record keeping is well below what is envisaged in the PSNP 4 PIM. As a rule (with SNNP again being something of an exception), client lists are not posted publicly, nor are payment dates (possibly because many kebeles do not have this information themselves).

- The qualitative survey analysis did not find any specific examples of changes in social accountability structures. COVID-19 and displacement have contributed to increases in requests for targeting in some locations, as people returned to the kebele and/or lost their jobs. These requests are directed to kebele officials and not the Kebele Appeals Committee and are not handled as part of the appeals and complaints process.
- Adaptation of Public Works appears to have been tailored by regional and woreda offices. Generally, Public Works were more affected in 2021 than 2020 as evidenced by the reduction in the percentage of PSNP clients reporting that they worked during January, February, March and April 2021. In the Lowlands, public works activities were more severely affected. Public works were suspended in both regions for between four and six months in 2012 [EC] (January 2020), although this did not affect areas in Afar where the public works timetable ran from September to February rather than January to June. Regional, woreda and kebele officials all pointed to changes made in the types of activities undertaken and a slower rate of implementation. Particularly in the Lowlands, Public Works were done in smaller groups, with fewer participants per site, and in some cases working in shifts. Responses from households participating in Public Works activities were consistent with these qualitative data. 36 percent of households reported that the pandemic had caused changes in operations. The most important changes have been working in smaller groups (37 percent), work in shifts (32 percent), work for fewer days (32 percent), and using masks when working on public works (29 percent)
- Across all regions, on average, a PSNP client received 2.0 payments in the three months before the outbreak of the pandemic and 1.8 payments in the three months after the pandemic began. In other words, at least initially, the pandemic did not have a major effect on the frequency with which PSNP clients were paid. Note also that the percentage is generally higher in the Highland regions, with the highest percentage of clients receiving a payment found in SNNP, followed by Amhara. Apart from Tir EC2012 (January 2020) in Afar, the percentage of PSNP clients who receive a payment in any given month is always lower in Afar and Somali (Figure 5)

Figure 3.5: Percent PSNP clients receiving payment, by region and month, Tir-Sene 2012⁴



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

⁴ Tir 2012 [Ethiopian Calendar] is January 2020 in the Gregorian Calendar.

6. *Are payments to clients timely and predictable?*

In both Highlands and lowlands, payments are not timely or predictable. Between Tir and Sene EC2012, only 44 percent of PSNP clients received five or six payments. A direct comparison of the mean number of payments received between Tir and Miazia in EC2012 and EC2013 find that the mean number of payments during this four-month period fell from 2.7 in EC2012 to 1.6 in EC2013. Across the full sample, the percentage of PSNP client receiving all four payments during this period collapses, falling from 43 to 9 percent.

7. *How are impacts differentiated by duration and predictability of transfers?*

- *Duration of program participation:* We have investigated the patterns of program participation for the performance report and found that there is not enough variation in program participation to be able to estimate matching models that would be capable of isolating the effect of differences in duration of program participation. Sections 4.2-4.3 of the Performance Report discuss the relevant issue. For the highlands, it states that:

“(a) conditional on selection into the PSNP, participation was constant for Highlands households between 2016 and 2021 (71 percent were PSNP participants for five or six years over this period); (b) households that were included for five years out of six were usually excluded in 2016 but included thereafter; (c) households that were included for only one or two years were usually included in 2016 and 2017 but excluded after that. This suggests a pattern whereby there was some movement in and out of the program in the first years of PSNP4 but after 2017, participation (or non-participation) was constant. This small amount of re-targeting is consistent with what regional, woreda and kebele officials told us (section 4.2.”

The same assessment covering 2016-2021 cannot be made for the Lowlands since the Lowlands' sample is not a panel. Nevertheless, an analogous analysis covering 2018-2021 can be conducted using the end-line survey data alone. The results are comparable to what was found for the Highlands. Thus, there is an insufficient sample with low participation for a credible analysis of the role of duration.

- *Predictability of transfers:* a major purpose of the outcomes reports is to measure the average impact of PSNP4 transfers on household wellbeing, which captures the average effect of delayed transfers. However, disaggregating the analysis by the timing of when transfers are received is likely to provide estimates with low power. Those estimates may also be biased since predictability of transfers is likely to be determined primarily by unobserved local factors.

8. *How are impacts differentiated by household characteristics?*

- Throughout the report we present descriptive results disaggregated by the gender of the household head and by region⁵. Here are some of the key results

⁵ We find that only 29% of PSNP households and 21% of non-PSNP households are female headed. It will not be feasible to conduct a robust matching model in a sample this small based on our experience with the matching models in the PSNP4 data. However, the estimates in the report do control for gender of the household head.

- While female headed households report higher mean food gap, regardless of their PSNP status, mean food gap among female headed PSNP households has declined by 0.3 months between baseline and end-line but remained unchanged among the non-PSNP female headed households.
- Regional disaggregation suggests mean food gap has slightly increased for non-PSNP households in all regions. In contrast, it has declined for PSNP households in Oromia and SNNP but slightly increased in Amhara by about 9 days per year.
- Female headed households in the PSNP sample had relatively lower mean HDDS than female headed households in the non-PSNP sample. However, the improvement in mean HDDS is slightly higher for the PSNP than for the non-PSNP female headed households.
- There were important regional differences in mean per capita monthly food, non-food, and total consumption expenditure levels and growth rates. Overall, households in Amhara have higher level of mean per capita monthly food expenditures. Growth rates in mean per capita monthly food expenditures for all households is also higher in Amhara, followed by SNNP. Oromia has the lowest growth rate in mean per capita food expenditure. While Amhara has shown a positive growth rate in mean non-food per capita expenditures, Oromia and SNNP experienced declines in mean per capita non-food expenditures.
- Female headed households are less endowed with livestock assets than their male counterparts and that female headed PSNP households are even less endowed with livestock as compared to non-PSNP female headed households.
- Male-headed households are better off than female-headed household from the perspective of subjective poverty but over time both groups have seen some improvement. The three regions had very similar levels of subjective poverty at baseline. Over time, Amhara and SNNP have seen some improvements.
- Comparing male- and female-headed households, we find that a larger percentage of male-headed households are able to obtain emergency funds at baseline but, by end-line, both groups have seen improvements.
- In terms of “say in decision making” – on matters relating to agriculture, livestock, employment and household expenditure – overall the male heads are most likely to be able to make their own decisions as compared to the spouses of male heads and the female-heads.
- In addition, the report also presents impact estimates examining whether those households that were worse off at baseline (in terms of food gap and livestock holdings) experienced a differential impact of the PSNP as compared to those households that were better off at baseline. This was done by dividing the sample using baseline median values of the food gap and TLU and estimate the impact of PSNP in each of these subsamples on a limited set of outcomes.
- Households that had a food gap greater than the median food gap at baseline, i.e., households that were worse off at baseline, experienced no impact of the PSNP on consumption

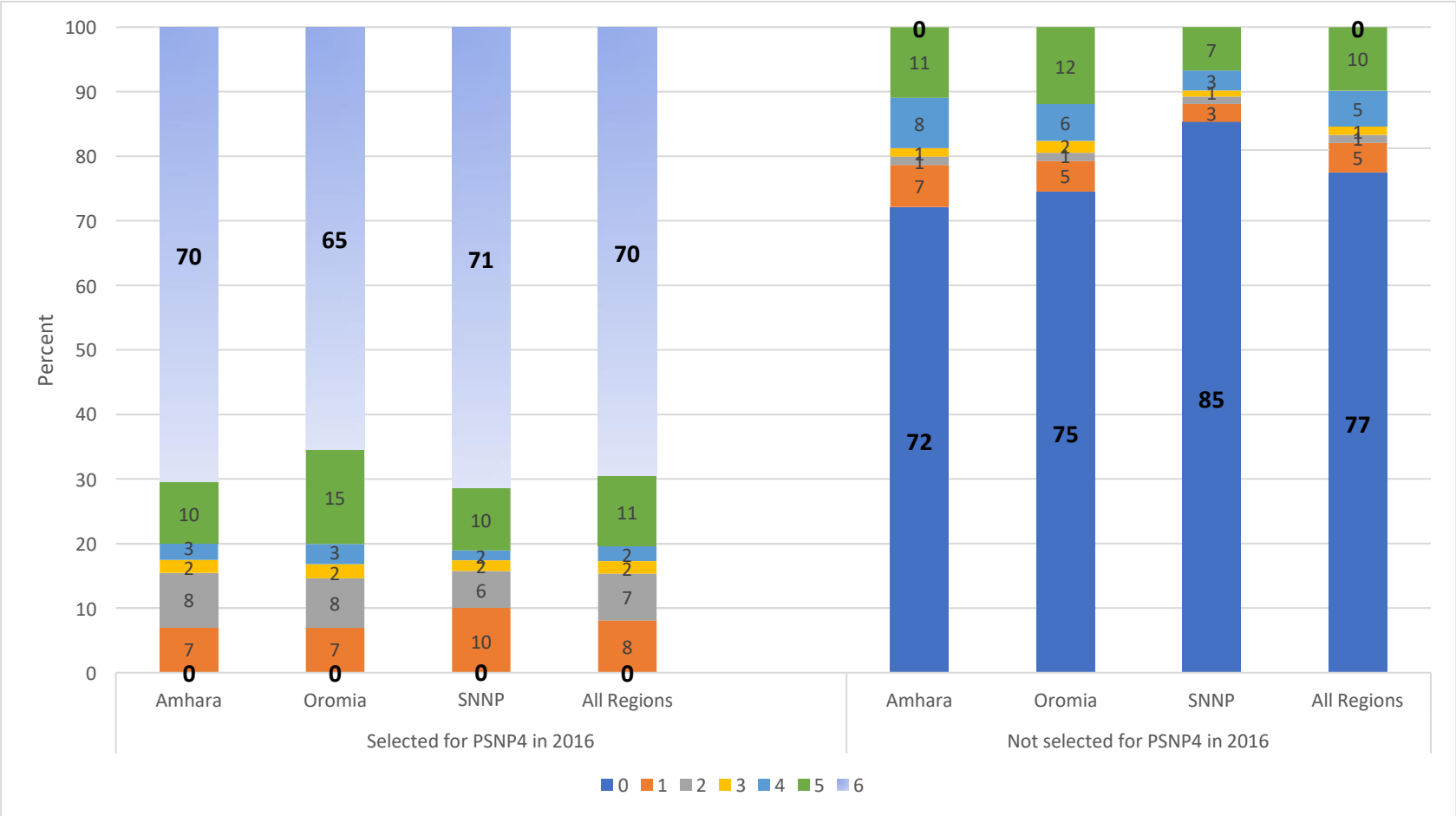
expenditure. Whereas those households that had a food gap lower than the median food gap at baseline experienced a negative impact on consumption expenditures.

- It also appears that the positive impact on TLU holdings is concentrated among households whose food gap at baseline was lower than the median food gap.
- Households that had less than the median TLU holdings at baseline, i.e., households that were worse off at baseline, experienced decline in food gap as a result of their participation in the PSNP. Whereas those households that had TLU holdings higher than the median TLU holdings at baseline experienced no impact on food gap.
- Those with low levels TLU holdings experienced no impact on consumption expenditure while households with TLU holdings greater than the baseline median had a negative impact on consumption expenditure.
- We also observe a positive impact on income diversification among households that had TLU holdings lower than the baseline median TLU holdings.

9. *For how long PSNP households were in the program?*

- In the Highlands, it is possible to assess duration of PSNP participation over a six-year period, 2016-2021. During this time, 74 percent of households in the study sample are either never or always PSNP clients over the entire period. Figure 6 shows a summary of number of years a household is PSNP client by region and participation status in 2016 for the Highlands. For those selected in 2016, 70 percent were clients for all six years (2016 to 2021 inclusive) – left side of Figure 6 – and for those that were not selected to be PSNP clients in 2016, 77 percent were never clients since. This does not differ across regions. Mean participation in years (conditional on any PSNP participation) is 4.7 in Amhara, 4.6 in Oromia and 4.9. in SNNP and 4.8 across all three regions.
- In the Lowlands, an analogous assessment can be done for a four-year period, 2018-2021. During this time, 45.6 percent of households are never PSNP clients and 33.3 percent are clients in all four years, meaning that 78.9 percent of the sample fall into those two groups. Further, most re-targeting occurred in the early part of these time periods with later entry reflecting, as shown in our qualitative work, very modest new entries resulting from household death, dissolution, or migration.

Figure 3.6: Number of years household is PSNP client, Highlands, by region and participation status in 2016



Number of years

Source: Authors’ calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

10. *What is the relation between PSNP and HFA participation?*

- In the periods between January-August 2020 and September -March 2021, 47 % of households in the PSNP-woreda sample received HFA. This percentage was higher in Afar (56 percent) and lowest in Somali (30 percent).
- In the non-PSNP woredas, most HFA households (64 percent) received HFA in both periods. Households who reported having been affected by drought in the previous three years are much more likely to receive HFA than households not so affected. This is especially the case in the non-PSNP sample.
- In the PSNP sample, households receiving HFA are less likely to have a female head but have slightly higher land holdings. In the HFA (non-PSNP) sample, there are no differences in the likelihood of receiving HFA by headship or land holdings. In both samples, households where the head held an official position in kebele were not more likely to receive either PSNP or HFA.

11. *Has participation in the PSNP influenced the labor allocation and work intensity decisions of beneficiary households?⁶*

- *Highlands*
 - The impact analysis shows that participation in the PSNP had a positive and statistically significant impact on total hours spent in the last 7 days by the household.
 - PSNP also had a positive and statistically significant impact on total number of activities the household was engaged in, in the previous 7 days – 0.4 activities which is about 45 percent of the comparison mean. There is also a large positive impact on likelihood of being engaged in PSNP public works in the last 7 days.
 - However, there is evidence of reallocation of time across activities among those that were engaged in some labor activity in the last 7 days. We find that the PSNP had a negative impact on the proportion of hours spent on agricultural and non-agricultural activities and a positive impact on proportion of time spent on the public works.
 - The descriptive results also show that 30 percent of the households reported not having spent any time on any activities – related to agricultural or non-agricultural work, casual labor, salaried work or the public works – in the 7 days prior to the survey.
 - PSNP households are less likely than non-PSNP households to report not having worked in the past 7 days.

⁶ The report presents descriptive and impact results on labor allocation and work intensity in the 7 days prior to the end-line survey. The activities included in this section are agriculture (including livestock and fishing-related activities), non-agricultural business, casual/part-time labor, wage or salaried labor, and work on PSNP public works.

- On average households were engaged in 1 out of 5 activities in the last 7 days. This is slightly higher at 1.2 among the PSNP households as compared to 0.9 among non-PSNP households with some variation across regions and sex of the household head.
- On average 61% of the households reported being engaged in agricultural activities in the last 7 days. The rest of the activities are reported by a small percentage of households.
- PSNP public works is reported by 17% of the households and as expected this is concentrated among the PSNP households (36%).
- *Lowlands*
 - Given the data constraints we cannot answer this research question for the lowlands. Descriptive results however show PSNP households are more likely to be working and work more hours as compared to non-PSNP households. This may be reflective of their relative economic status which may require the PSNP households to work more. However, this is suggestive evidence that PSNP is not leading to a reduction in work effort.
 - The descriptive results also show that 46 percent of the households reported not having spent any time on any activities – related to agricultural or non-agricultural work, casual labor, salaried work or public works – in the 7 days prior to the survey. We observe differences by region, by sex of household head and PNSP status.
 - PSNP households are less likely than non-PSNP households to report not having worked in the past 7 days.
 - On average households were engaged in less than 1 out of 5 activities in the last 7 days.
 - On average 43% of the households reported being engaged in agricultural activities in the last 7 days. The rest of the activities are reported by a small percentage of households.
 - PSNP public works is reported by 9% of the households and as expected this is concentrated among the PSNP households.
 - PSNP households spent a larger number of hours on various activities in the last 7 days as compared to non-PSNP households.

12. *How does the shock responsive component of PSNP (the federal contingency budget) protect people against covariate shocks?*

We answer this question using qualitative evidence. Most woredas believe that federal contingency funds are not sufficient to protect all those in need. In some cases, woredas receive only a proportion of the support they request from the federal level. In others, the level of need is simply

greater than the resources available, particularly when unanticipated crises compound predictable food shortages among populations where vulnerability is already high. Our qualitative data indicate that in some – but not all – woredas, federal contingency funds are used to assist IDPs.

13. *Assessing PSNP Targeting: To what extent are PSNP safety net transfers targeted to the right people (as defined by the eligibility criteria in the PIM)?*

- As noted in the description of 9, there was a high degree of continuity of participation and little evidence of substantial entry or exit. This meant that it was not feasible to repeat the quantitative assessments of targeting found in the baseline and midline reports; for the vast majority of the PSNP clients in our study, their inclusion was based on their circumstances five or six years ago, not now. Instead, the focus of the discussion is on the processes by which targeting and the limited amount of re-targeting that has occurred and perceptions of how successful this has been.
- Efforts to improve targeting are continuing in both the Highlands and Lowlands, including training, collaboration with kebele social workers and NGOs, and closer supervision, particularly to minimize the influence of kebele officials over the targeting committees. In the Lowlands, there have been exercises to correct inclusion and exclusion errors in parts of Somali which involved woreda officials and a system of house-to-house verification, as well as re-targeting in parts of Afar to accommodate the reorganization of kebeles. Traditional leaders continue to exercise significant influence over targeting decisions in Lowlands, either formally, as members of targeting committees, or informally, through the status they hold.
- The absence of major re-targeting exercise together with the prohibition of Focus Group Discussions with community members (due to COVID-19) makes it challenging to assess perceptions of fairness and accuracy. Woreda Food Security Task Force officials in the Highlands and Lowlands and traditional leaders (in the Lowlands) perceive that targeting processes are seen as fair, transparent, and accurate, and that they do not lead to tensions at the community level; however, kebele officials expressed greater concern that targeting was leading to community tensions. A recurrent concern related to those whose circumstances are only marginally different from those targeted and who might have been eligible for inclusion were the resource envelope larger. While there is a striking degree of consensus among Woreda Food Security Task Force officials that the right households are included in the PSNP, almost all those sampled in Lowlands and about half those in Highlands report that potentially eligible households are excluded by the administrative quotas. The household cap continues to be a challenge and a grievance, particularly in Afar where large family sizes are common.

14. *Assessing graduation*

Virtually no graduation has taken place since the midline survey in 2018. Both our quantitative and qualitative data show this. Respondents to our qualitative surveys did not provide a single reason why this occurred; however, several re-occurring themes emerge of which three of them are highlighted here: (1) In PSNP4 graduation is to be facilitated through a variety of supporting activities including specific livelihood pathways, lump-sum livelihood asset transfers, training and extension, access to microfinance, and help to transition to off-farm employment. Apart from the livestock pathway, respondents perceive that it has not been possible to provide these supporting activities at a scale that would permit meaningful levels of graduation. The employment pathway is seen as having been particularly problematic. Other forms of support, for example, continued access to PSNP transfers for 12 months, have also been lacking; (2) COVID-19 appears to have played an indirect role. Strikingly, no respondents stated that they had received direct instructions to stop or slow graduation because of the pandemic. Instead, COVID-19 was seen to have interfered with the processes associated with preparing households to graduate, most notably the closure of marketplaces (which adversely affected the off-farm employment pathways and the profitability of livelihood-related activities) and prohibitions on meetings and gatherings; and (3) In some localities, most notably SNNP (but not Amhara), there is a poor understanding of how graduation is supposed to work.

15. *Assessing transfers (payments) performance*

- *Are clients asked by officials or community members to use their transfers for specific purposes?*

No, they are not. Such requests are very rare.

- *How far/how long do clients have to travel to receive their transfers? How many receive their transfers at a place no more than three hours from home? What is the average cost incurred to receive the transfers? What is the difference in time and cost, if any, between those receiving food and those receiving cash transfers?*

Among households reporting receiving payments from Tir 2013 onwards, mean travel times (one-way, by foot) were 35 minutes in Somali, 55 minutes in SNNP, 102 minutes in Amhara, 112 minutes in Oromia and 164 minutes in Afar. No client in SNNP or Somali had to travel more than three hours from home. In the other regions, the percentage doing so were 9 percent (Amhara), 15 percent (Oromia) and 27 percent (Afar). There was no meaningful difference by transfer modality (cash or in-kind). Average costs associated with travel to receive PSNP payments are very low (0.2-5.5 Birr) in Amhara, Oromia, Somali and SNNP. Only in Afar, where they average 19.9 Birr, are they significant. Instances of harassment or theft are exceedingly rare in all regions.

- *Who in the household collects the transfer and whether there are differences between households receiving food and cash transfers?*

The household head is the person who usually collects the PSNP transfer. This is true in all regions, with percentage of heads collecting transfers ranging from 79 percent (Somali) to 90 percent (Amhara). There is no difference when payment is disaggregated by type.

- *Do clients have client cards? Were they asked to pay for these cards?*

In the Highlands, between 79 percent (Oromia) and 89 percent (Amhara) of PSNP clients reported having a client card. Only 25 and 34 percent of PSNP households in Afar and Somali respectively had client cards. In Afar, Amhara, Oromia and SNNP, most clients report that they are not asked to pay for their cards; but 29 percent in Somali did report such payment. We think – but we do not know for certain – that this arises because clients are asked to pay for photos.

- *Is the information on the client card clear? Does it help them understand their entitlements and responsibilities?*

Knowledge of key programme rights is limited. The possession of a client card has no association with respondents' ability to correctly describe their entitlements and responsibilities.

16. *Administration of contingency budgets*

- *How are woreda contingency budgets used, especially in relation to the kebele appeals system and temporary inclusion of households with malnourished children?*

All woredas in Afar and Somali indicated that woreda contingency budgets were used to support people affected by shocks. Across all regions, some also target individuals with specific needs, such as those living with HIV or affected by COVID-19, the elderly who lack support, or those displaced from other regions. All woredas (in the Highlands) except one reported that they assist households caring for malnourished children, but only woredas in SNNP and Amhara explicitly referenced the PSNP appeals system as a means of identifying excluded households. Those in Oromia, Somali and Afar emphasized those not targeted by PSNP due to resource constraints or whose needs were not being fully met by the program (particularly large families).

- *How are households selected to receive support from the woreda contingency budget? Is this process fair and transparent?*

The selection process uses PSNP targeting and appeals committees and incorporates measures designed to enhance public accountability and consent (such as community wealth ranking and the posting of decisions in a public place). The description of the selection process was consistent across regions. All woreda officials self-reported that it is fair and transparent.

- *How many months of support does each household receive? Do households receive their complete entitlement? Are these transfers timely and predictable?*

Support provided through contingency funds is given for two to six months. Woreda officials perceive that it is self-reported to be timely, predictable and provided in full. However, in 2013 [EC] several regions experienced delays in the woreda contingency budget being received in the woreda, and there were concerns about predictability in parts of Amhara. By contrast, woreda officials in Afar and Somali stated that transfers to households from the contingency budget were neither timely nor predictable.

- *How are households selected to receive support from the federal contingency budget? Is this process fair and transparent?*

The selection process also uses PSNP structures and procedures and is self-reported by officials as fair and transparent. It is guided by assessment reports which determine the quotas given to each woreda, which then allocate quotas to affected kebeles. In Afar and Somali, officials point to the involvement of locally respected figures, such as elders, in targeting decisions as something that helps to promote selection that is fair and transparent.

17 *How are the transfers used?*

- Over 90 percent of the Households in highlands and nearly all households in the Lowlands spend cash transfers to buy food. About 44% of the Highland and 50% of the Lowland households use the transfers to buy non-food items.
- The results also indicate that households from both Highlands and Lowlands use nearly three-quarters of cash transfers to buy food and about 17 percent to buy non-food items.
- In the Highlands, about 67 percent of the food transfer is in storage and 12 percent has been sold. Nearly 18 percent was given to other households, which compared to the 3 percent cash transfers given to other households, indicates that households are more likely to provide in-kind-assistance than cash-assistance for other households.
- In the Lowlands, the share of cash transfers given for other households is five percent 78 percent households report storing their food transfers and a little less than 30 percent reported selling it. Moreover, 13percent Lowland households report using the transfers to help other households. On average, Lowland households stored 67 percent of their food transfer, sold 15 percent, and gave 11 percent to other households.

18. *PSNP public works and links to services*

- *What is the process for selecting the public works sub-projects to be constructed through the PSNP? To what extent does this planning process include other types of activities as detailed*

in the PIM? and who participates in public works planning (PSNP clients, Kebele and Woreda officials)?

- The basic elements are common: some degree of community-level discussion and prioritization, facilitated by DAs, which is consolidated, reviewed, and endorsed by the kebele and then cascaded upwards to the woreda for technical review and final approval. The emphasis given to these various elements differs across regions and woredas. There is more evidence now than at the midline that the Pastoral Public Works Guidelines are being used in the Lowlands and are leading to changes in both the types of projects implemented and the modalities for doing so, including adjustments to the timing of the public works schedule.
- Households report more limited participation than that described by officials, though it is possible that COVID-19 affected the ability of KFSTFs to hold community meetings. Only 20 percent of households in the Highlands and only 4 percent of households in the Lowlands have had knowledge about such meetings taking place in their communities. Of these that knew meetings were carried out in the communities, 80 percent in the Highlands and 65 percent in the Lowlands participated in those meetings. A little less than 50 percent of those that participated have commented in the choice of these projects, suggesting that those that participate are likely to comment. Examples of specific measures to promote women's participation, such as separate forums or mobilization and advice, were found in only four of the 11 Highland woredas where qualitative fieldwork was undertaken. In the Lowlands, no specific measures are being taken to increase the participation of women in public works planning which remains stronger in Somali than in Afar.
- 53 percent of households reported that public work sub-projects have had benefits for their household and 38 percent for their community. When disaggregated by PSNP status, PSNP households are roughly more likely to report benefits at community level than non-PSNP and non-PSNP households are more likely to report benefits at the household level than PSNP households. When disaggregated by sub-project type, more than half of households in all regions have reported access road is the most important infrastructure built through public works. Soil and water conservation on communal land (14 percent) and water harvesting (13 percent) are, respectively, the second and third most important sub-projects.
- *Who within the household carries-out the work requirement of the PSNP? (b) How far are the public works sites from the home? (c) How many days were worked by each person in the household? How many hours each day? (d) What services (including childcare) are provided near the work site? (e) Are those participating in public works provided with the necessary inputs (tools, materials)? Are they asked to bring these or pay for these inputs?*

- Nearly 85 percent of the public workdays are carried out by the head of the household (in both male-headed and female-headed households). Children under 18 years old rarely participate in public works. Women in male-headed households carry out relatively more public works than men in female-headed households. The median distance to a public work site in all regions is an hour. The average household works for about 12 days per person per month in the main public work months, but slightly lower than 12 days in the months July to December. Important regional deviations from the average are also observed: in Oromia the average person works for about 8 days per month while in SNNP the average person works for around 13 days per month. On average, women worked 3.4 hours per day and men worked 3.9 hours per day. The median work hours for both men and women are 4 hours per day.
- The provision of childcare at worksites is low; only 2.4 percent of Public Works participants indicated that childcare was available at their worksite.
- Both the quantitative and qualitative data show that in the Highlands, with a few exceptions, such as where specialist equipment is required, PSNP clients are expected to provide their own tools for public works. Tools are provided in some work locations in the Lowlands, but these are insufficient and in some cases of poor quality. Twelve percent of Public Works participants report that they were asked to pay for tools or materials.

19. *Social accountability and grievance redress*

- *Households' awareness of their rights under the PSNP*

Knowledge of basic PSNP operations and rights is low. Fewer than 15 percent of households of any type (PSNP/non-PSNP; client card/no client card) could correctly state how many days after their month's work is complete that they had to wait before receiving payment. Knowledge that each day's work entitled a household to three kilograms of grain was similarly low. The only question that generated a meaningful number of correct answers related to the maximum number of days per month that one person can work on PSNP PublicWorks.

- *Their usefulness and responsiveness to complaints*

Effectiveness was difficult to judge because very few households are aware of KACs and what they do. The end-line quantitative community data indicates that in more than half (55.8 percent) of the kebeles in the sample report that no appeals were successful and another 27 percent report that less than half were successful. This, together with the fact that few households are aware of KACs, suggests that these social accountability mechanisms are functioning poorly. While that appears to be largely true, it is important to note that in many cases, there do not appear to be additional resources that would allow appeals to be

successful. The study's qualitative data suggest that the involvement of various community constituents, while advantageous in terms of transparency and local knowledge, has some downsides, where these individuals are too busy to attend to KAC functions. In the Lowlands, links between formal social grievance structures and traditional authority figures appear to be working increasingly effectively.

- *Staff and decision-makers awareness of the KAC and its mandate; establishment and functioning social accountability mechanisms*
 - Qualitative data show that at the regional, woreda and kebele level, program implementers are aware of the KAC and its role in handling appeals and complaints at kebele level.
 - Knowledge of the existence of the PSNP is widespread (in all regions, the percent of households who have heard about the PSNP is above 50 percent) but not universal (highest awareness is found in Afar, 84 percent). But in most regions, only a quarter to one-third of households are aware of the CFSTF and even fewer can name a CFSTF member (five to 17 percent) or are aware that CFSTF is responsible for selecting PSNP clients (two to eight percent). Awareness of KACs is low and few households can actually name a KAC member.
 - The quantitative community surveys show that most, 84 percent, kebeles have a KAC: ranging from 64.6 percent in Oromia to 98.5 percent in Amhara. KACs typically have around six members and composition is broadly in line with what is envisaged in the PIM. The PSNP 4 PIM emphasizes that there should be no overlap between the members of the KAC and those responsible for PSNP implementation. Evidence that this stipulation is being followed is mixed. It is uncommon for KACs to post a list of grievances; across all kebeles in our survey, only 19.5 percent did so.

20. *PSNP 4's Livelihoods Component*

- Very few PSNP clients, one percent, have adopted a livelihood activity.
- Of the three pathways, the on-farm pathway (crops and animal fattening) is the one most fully implemented. For many woredas this is the only viable pathway available. Of the very few PSNP clients taking up a livelihood, few use the off-farm pathway. Commonly reported challenges facing clients include lack of experience, stricter loan conditions (e.g. shorter grace period), and the need to obtain business licenses. The wage employment pathway is non-existent. All livelihood activities have been adversely affected by lack of technical support, follow-up and coaching, particularly for off-farm and employment pathways. These are affected by high turnover of field level staff, particularly DAs. Budgetary constraints also limit the capacity to implement monitoring and follow-up activities by woreda officials.

- Only nine percent of the 2,278 PSNP clients in our sample are aware of the Livelihoods Component; this percentage is highest in Oromia (13 percent) and lowest in SNNP (7percent). Only 5 percent have joined the livelihood component since Tir 2011 EC. Percentages for participation in specific livelihood activities (selecting a livelihood activity, receiving training) are even smaller, two percent of the full sample. Few PSNP clients (seven percent) have been able to save regularly and of this small percentage, median savings is only 250 Birr.
- With the important caveat that few households (five percent) take out loans, RUSACCOs account for 24 percent, MFIs for 20 percent, friends/neighbors for 16 percent, and relatives for 14 percent of loans obtained. There are no differences by region and no differences by PSNP/non-PSNP status. The majority of PSNP clients, 63 percent, who currently have loans report difficulty repaying these.

Chapter 4: Humanitarian Food Assistance (HFA): Process and Targeting

4.1 Introduction

As part of efforts by the government of Ethiopia, the Donor Working Group (DWG) and the Donor Coordination Team (DCT) to establish a common framework bringing together the Productive Safety Net Program (PSNP) and humanitarian food assistance (HFA), this common framework seeks to bring monitoring and evaluation processes of both under the same umbrella. To this end, the DWG requested the PSNP Impact Evaluation team to include assessment of the performance of humanitarian food assistance (HFA); specifically, this dedicated chapter on HFA processes and targeting. After briefly describing the data we use, it addresses three questions.

Section 3 will address **RQ1: How are resources (food, cash) allocated/ targeted (what are the processes involved)?** Data to address these questions will be obtained from Key Informant Interviews fielded at regional, Woreda and Kebele level. We are particularly interested in determining whether HFA functions distinctly from the PSNP or does it draw on PSNP structures such as payment systems and social accountability mechanisms. We will also assess the extent to which the planning and implementation of HFA interferes or complements PSNP activities.

Section 4 will focus on **RQ2: What are the characteristics of recipients of humanitarian food assistance (and how well are resources targeted)?** Work on this research question will report on targeting processes and assess how HFA is targeted at the household and geographic levels. It will rely heavily on quantitative data collected at the household level. This section will also provide information needed for **RQ10** of the main PSNP evaluation (What is the relation between PSNP and HFA participation?) and to what extent are PSNP and (poor) non-PSNP households receiving these transfers.

Section 5 will cover **RQ3: How much humanitarian food assistance to beneficiaries receive and for how long?** This section will rely on quantitative data collected at the household level. It will describe: payment modality (cash or food); the timing of the transfers; in which month the payments are made? the amount of the transfers; how much is received?

4.2 Sampling and data collection

4.2.1. *Quantitative data*

As discussed in the inception report, work for the 2018 PSNP midline work found that there were an insufficient number of households in the main PSNP survey to assess HFA implementation and its links to the PSNP. Further, the main PSNP sample deliberately excluded a small number of better-off households. Our solution to these limitations in both 2018 midline work and in this study was the following:

- Obtain, from the NDRMC, the latest information on the placement of the HFA program;

- Based on this information, all the 52 woredas from the PSNP evaluation sample with HFA and 46 non-PSNP HFA Woredas were selected for the HFA survey;
- In each PSNP-HFA Woreda the three EAs already in the sample are covered, while in each non-PSNP-HFA Woreda 5 EAs are selected for the survey;
- In each EA 3 relatively richer (from the top three rungs of the wealth self-ranking by households themselves) and 4 relatively poor households (from the bottom four rungs of the same ranking) are selected for the survey. These households were randomly selected after household listing was conducted in all sample EAs.
- All households in the original PSNP sample were also asked about HFA by adding a section in the main household questionnaire.

With these actions a total of 10231 households were covered. Of these, 1213 HFA beneficiary household were identified on the basis of whether they have received HFA transfers in the 16 months prior to the survey. Table 4.1 shows the number of households in the sample by region and by data source. Table 4.2 presents the same information in the form of percentage shares.

Table 4.1: Number of Households in the Sample by region and data source

	Original PSNP sample	Supplementary PSNP sample	Non-PSNP Sample	Total HFA Sample
Afar				
HFA	149	61		210
All	1,079	251		
Amhara				
HFA	210	68	1	279
All	1,675	415	70	
Oromiya				
HFA	103	34	79	216
All	1,570	416	610	
Somali				
HFA	28	18	357	403
All	1,001	198	732	
SNNP				
HFA	69	18	18	105
All	1,757	390	67	
Total				
HFA	559	199	455	1213
All	7082	1670	1479	

Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Table 4.2: Sample distribution by region and data source

Region	Original PSNP sample	Supplementary PSNP sample	Non-PSNP Sample	Total
Percent				
Afar	12.3	5.0	0.0	17.3
Amhara	17.3	5.6	0.1	23.0
Oromia	8.5	2.8	6.5	17.8
Somali	2.3	1.5	29.4	33.2
SNNP	5.7	1.5	1.5	8.7
Total	46.1	16.4	37.5	100.0

Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

4.2.2. Qualitative data

We also undertook qualitative fieldwork in selected woredas, as indicated in Table 4.2. This is a sub-set of woredas that were covered as part of qualitative data collection for the PSNP performance report. These woredas were chosen based on the following criteria:

- Representation of livelihood zones
- Coincidence with quantitative household survey work;
- Woredas that have the e-payment pilot;
- Woredas that have implemented the livelihoods transfer;
- Representation of Woredas from the previous sample frame;
- Woredas with HFA caseload;
- Woredas with displaced populations.

Table 4.3: HFA Woredas included in qualitative work

Region	Woredas	2018 evaluation	E-payment	Livelihood transfer	HFA	IDPs	2021 evaluation
Amhara	Mekdela			X	X		X
	Libo Kemkem	X	X		X	X	X
Oromia	Chiro	X	X		X		X
	Fadis				X	X	X
Somali	Shinile	X	X		X		X
Afar	Elidar	X			X		X

In both the Highlands and Lowlands, we implemented a cascading set of interviews, holding key informant interviews (KIIs) at the regional, Woreda and Kebele level. Because of restrictions relating to the ongoing Covid-19 pandemic, we did not undertake focus group discussions at the household level.

4.3 HFA processes and their links to PSNP implementation

This section draws on key informant interviews fielded at regional, woreda and kebele level. We assess whether HFA functions distinctly from the PSNP or does it draw on PSNP structures such as payment systems and social accountability mechanisms. We will also assess the extent to which the planning and implementation of HFA interferes or complements PSNP activities.

4.3.1. Targeting structures

We asked regional informants about the selection process for HFA. Their view is that it is fair and transparent and that targeting within the kebele is carried out by PSNP structures. Of those who described the targeting and appeals process for federal humanitarian assistance, all (in highland and lowland regions alike) said that they use PSNP structures (food security task forces at different levels and kebele appeals committees, or KACs) and are guided by assessment reports⁷, and that they follow the same public accountability procedures used for the woreda contingency budget. The Woreda Transfer Technical Management Committee (WTTMC) in Angolela Tera illustrated how the same committees are simply renamed when they convene to deal with HFA.

We use the same structures for targeting and managing appeals (the KFSTF, CFSTF, and KAC) but given that the composition of members is the same, they are named as Kebele Early Warning Committee, Community Early Warning Committee, and Kebele Early Warning Appeal Committee for the purpose of HFA. *[AMH-ANG-WTTMC]*

Two members of the RTTMC in Amhara referred explicitly to recent efforts to harmonize targeting processes.

Previously the targeting of PSNP and HFA was different. But recently there is a push to harmonize both and make the targeting through one channel (FSTF) and in the same manner. But I don't know how much that is practiced on the ground... In food security (PSNP) woredas, the targeting is done by the FSTF, while in non-food security (non-PSNP) woredas it is done by the Disaster Prevention and Preparedness Committee. *[AMH-RTTMC]*

In Somali, RTRMTC members acknowledged that targeting errors happen, but that the use of PSNP structures and processes helps to minimize these. They added that those needing humanitarian assistance are also well-known, presumably implying that the right beneficiaries are targeted:

⁷ There are two types of emergency assessments, those that happen bi-annually and those that are case specific. Bi-annual assessments are directed by a cross-ministerial federal level committee, in coordination with OCHA and donors. Federal assessment teams formed by the committee join regional assessment teams to visit hot-spot woredas that are in routine need of humanitarian assistance.

Case specific assessments are conducted on a demand basis by woreda early warning committees, when disasters not covered by regular early warning assessments occur. This could be due to floods, internal conflicts, etc. Regional governments send these assessment reports to the NDRMC following verification. The NDRMC conducts its own verifications before approving requests. Based on this, unlike PSNP woredas, HFA targeting, and appeals management is carried out by a single body.

The HFA beneficiaries are not usually posted but the beneficiaries are well known to the community. The entitlements are clear and even the kebele can't cheat. *[SOM-RTTMC]*

All regions, both highland and lowland, stated that PSNP committees also target HFA, which is done within a quota determined by an assessment process coordinated through the federal and regional DRM offices. When asked to compare the characteristics of HFA recipients and PSNP clients, regional officials point to the latter being chronically food insecure and in need of sustained assistance that is conditional (unless categorized as permanent direct support), while HFA is unconditional, shock-specific, and temporary. Those in Amhara note that the HFA appeals system has some weaknesses in comparison with PSNP, and that in non-PSNP woredas, comparable institutional arrangements are put in place.

Currently the structure of targeting for both PSNP and HFA is the same. The difference is the criteria for targeting. Households included in PSNP are chronically food insecure while for HFA they are temporarily food insecure. *[SOM-RFSTF]*

R1: For PSNP beneficiaries, households are selected during the targeting process. But for HFA, we implement the annual assessment jointly with UN agencies, NGOs and federal government experts. Based on this assessment we provide beneficiary numbers to the woredas and the woredas register the HFA beneficiaries according to these numbers. R2: We use the PSNP structure and targeting procedure to target HFA beneficiaries in the woreda (WFSTF) and kebele level (KFSTF). *[AFA-RFSTF]*

In food security woredas, the early warning and transfer task force (which is the KFSTF) identifies the needy households based on the damage identified during the early warning assessment. If there is a complaint, it is made to the KAC. However, the appeals system in HFA is not as strong as it is in PSNP with regard to documentation. In non-food security woredas, targeting is done by committees which are identical to the KFSTF in PSNP woredas and follow the same procedure. But complaints are made to the [kebele] administrator as there is no KAC. *[AMH-RFSTF]*

In kebeles which receive HFA, we asked KFSTF members how they decide, when there are shocks such as droughts or pandemics, which households receive support through the PSNP and which through humanitarian assistance. In the highlands, non-PSNP clients in Mekdela are considered first, while in Libo Kemkem, the primary consideration is the nature of the disaster. The response of the KFSTF in Arbaminch Zuria suggests that some prior registration of at-risk households has been carried out.

We assess those affected by the drought who are non-PSNP clients first and then we assess also those PSNP clients who cannot survive the shocks with only PSNP transfer. The assessment is made based on wealth ranking. *[AMH-MEK-KFSTF]*

The targeting is based on the disaster that happened. Those who are highly affected will be targeted whether they are PSNP clients or not. *[AMH-LIB-KFSTF]*

PSNP targets the chronically poor households. But households at risk of shocks have been identified and registered by the woreda and kebele authorities and get assistance when events occur. *[SNN-ARB-KFSTF]*

Of the six sampled kebeles in lowlands, this question was relevant to four, but only one (Dubti) described a role in HFA targeting that is consistent with the description given by regional officials of PSNP structures being used. In Error, HFA targeting is done by a kebele DRR committee. In Ewa and Elidar, woreda officials

carry out a needs assessment and select beneficiaries for HFA. The KFSTF in Dubti highlights the challenge of managing expectations when the HFA quota is subsequently reduced.

There is a DRR committee in the kebele. They identify the affected households and add in the HFA list but not in the PSNP list. *[SOM-ERR-KFSTF]*

For shocks like desert locust and pandemic or droughts, the woreda PADO (pastoral and agricultural development office) assesses the situation and reports to the region and then the PADO selects the beneficiaries to receive support from HFA as [there is] no space for new client intakes for PSNP. *[AFA-EWA-KFSTF]*

R1: In our kebele the PSNP beneficiaries were already selected using the PSNP criteria... But for emergency (HFA) households they were selected after an assessment by woreda and regional experts and the woreda gives us a quota for the number of households to be included for emergency [assistance] twice a year. R2: When the woreda gives us a different quota we always have difficulty excluding emergency beneficiaries once they have been selected if the quota is reduced compared to the previous one. *[AFA-DUB-KFSTF]*

Relatedly, we also asked PSNP officials whether displaced people are supported by the PSNP or by HFA. Among those for whom this question was relevant, none reported using the PSNP except in Chiro, and specifically for the long-term displaced. The WFSTF in Zeway Dugda had drawn on their woreda contingency budget. Elsewhere, displaced people were supported through HFA. In Afar, displacement is associated with situations such as flooding, rather than conflict, and assistance is provided through HFA or other external sources. In Somali, there was no reported assistance through either PSNP or HFA to conflict-related IDPs.

R1: Displaced people who have lived in one place (kebele) for more than two years are supported by the PSNP because they have become permanent residents of the kebele. R2: Other displaced people are supported by a different budget from the federal government. *[ORO-CHI-WFSTF]*

We had about 50 people who were displaced from Somali region. They were assisted by HFA in 2011 [EC], [but] the budget allocated for them wasn't enough, so the WFSTF decided to fill the gap from woreda contingency resources. *[ORO-ZEW-WFSTF]*

4.3.2. Social accountability structures

In both the Highlands and Lowlands, we asked local officials about how grievances related to the humanitarian assistance are addressed, whether the KAC has any role, and, if not, who addresses the grievances related to HFA? In most sampled kebeles, KFSTF respondents explained that humanitarian assistance and PSNP grievances are dealt in the same manner by the KAC. In the sampled kebele in Mekdela woreda, although the process and people involved are the same, the committee dealing with humanitarian assistance grievances is given a different name.

The Community Appeal Committee, the KAC and Woreda Food Security addresses grievances. It is same with that of PSNP appeal system except we name them as EW Committees when it is for HFA. The members are also the same people. *[AMH-MEK-KFSTF]*

In the sample kebele located in Sodo Zuraya woreda (SNNP) where no KAC is in place, all appeals are dealt with by the kebele administration. In two instances, the appeals process is conducted separately, with KAC responsible for PSNP-related grievances alone.

The KAC is only for PSNP. If people have complaints about the HFA it is handled by the KFSTF. [AMH-LIB-KFSTF]

The humanitarian assistance appeals are not related to PSNP appeals. The humanitarian assistance appeals are presented to the kebele administrator. [SNN-ARB-KFSTF]

Five of the six sampled woredas in the Lowlands stated that KACs also deal with grievances about humanitarian assistance.⁸ The exception was Errer, where both the WFSTF and the KFSTF stated that the role of the KAC is limited to PSNP.

The kebele administration reports on humanitarian issues. The appeals committees have no role in humanitarian complaints. [SOM-ERR-WFSTF]

Our appeals committee is just limited to PSNP. They don't have a specific role in humanitarian response, but when the kebele invites them, they help. It is the kebele administration who know the issues. [SOM-ERR-KFSTF]

4.3.3. Contingency budgets

We asked whether the combination of PSNP and HFA ensured that most households were covered, and whether any received support through both channels. Most replied that coverage was insufficient because of limited resources. There were dissenting opinions in Boloso Sore, where HFA covered 'almost all' needy households, and in Loko Abaya, which suggested that the challenge was rather the quality of targeting. Most woredas also reported that some PSNP households also benefit from HFA, depending on the nature and timing of the shock (for example if outside the PSNP payment period), particularly those with larger families. As indicated above, federal contingency funds in Afar were used to extend payments for an additional two months to PSNP public works beneficiaries.

No, we cannot say that most households are covered. There are households that are not included but who should have been covered. [SNN-SOD-WTTMC]

In terms of total coverage, since the budget requested and the resources allotted by the federal did not match, we cannot claim that most households in need are covered. Based on the nature and severity of the shock there are households who are supported by both channels. [AMH-MEK-WTTMC]

Coverage of both PSNP and HFA is small compared to the number of vulnerable households. For example, there are a number of PSNP households with family size greater than the household cap... When a shock happens, these PSNP households are the poorest of the poor and hit hardest

⁸ We note that In 2021, the replies of woreda and kebele in Dubti on this point were contradictory.

HFA-related compliance has been handled by the KAC at the kebele level. [AFA-DUB-WFSTF]

If a complaint arose related to HFA, the clan leader and kebele leader would solve the issue together... According to the direction from the woreda, the KAC was formed for safety net only. [AFA-DUB-KFSTF]

by the shock. Hence many PSNP households receive both PSNP and HFA transfers. [ORO-CHI-WTTMC]

I can say for sure that both PSNP and HFA didn't cover all the people who need support. As a woreda we always asked the region to add some additional resources for the PSNP and HFA, but the region tells us that there weren't any. We have PSNP beneficiaries, and we have also registered HFA beneficiaries, so we have two different beneficiary lists. [AFA-DUB-EW]

In our woreda there is an estimated population of 140,000 but the census indicates that it is 37,000. Thus, the quota assigned for our woreda is inadequate, and most households were not targeted even though they are eligible. For this reason, we divide the poor households into three categories (1st, 2nd and 3rd). Of these, our concern is for the third group, and we focus on these types of households. About 10% of the households are still not covered. [SOM-GUR-WTTMC]

The main challenge in allocating the humanitarian aid funds was that it paled in comparison to those who needed support. In previous times, the HRD covered up to 40% of the beneficiaries but now we do not have it. We are forced to reduce the number of beneficiary household members to expand coverage to more households. [SOM-ERR-WTTMC]

The replies of DAs to the same question echoed the views of woreda officials.⁹ With the exception of Fadis, where the DA believed that most households in need were covered by either PSNP or HFA, the DAs who commented believed that coverage was inadequate. They also note that some PSNP clients receive HFA; in the case of Mekdela, the DA estimated the proportion of HFA recipients who also benefit from PSNP to be more than half.

Although these resources combined together have assisted large numbers of households in the kebele, there are many poor and needy households that haven't been covered due to shortage of resources... Some households receive from both sources, i.e. PSNP and HFA. These are big households with large numbers of family members and those with members who cannot work. [ORO-CHI-DA]

The HFA in this kebele is too small and insignificant. But PSNP is permanent and covers the majority of the households. HFA [beneficiaries] do not exceed 15% in 2011 [EC], 10% in 2012 [EC], and 10% in 2013 [EC]. There are households who receive support from both sources. More than 50% of the HFA recipients are PSNP households. [AMH-MEK-DA]

4.3.4. Coordination

We asked woreda informants to describe how they managed humanitarian assistance alongside the PSNP and the challenges or opportunities presented by HFA for PSNP implementation. The distribution channels are summarized in Table 4.3. HFA cash transfers are managed through the woreda finance offices, in some cases using RPASS software. HFA food transfers are managed through the woreda DRM offices, sometimes working through local partners. Responses by woreda officials in Somali and Afar were less specific; still, officials explained that PSNP structures are used for payments, and officials in Gursum (Somali) referred to the use of RPASS software. Further, Somali RTRMTC members explained that WoFED manage cash

⁹ No comparable data is available from DAs in Somali and Afar.

payments. In Amhara, the WTRMTC in Angolela Tera described one practical complication of using RPASS for both PSNP and HFA transfers and the solution they use.

When there are PSNP households who are supported by HFA, we register them with the name of [another] one of the family members because RPASS rejects double entry with the same name. Once the payment is made, they would be taken out of the payroll. [AMH-ANG-WTTMC]

Table 4.4: PSNP / HFA distribution channels in highland woredas

Region	Woreda	PSNP	HFA
SNNP	Sodo Zurya	Omo MFI	WoFED
	Boloso Sore	Omo MFI / RPASS	WoFED / excel
	Arbaminch Zuria	Not specified	Not specified
	Loko Abaya	Woreda finance office / RPASS	WoFED (in-kind and cash, the latter using RPASS)
Oromia	Zeway Dugda	Oromia Credit & Savings (cash) Catholic Church (food)	WoFED (cash) Woreda DRM office and Catholic Church (food)
	Kuyu	Oromia Credit & Savings	WoFED (cash) Woreda DRM office (food)
	Fadis	Oromia Credit & Savings	WoFED (cash) Woreda DRM office (food)
	Chiro	Oromia Credit & Savings (cash) NGO partner (food)	NGO partner (food)
Amhara	Mekdela	ACSI	BoFED
	Libo Kemkem	ACSI	BoFED (cash, using RPASS) ORDA – NGO (food)
	Angolela Tera	ACSI	BoFED (3 months cash, using RPASS) ORDA (3 months food)

Source: PSNP4 End-line (2021) Qualitative Survey.

In terms of more significant challenges presented by HFA, none were reported in Amhara and Loko Abaya (which is now part of the new Sidama region). Here, woredas emphasised its opportunities in terms of coverage, timeliness, and market stimulation.

Rather than challenge we see opportunity, since HFA covers the food gaps of some of the PSNP beneficiaries who are affected by the shock and cannot cover their food gap with PSNP. It also stimulates markets in the woreda because there is a shortage of food in the markets due to the drought. [AMH-MEK-WFSTF]

No, we do not see any challenge for the implementation of PSNP. Rather it is an opportunity to cover the food gap of PSNP clients, prevent them losing assets, and even prevent migration and death. *[AMH-LIB-WFSTF]*

There are no challenges caused by humanitarian aid for PSNP implementation but there are opportunities. Humanitarian aid provides an opportunity to reach the needy people that are not targeted by PSNP. The second advantage is that it enables [us] to target the needy when shocks occur, but PSNP targeting is done at the end of the year. *[SID-LOK-WFSTF]*

Similar opportunities were identified in Oromia, Somali and Afar, as well as the protection HFA affords to the value of the PSNP transfers.

Had it not been for HFA, PSNP clients would have been forced to share their transfers... This is so because there is a social obligation that every community member has to help others who need help by sharing what they have. *[ORO-ZEW-WFSTF]*

The additional food aid helped us to increase our beneficiary numbers to cover people who should rightly have benefited but were excluded because of the fixed quota. So, we can say it was a good opportunity for the PSNP. *[AFA-ELI-WFSTF]*

No, there are no challenges that HFA poses for the PSNP. It is an opportunity and relieves the load for the PSNP when it reaches the needy households affected by droughts and other disasters. *[SOM-ERR-WFSTF]*

The challenges identified in Oromia, SNNP and Somali concerned insufficient storage for food, differential treatment of public works and HFA beneficiaries, and the impact on woreda budgets and resources. Several also commented on the additional workload but did not characterise this as a challenge. There was also an example in Arbaminch Zuria of community resources being deployed to support HFA distribution under the coordination of the PSNP office.

It was very complicated and problematic managing the two resources together... We faced a shortage of storage places, and this was a big challenge when HFA and PSNP food transfers were received at the same time... The stores we have are not large enough to accommodate all the food we received. *[ORO-CHI-WFSTF]*

Yes, there is a challenge. The contingency fund does not require work for payment. This creates dissatisfaction among the PSNP public works clients who are paid on labour contribution. This increases absenteeism and brings carelessness. *[SNN-SOD-WFSTF]*

[HFA] affected our admin budget, vehicle deployment, and human resource utilisation, and therefore it adversely impacted PSNP activities. On the other hand, we contributed to the delivery of HFA. We used the labour force for community development activities which is coordinated by the woreda PSNP office. *[SNN-ARB-WFSTF]*

No, humanitarian aid doesn't cause any challenge. Yes, we have to coordinate with more offices and work additional hours [but] this isn't a challenge. *[ORO-FAD-WFSTF]*

The challenge is the difference between full family targeting for HDR/HFA recipients and the household cap for PSNP beneficiaries. This leads to complaints. *[SOM-SHI-WFSTF]*

We also asked about coordination between PSNP and HFA transfers. In Somali region, respondents suggest coordination has worked well and avoided double targeting.

In PSNP4 the two programs were harmonized though the harmonization was not as effective as expected. When HFA exists, we use the PSNP system to target and transfer payments. This means we use one targeting committee, appeals committee and transfers committee and one single reporting system. Hence these two programs in combination have helped a lot in protecting people from shocks as they are working together. *[SOM-RFSTF]*

We did not get any HFA over the last two, three years. But in previous years, when there was HFA, we were working in cooperation. HFA used the PSNP system. We identified beneficiaries together, we effected payments together, we worked on targeting together to avoid having the same beneficiaries for the two programs. *[SOM-SHI-WFSTF]*

Currently there is no HFA in our woreda. But previously, we were harmonizing it in terms of timing and wage rate. We used the PSNP channel for both. The timing may vary a little, but we try to avoid people take from both sources. *[SOM-ERR-WFSTF]*

In Afar region, the two transfer systems are reportedly handled separately, though responses suggest complementarity and coordination of targeting at kebele level to ensure PSNP clients do not receive humanitarian food aid.

PSNP and emergency transfers are handled and coordinated in different ways. PSNP and emergency transfers have completely different beneficiaries and targeting is done separately. PSNP transfers are food payment for PW beneficiaries using client cards. Emergency food transfers are not payments for work rather a kind of food aid for those people who are unable to work in PW activities and are not included in PSNP as PDS. HFA beneficiaries didn't have client cards. *[AFA-ELI-WFSTF]*

At the kebele level, the KFSTF distributes emergency food by selecting the intended number of beneficiaries from PSNP excluded people. *[AFA-ELI-WTTMC]*

We coordinate and distribute HFA and PSNP separately. That means we distribute PSNP food transfer to PSNP beneficiaries and for emergency food, together with different food types, to emergency selected beneficiaries only. In general, at the kebele level, we used the PSNP structure (KFSTF) to distribute the emergency food. *[AFA-DUB-WFSTF]*

Lastly, we asked how well the combination of PSNP and HFA protected people against shocks. Responses indicate that the two transfers are seen as different but complementary. In Afar, people draw on both PSNP and HFA transfers to protect those not targeted against shocks.

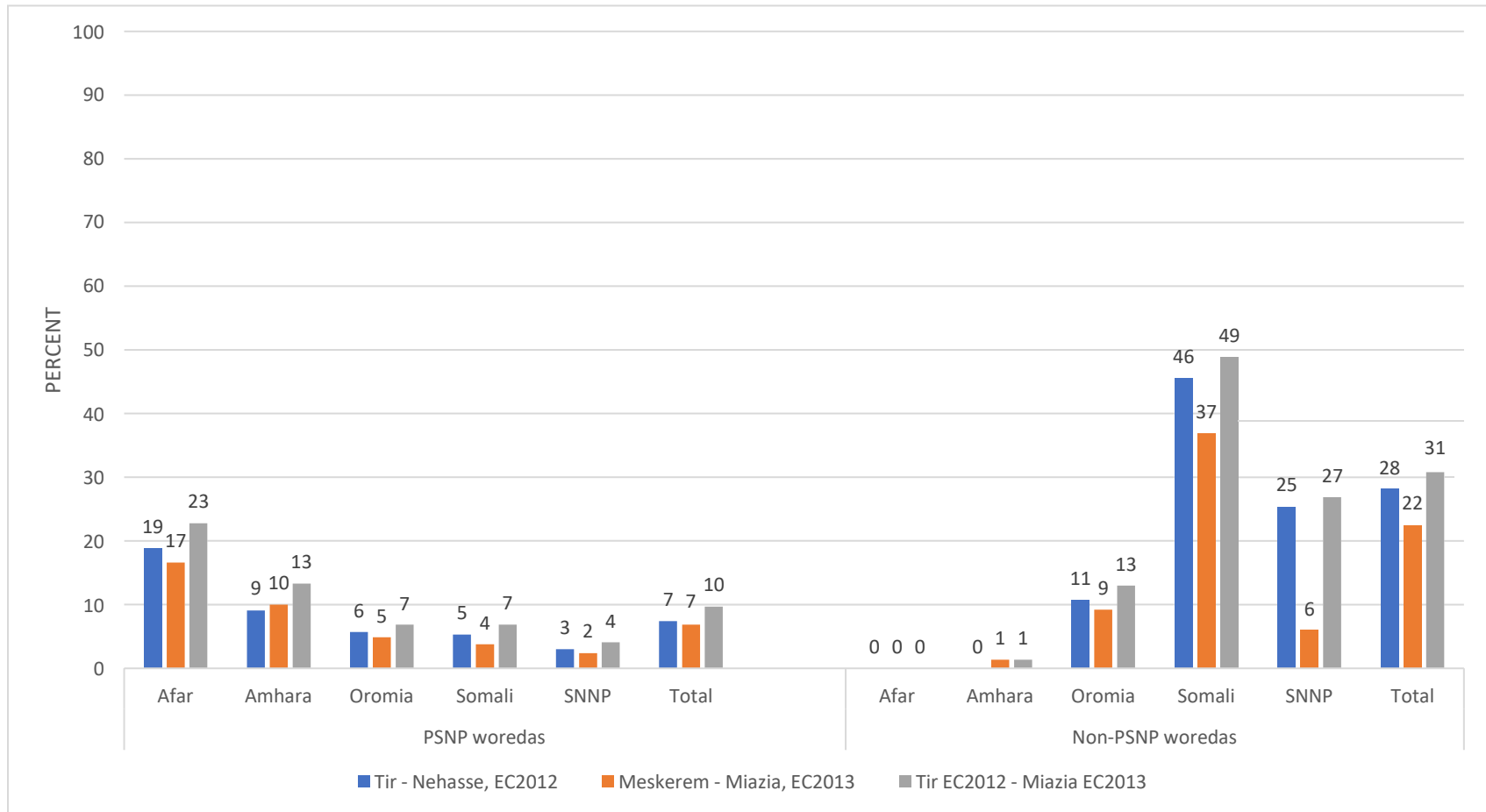
PSNP is a long-term developmental support while HFA is short-term support. They are complementary as HFA helps with responding to shocks and emergencies to sustain PSNP achievements. For PSNP PW, we target households with able bodied people to protect their assets and contribute to communal activities. The direct support mostly targets the chronically ill while HFA is live saving, and we provide for the shock-affected households that don't have anything to eat. *[SOM-GUR-WFSTF]*

The Afar peoples have sharing practices specially during shocks and emergency situations. A good example is the use of combination of PSNP and HFA transfer during shocks for people not benefiting from PSNP and HFA. *[AFA-EWA-WFSTF]*

4.4 Who receives humanitarian food assistance?

Figure 4.1 shows the percentage of households that received HFA between Tir and Nehasse EC 2012 (approximately January-August 2020) and between Meskerem and Miazia EC 2013 (approximately September 2020 to April 2021). We disaggregate our data by source, specifically separating out our results into two groups: woredas where the PSNP operates but some households also receive HFA; and woredas where there is no PSNP. The percentage of households receiving HFA is much higher in the non-PSNP woreda sample with 31 percent of sampled households receiving HFA at least once between Tir EC 2012 and Miazia EC 2013.

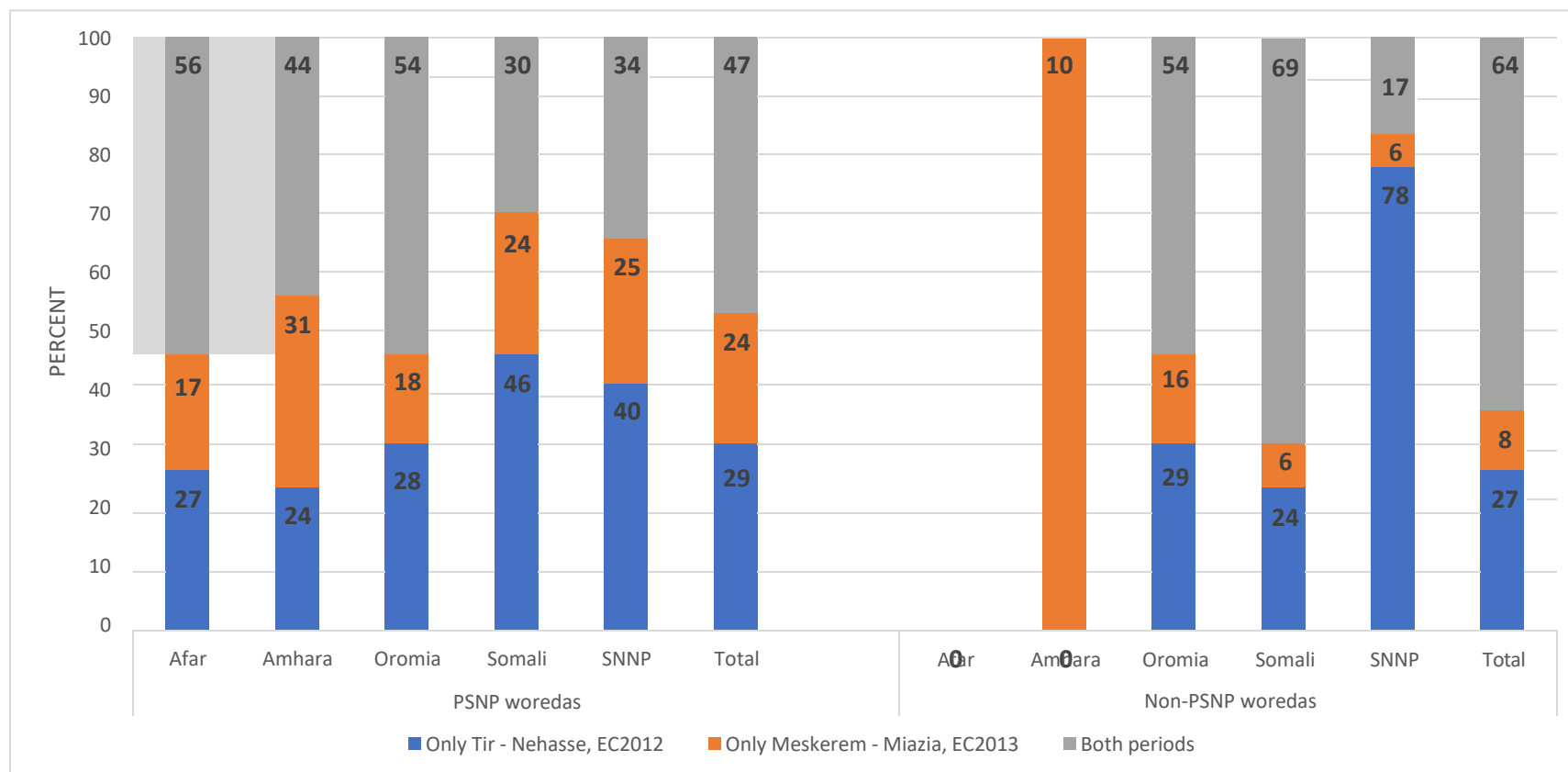
Figure 4.1: Percentage of households receiving HFA by region, sample, time period



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

In Figure 4.2, we restrict our sample to only include households that reported receiving HFA at least once between Tir EC 2012 and Miazia EC 2013. We also disaggregate our data by sample. The left side of the figure shows results from households residing in the PSNP-woredas. This shows that 47 percent received HFA in two periods, Tir and Nehasse EC2012 and Meskerem and Miazia EC 2013. 29 percent only received HFA between Tir and Nehasse EC2012 and 24 percent only received HFA between Meskerem and Miazia EC 2013. There is some regional variation in these results. In Afar, 56 percent of households that ever received HFA reported receiving payments in both periods; in Somali, this figure is only 30 percent. In the non-PSNP woredas, the majority of households (64 percent) that reported receiving HFA also reported receiving in both the period Tir and Nehasse EC2012 and the period Meskerem and Miazia EC 2013.

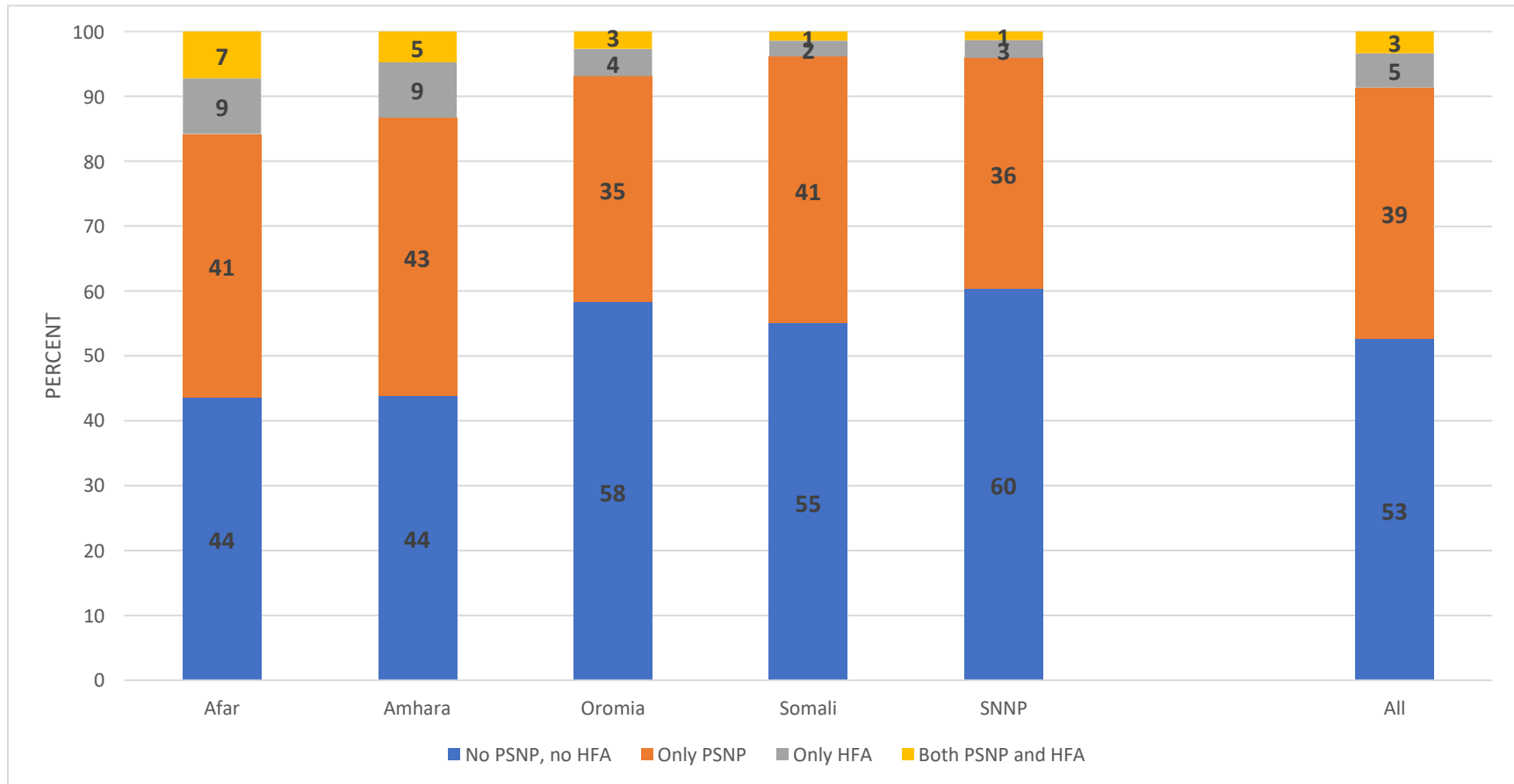
Figure 4.2: Percentage of HFA households receiving HFA, by region, sample, time period



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Figure 4.3 shows, for the period Tir EC2012 to Miazia EC 2013, the percentage of households that ever received either PSNP, HFA or both, by region. (Note that this excludes non-PSNP woredas). Across the full sample, 53 percent of households received neither the PSNP nor HFA, 39 percent received only PSNP, five percent received only HFA and just three percent received both. These results are consistent with the information provided in the qualitative fieldwork, both the provision of HFA and PSNP to some households: “We see opportunity, since HFA covers the food gaps of some of the PSNP beneficiaries who are affected by the shock and cannot cover their food gap with PSNP” [AMH-MEK-WFSTF]; and “The additional food aid helped us to increase our beneficiary numbers to cover people who should rightly have benefited but were excluded because of the fixed quota. So, we can say it was a good opportunity for the PSNP. [AFA-ELI-WFSTF]. Note too that in PSNP woredas, 8 percent of PSNP households also received HFA and 39 percent of households receiving HFA were also receiving PSNP payments (regional breakdown not shown).

Figure 4.3: Percentage of all HFA households receiving either PSNP, HFA or both, by region



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Lastly, Table 4.5 compares demographic and wealth characteristics of three types of households: those that receive neither the PSNP nor HFA, households that receive only the PSNP, and households that only receive HFA. Given the differences in coverage noted in Figure 4.1, we do this separately for the PSNP and the non-PSNP (HFA only) samples. We present mean values and test whether differences in means are statistically significant.

The striking result in Table 4.5 is that households who reported having been affected by drought in the previous three years are much more likely to receive HFA than households that did not report that they had been affected by a drought shock. In the PSNP sample, 30 percent of female headed households received payments from the PSNP while only 22 percent received HFA payments. Households receiving HFA had, on average, slightly higher land holdings than households only receiving PSNP payments. In the non-PSNP woredas, there are no differences in the likelihood of receiving HFA by headship or land holdings. In both samples, households where the head held an official position in kebele were not more likely to receive either PSNP or HFA.

Table 4.5: Characteristics of households by PSNP and HFA, by sample

	PSNP Woredas						non-PSNP Woredas		
	Mean values			Mean Difference			Mean values		Mean Differences
	(1)	(2)	(3)	(1)=(2)	(1)=(3)	(2)=(3)	(4)	(5)	
	No PSNP, No HFA	Only PSNP	Only HFA	(1)=(2)	(1)=(3)	(2)=(3)	No HFA	HFA	(4)=(5)
Household size	5.1	5.2	5.3	1.15	1.41	0.85	6.1	6.9	4.80**
Head, age (years)	44.4	47.4	45.7	9.54**	1.87*	2.56**	43.5	44.2	0.87
Head, schooling (years)	5.1	4.6	4.2	5.58**	4.54**	2.12**	5.0	4.1	4.62**
Land holdings (ha)	0.74	0.70	0.94	2.18**	4.27**	5.27**	1.20	1.17	0.43
Head, female (percent)	22	30	22	8.98**	0.11	3.81**	23	23	0.03
Household lived in kebele for 5+ years (percent)	78	81	72	2.11**	3.62**	4.63**	73	70	0.90
Household head holds official position in kebele (percent)	09	8	8	1.31	0.65	0.05	14	09	2.97**
Household experienced drought shock in last three years (percent)	38	46	51	7.33	5.62**	2.10**	36	76	15.17**

Notes: Asterisks indicate statistical significance levels from a t-test for of equality of means of the outcome across the groups being compared: ***= p<0.01, **= p<0.05, and *= p<0.1.

Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

4.5 Humanitarian food assistance: Timing and quantities

We begin with some basic descriptive statistics on the frequency and timing of HFA. Among all households that received at least one HFA payment between Tir EC 2012 and Miazia EC 2013, Table 4.6 shows that the mean number of payments received was 3.2. This does not vary by much between regions with the exception of Somali where HFA beneficiaries received 3.7 payments over this 16-month period. Households in non-PSNP woredas also received slightly more than the average for the full sample (3.6 payments) but this may reflect the fact most of those households are located in Somali (see Table 4.1).

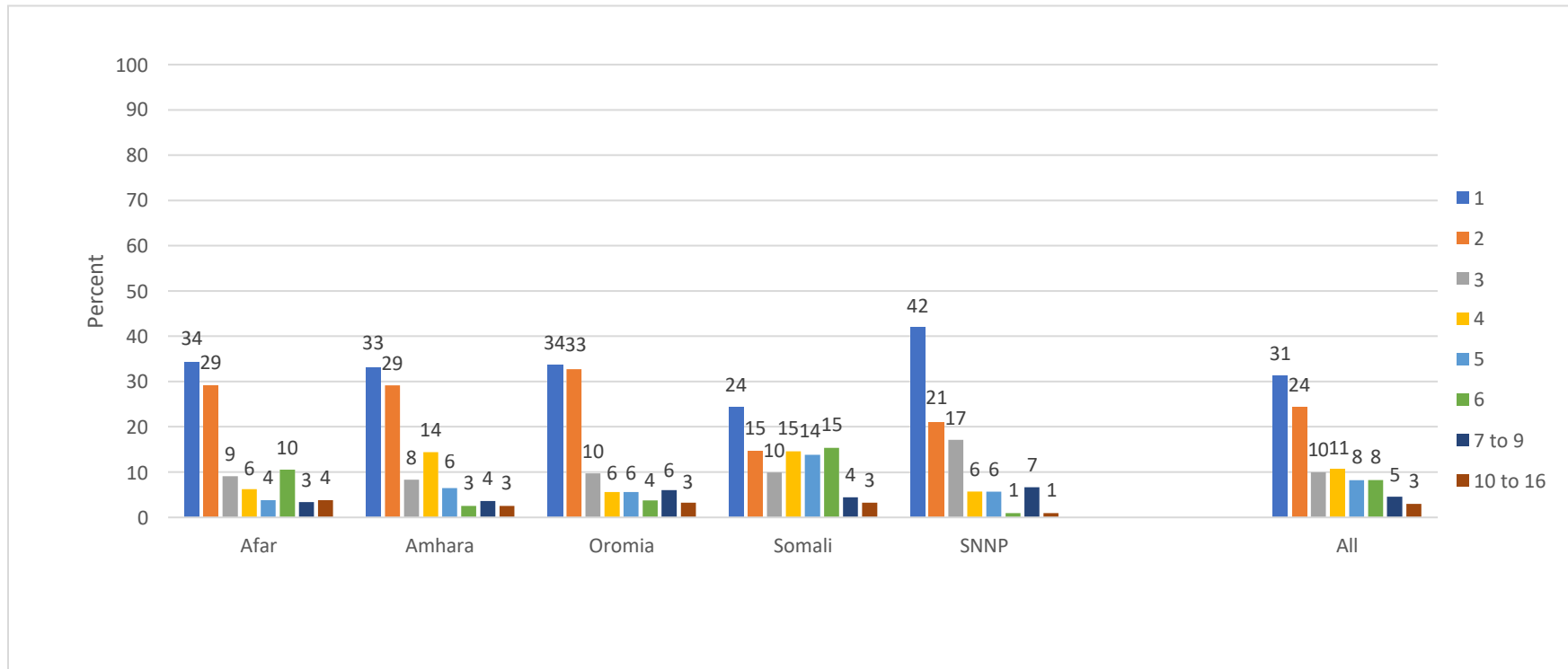
Table 4.6: Mean number of payments, by region, by sample, Tir EC2012 – Miazia EC 2013

Disaggregation		Mean number of payments
Region	Afar	3.4
	Amhara	2.8
	Oromia	3.0
	Somali	4.0
	SNNP	2.4
Sample		
	Original PSNP sample	3.1
	Supplementary PSNP sample	2.7
	Non-PSNP woredas	3.8
	All observations	3.3

Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Figure 4.4 complements Table 4.6 by showing the distribution of the number of HFA payments by region. Across the full sample, 31 percent of HFA beneficiaries received only one payment and 24 percent only received two payments. However, the percentages of households receiving only one or two payments is lower in Afar, Amhara, Oromia and SNNP when compared to Somali. Across the full sample, only eight percent of all households reported receiving seven or more HFA payments.

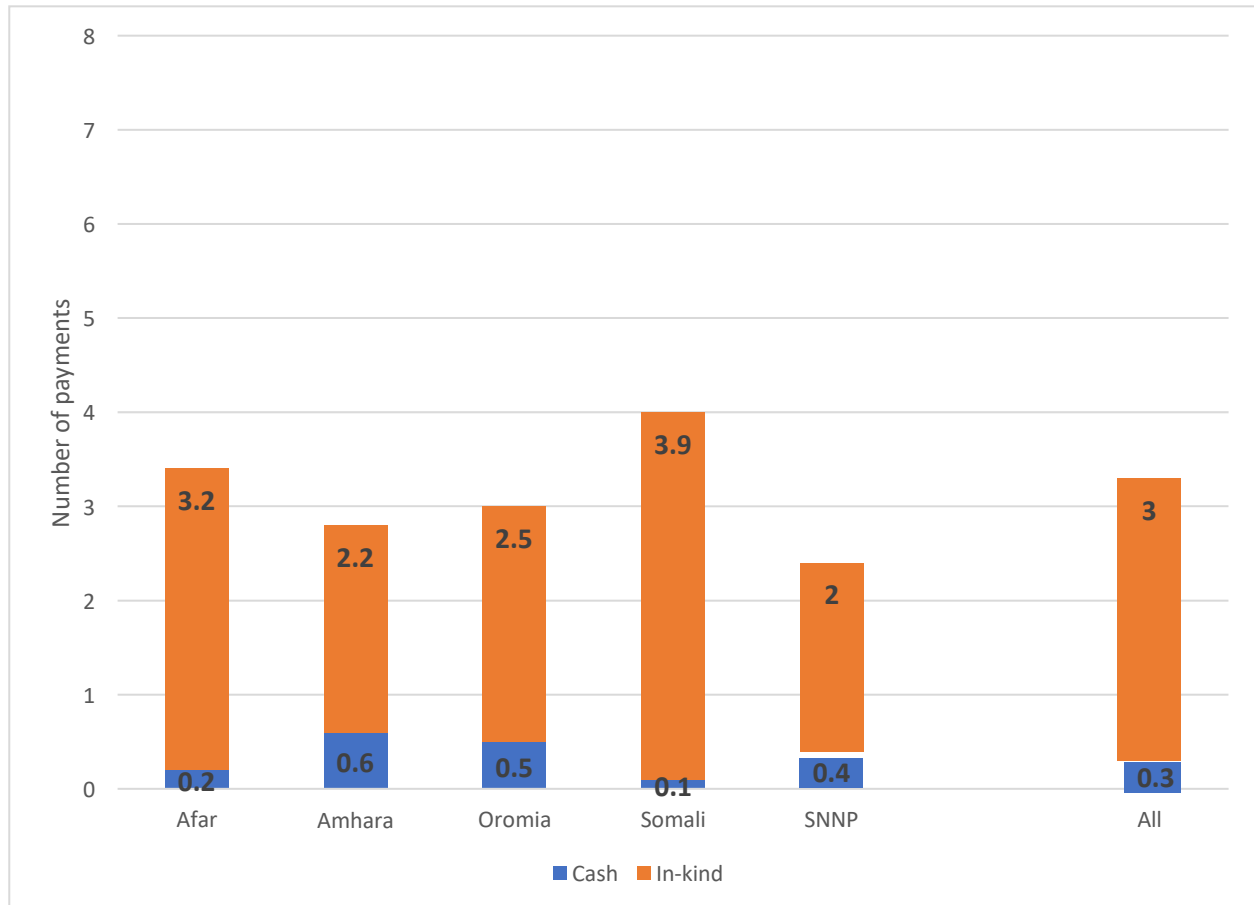
Figure 4.4: Distribution of number of payments by region



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Figure 4.5 shows that most of these payments were made in-kind. This is true in all regions.

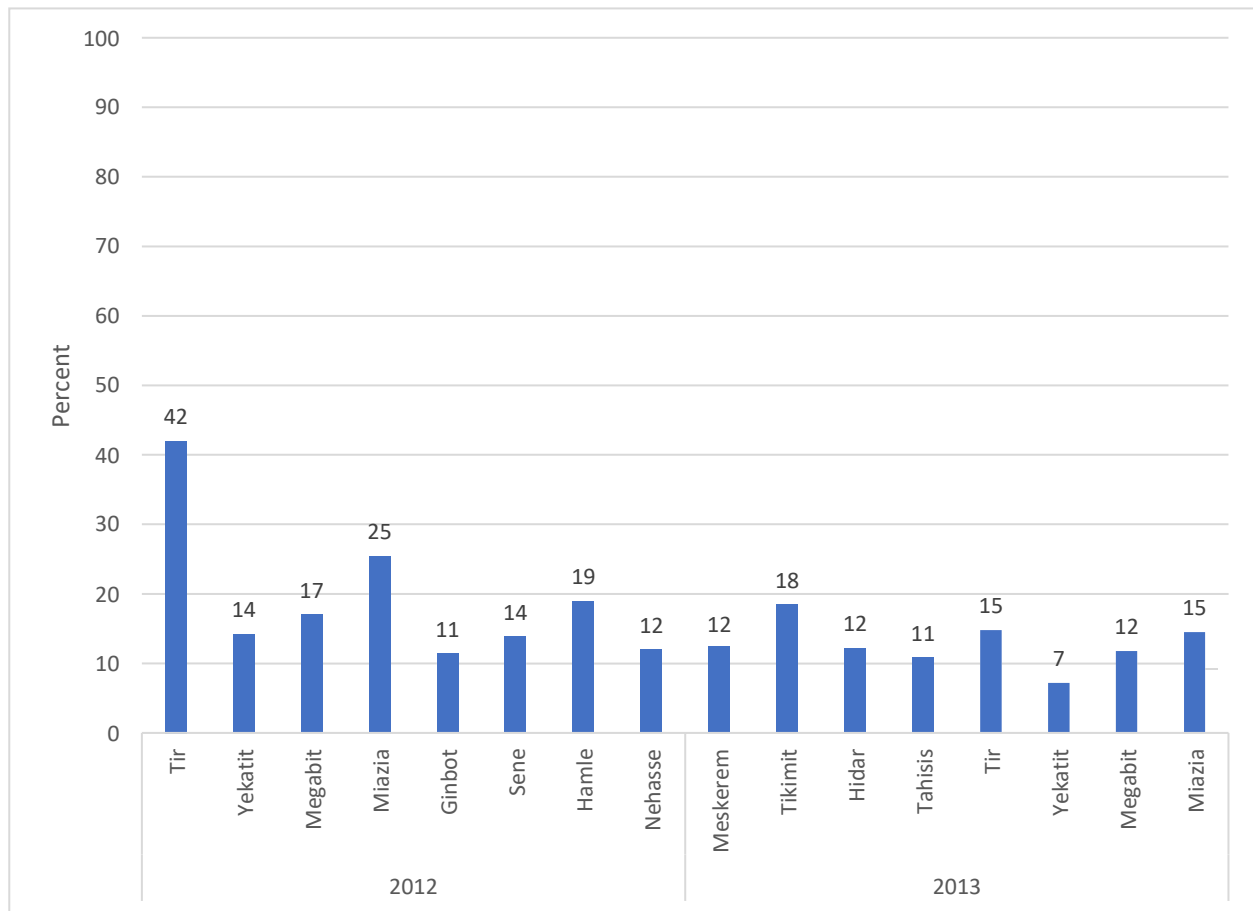
Figure 4.5: Number of payments by payment type and region



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Figure 4.6 shows when beneficiaries receive payments. A relatively large percentage, 42 percent, received an HFA payment in Tir EC 2012 as did a quarter of all HFA households in Miaizia EC 2012 (just after the start of the pandemic). Among households that were selected to receive HFA between Tir EC 2012 and Miaizia EC 2013, a very small fraction – between 7 and 18 percent – received HFA in any given month between Meskerem and Miaizia EC 2013.

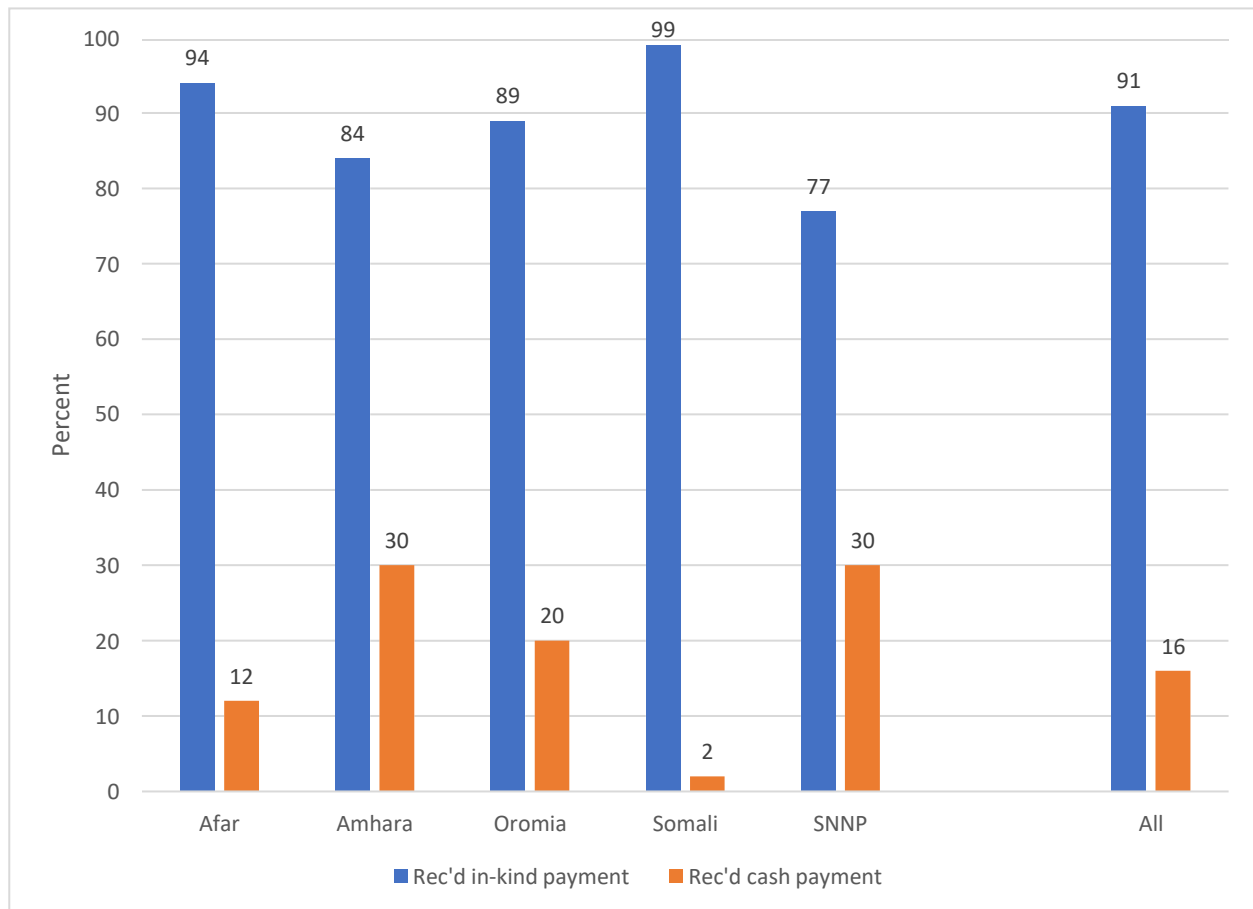
Figure 4.6: Percent of households receiving an HFA payment by month



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

We now turn to payments. While HFA can be provided in either cash or in-kind, in practice, as Figure 4.7 shows, they are nearly always provided in-kind (usually wheat). Across all households that received any HFA, 91 percent received at least one in-kind payment and only 16 percent received at least one cash payment (note that some households received both cash and in-kind payments which is why these adding up these percentages gives a number greater than 100 percent). When cash payments took place, they usually did so in the Highlands.

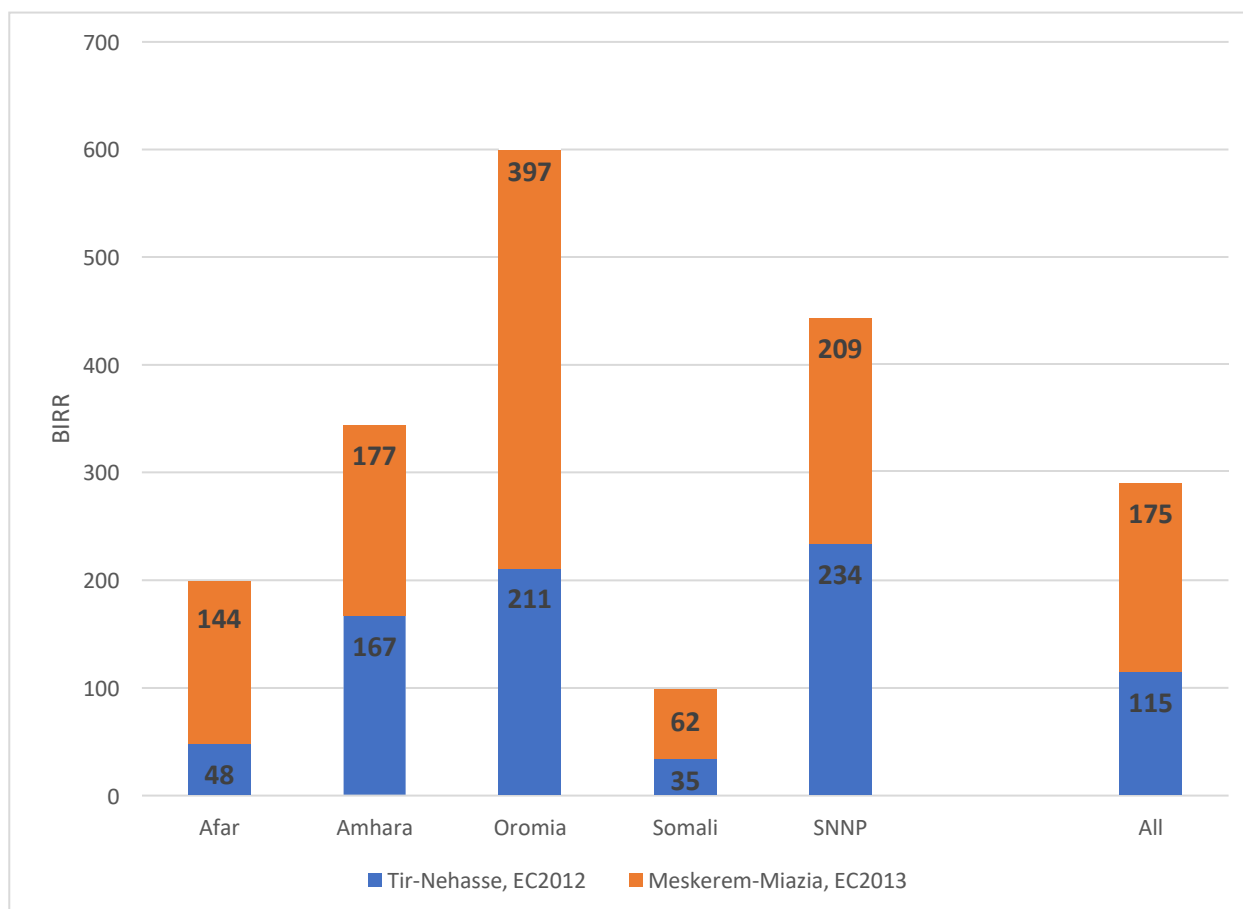
Figure 4.7: Type of HFA payment by region



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Figure 4.8 shows the mean value of all HFA cash payments received between Tir and Nehasse EC2012 and, separately, between Meskerem and Miazia EC 2013. Across all HFA households, the mean cash payment was 135 Birr per household between Tir and Nehasse EC2012 and 175 Birr per household between Meskerem and Miazia EC 2013. Mean cash payments are highest in Oromia and SNNP. Given that the average household size of a household receiving HFA was between 5.3 and 6.9 people (depending on the sample), these cash quantities can be considered small.

Figure 4.8: Mean total value of all cash payments received by all HFA households, by region and time period



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

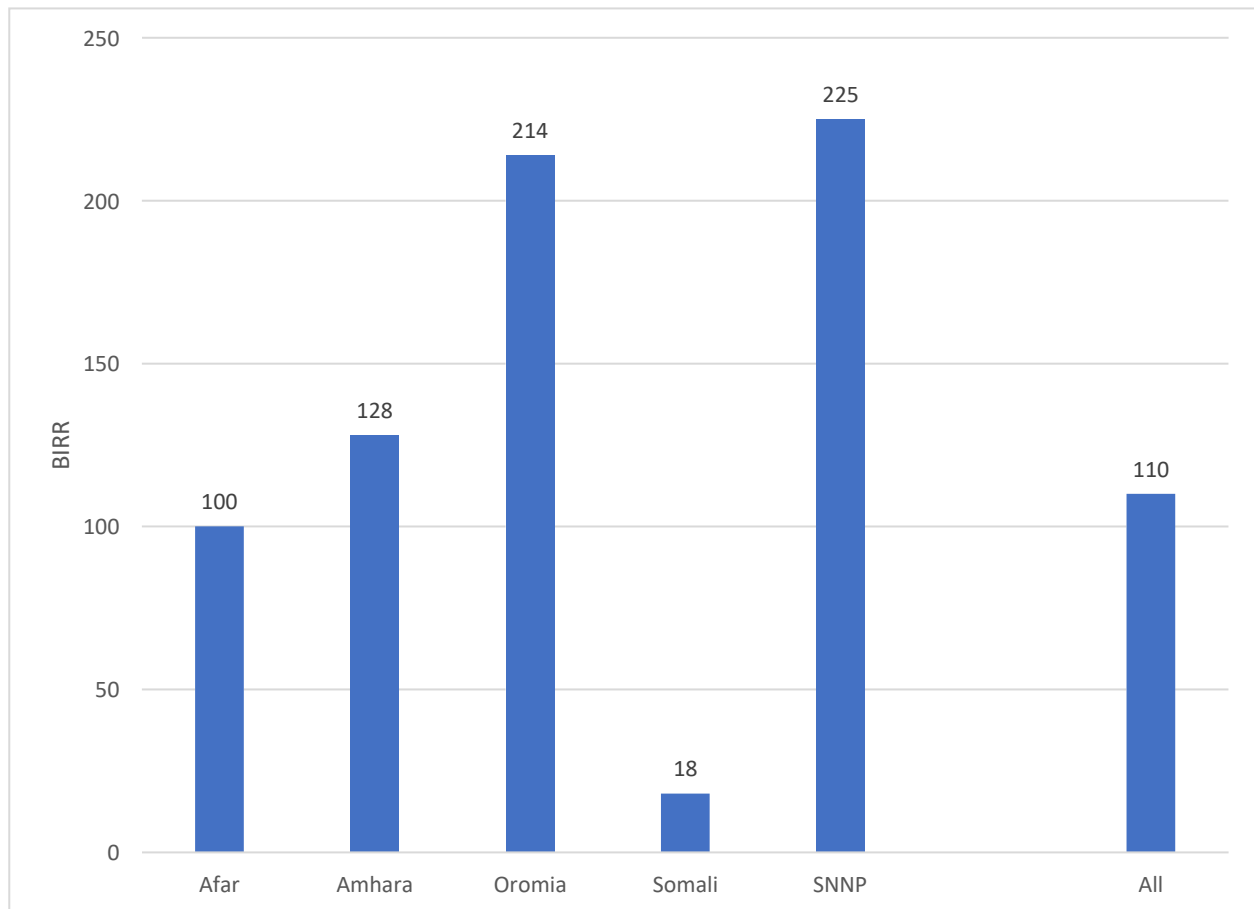
Figure 4.9 shows the mean value of each cash payments by region. On average, these are small – 100 Birr per payment but with considerable variation by region. The average cash payment is highest in SNNP (225 Birr per cash payment), followed by Oromia (225 Birr per cash payment). Again, remember these are payments per household; in per capita terms these are even smaller. Table 4.7 gives the mean total value of all cash payments, per capita, received by all HFA households by region and time period. Clearly, the per capita mean values are invariably low, with some increase between January-August 2020 and September-March 2021.

Table 4.7: Mean total value of all cash payments (in Birr), per capita, received by all HFA households, by region and time period

Region	Tir – Nehasse EC 2012	Meskerem – Miazia EC 2013
Afar	11	28
Amhara	43	47
Oromia	41	70
Somali	8	13
SNNP	46	42
All	26	36

Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

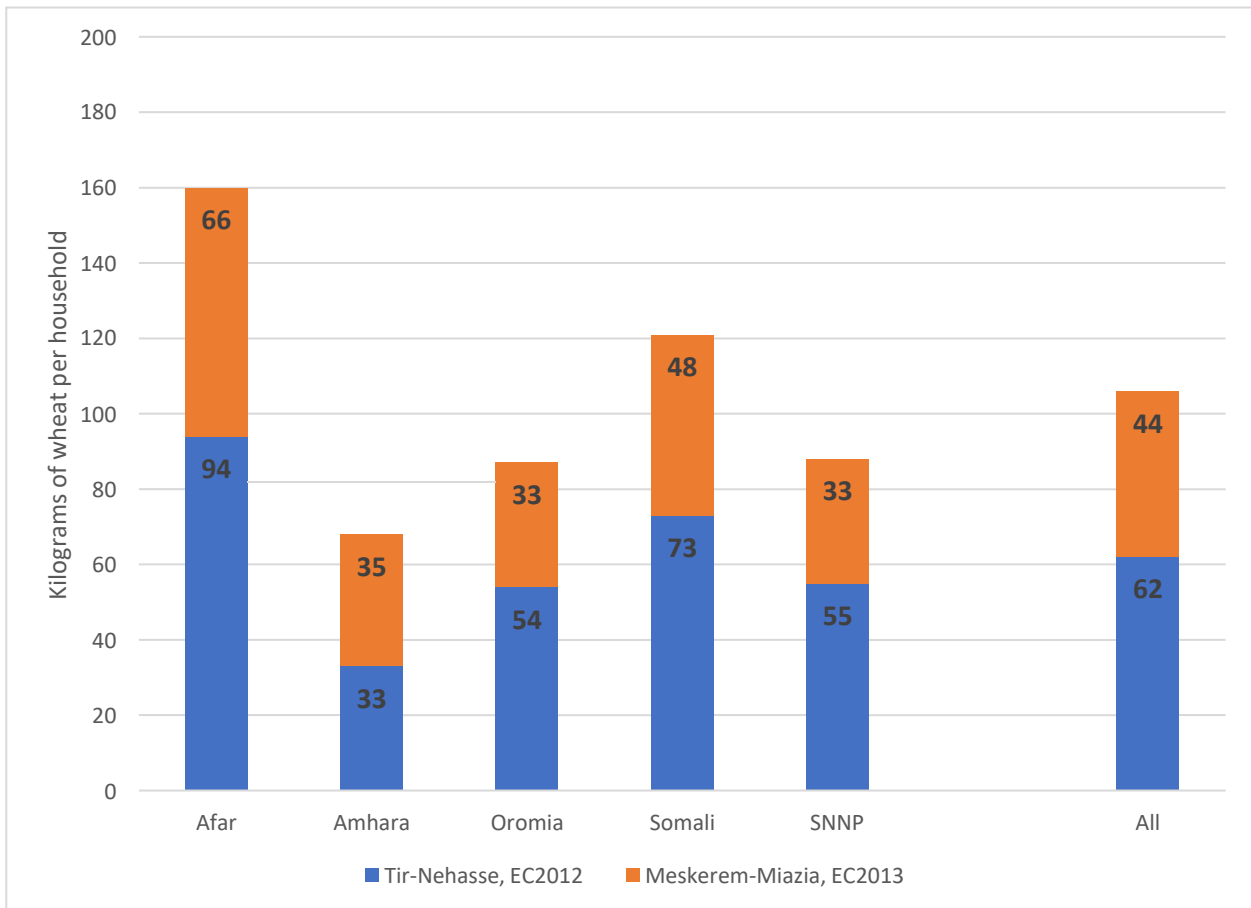
Figure 4.9: Mean value of cash payment received by HFA households, by region



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Figure 4.10 shows the mean amount of all HFA in-kind payments received between Tir and Nehasse EC2012 and, separately, between Meskerem and Miazia EC 2013. Across all HFA households, the mean in-kind payment for this whole period was 62kg of grain per household between Tir and Nehasse EC2012 and 44kg of grain per household between Meskerem and Miazia EC 2013. Mean in-kind payments are highest in Afar and Somali.

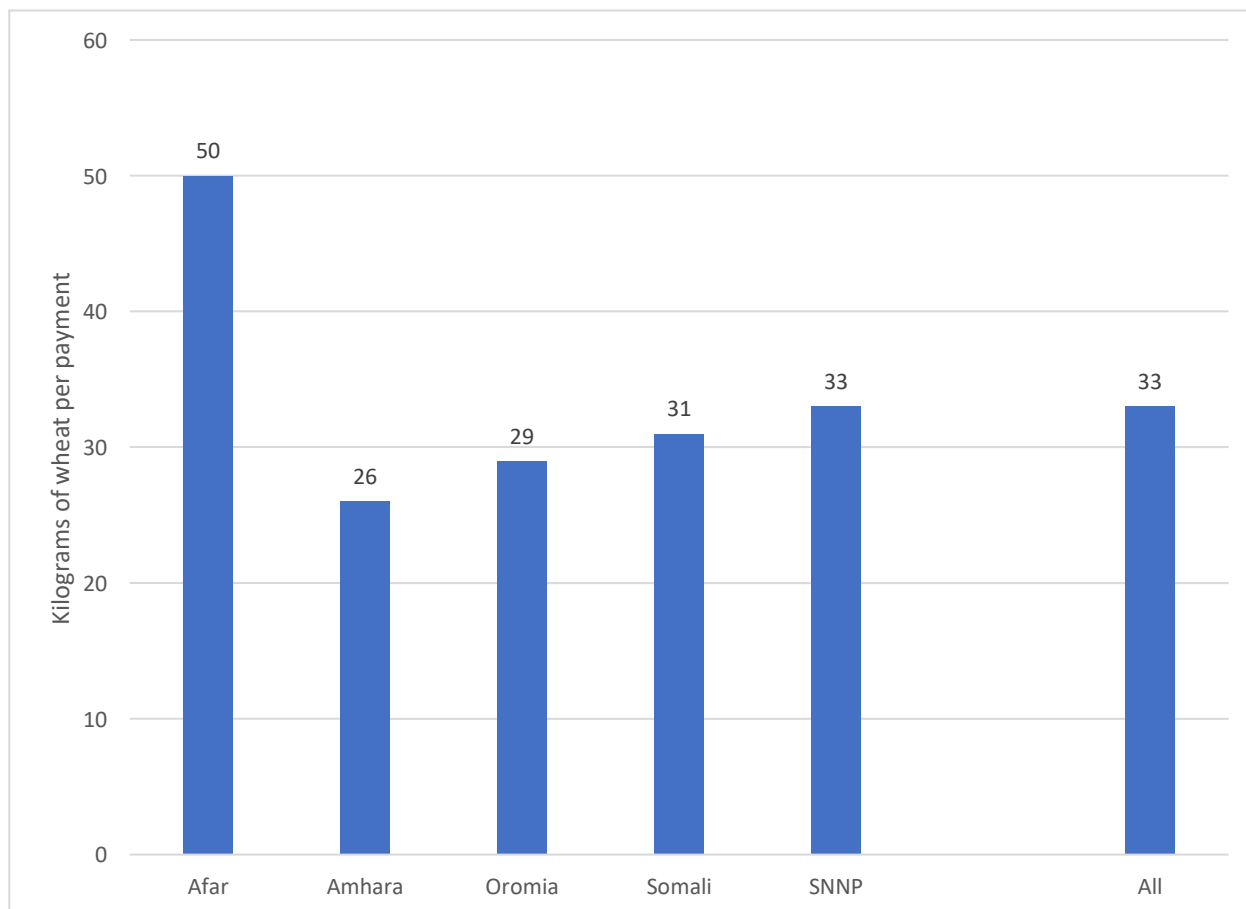
Figure 4.10: Mean total amount of all in-kind payments received by all HFA households, by region and time period



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

Figure 4.11 shows the mean size of each in-kind payment by region. On average, these are small – 33 kg per payment or – given household sizes of approximately five or six people – around five or six kilograms per person. The average in-kind payment was highest in Afar (50 kg per payment).

Figure 4.11: Mean value of payments received by HFA households receiving cash payments, by region and time period



Source: Authors' calculations using data from the PSNP4 End-line (2021) Household Surveys including the HFA Survey.

4.6 Summary

We briefly note several key findings.

1. **How are resources (food, cash) allocated/ targeted (what are the processes involved)?** Of those who described the targeting and appeals process for federal humanitarian assistance, all (in highland and lowland regions alike) said that they use PSNP structures (food security task forces at different levels and KACs) and are guided by assessment reports, and that they follow the same public accountability procedures
2. **What are the characteristics of recipients of humanitarian food assistance (and how well are resources targeted)?** In the PSNP-woreda sample, 47 percent received HFA both between Tir and Nehasse EC2012 and between Meskerem and Miazia EC 2013. This percentage was higher in Afar (56 percent) and lowest in Somali (30 percent). In the non-PSNP woredas, most HFA households (64 percent) received HFA in both periods. Households who reported having been affected by drought in the previous three years are much more likely to receive HFA than households not so affected. This is especially the case in the non-PSNP sample. In the PSNP sample, households receiving HFA are less likely to have a female head but have slightly higher land holdings. In the HFA (non-PSNP) sample,

there are no differences in the likelihood of receiving HFA by headship or land holdings. In both samples, households where the head held an official position in kebele were not more likely to receive either PSNP or HFA.

- 3. How much humanitarian food assistance to beneficiaries receive and for how long?** Across the full sample, 31 percent of HFA beneficiaries received only one payment and 24 percent only received two payments. However, the percentages of households receiving only one or two payments is lower in Afar, Amhara, Oromia and SNNP when compared to Somali. Across the full sample, only eight percent of all households reported receiving seven or more HFA payments. The vast majority of payments are made in-kind (usually wheat). Across all HFA households, the mean in-kind payment for this whole period was 62kg of grain per household between Tir and Nehasse EC2012 and 44kg of grain per household between Meskerem and Miazia EC 2013. Mean in-kind payments are highest in Afar and Somali. Figure 4.11 shows the mean size of each in-kind payment by region. On average, these are small – 33 kg per payment or – given household sizes of approximately five or six people – around five or six kilograms per person.

Chapter 5: Summary Remarks

This note has summarized the key findings of the PSNP4's end-line evaluation reports, mainly the Phone Survey Report, the Performance Evaluation Report, and the Lowland and Highland Outcomes Reports and the Humanitarian Food Assistance Reports.

The period covered in this evaluation study has been characterized by a number of events that possibly color program performances and outcomes in many ways: the COVID-19 pandemic that emerged in late 2019, the political upheavals that led to change in government in 2018 and eventually to conflicts in late 2020, a desert locust invasion that occurred in *Meher* 2020, and inflationary pressures that continue to mount in the face of other economic challenges. It would thus be important to keep these into account when reading the findings in this summary report.

In the Highlands, we document the PSNP4 has significant impacts in reducing food gap at the household level – the number of months the household has been unable to feed itself-, increased livestock assets- measured by tropical livestock units- and reduced the likelihood of being categorized as poor. In contrast, the PSNP did not have statistically significant impact on any of these outcomes in the Lowlands. Moreover, the PSNP did not have statistically significant impact on a number of other outcomes in both the Highlands and Lowlands, including per capita consumption expenditures, dietary diversity, resilience, and subjective wellbeing.

The evidence from the performance evaluation suggests there are important areas of strength of program implementation as well as areas of concern. On a positive note, in the Highlands, there is clear evidence of strong continuity of clients over the years and that delivery of payments was maintained even after the onset of the pandemic. In addition, better use of contingency funds is observed.

The report also highlights some areas of concern in program implementation mainly related to the limited scaling up of the livelihoods component, and limited knowledge of clients about social. A core finding is that virtually no graduation has taken place since the mid-line survey in 2018. While graduation is premised to be facilitated through a variety of supporting activities including technical support in the choice and execution of specific livelihood pathways and access to finance, respondents perceive that these have not been possible except for the livestock pathway. The employment pathway is seen as having been particularly problematic partly because employment opportunities are not common in many places. Other forms of support, for example, continued access to PSNP transfers for 12 months, have also been lacking. There remains a tension between the PSNP as a “safety net” – the “primacy of transfers” – or a public works programme (“you are paid for what you work”). The Covid-19 pandemic and in some cases political instability has also affected the provision of technical support, with some training activities being suspended.

In sum, while there are several improvements that can be celebrated, it is important to note that not being able to implement at scale program components essential in the sustainability of the program (such as the livelihoods component) remain as causes for concern.

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