



**VAN HALL
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**Targeting Practices in Safety Net Programs:
A Case of the PSNP of Gursum District,
Somali Region, Eastern Ethiopia**

**A Research Project Submitted to Van Hall Larenstein
University of Applied Sciences in Partial Fulfillment of
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By

Muktar Muhumed Ismael

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Acronyms

ARD	Agriculture and rural development
CFSTFs	Community food security task forces
CSA	Central Statistical Agency
DA	Development agent
DRMFSS	Disaster Risk Management and Food security
DS	Direct Support
FFGD	Female Focus Group Discussion
FGD	Focus Group Discussion
FSP	Food security program
FSTFs	Food security task forces
KAC	Kebele appeal committee
KFSTFs	Kebele food security task forces
MERET	Managing environmental resources to enable transition
MFGD	Male Focus Group Discussion
MoARD	Ministry of Agriculture and Rural Development
NRMD	Natural Resource Management Development
PIM	Program implementation manual
PSNP	Productive safety net program
PW	Public work
PWR	Participatory wealth ranking
PSNP PAP	Productive safety net program pastoral area pilot
RRM	Rapid response mechanism
SNNPR	Southern Nations Nationalities and Peoples
WFSTs	Woreda food security task forces

Abstract

After decades of shocks, drought and emergency food appeals forced millions of Ethiopians to be dependant and chronically food insecure, the government with the help of Donors and development partners formulated a safety net program in 2005 as an alternative response to the crises. However, a number of challenges are faced in the implementation of the program. Poor targeting processes resulting in inclusion and exclusion errors was one of the problems. Such targeting errors may lead, respectively, to some people benefiting from the program whilst they are not the ones most in need, and on the other hand, people who are among the ones in dire need, being excluded from the benefit. Obviously, such targeting errors make these safety net programs less effective. Meanwhile the problem is extreme in the pastoral areas of the country like Somali region where both the physical and human capacity for the program implementation is limited. The main motivation for doing this research was to identify the most critical cause of the program targeting errors and provide insight to the regional policy makers and donors for future improvement.

To achieve this, a case study was done in Gursum District of Somali Region, Eastern Ethiopia, to investigate and explore the major factors affecting the performance of the targeting by assessing the program targeting process. One member of staff from the regional level, 3 staffs at district and kebele level, 1 Development agent, 2 community leaders and 19 farmers were the source of information. Individual interviews as well as focus group discussions were carried out. A qualitative analysis method was used in this study.

The result of the study revealed that the program targeting guidelines were largely implemented and great efforts were made by the local government bodies to do this properly. However, there were several factors affecting the targeting process in which the major ones include; limited quota number, lack of reliable data, and lack of training and skilled manpower. Also, the advantages of participation and transparency that the community level targeting is supposed to demonstrate were not sufficient to guarantee a smooth targeting process. In short, even though the targeting process appeared to be working, the study concluded that several factors negatively affect the performance of the program.

It was recommended that there is a need for a continuous training and backup at the local government bodies implementing the program at district, kebele and community levels including community awareness creation by the regional food security department.

Key Words: Targeting Process, Targeting Methods, Targeting Errors, Inclusion, Exclusion, Selection Criteria, Appeal Mechanism, full family targeting, partial targeting, targeting guidelines.

CHAPTER ONE INTRODUCTION

1.1. Background information

Ethiopia is a country that has a long history of famine and food shortages (MoARD, 2010a). The food insecurity among the population is prevalent and there have been famines and consequently there was loss of lives of millions of people. As a result, for more than two decades, the country has been dependent on annual emergency food aids to meet the consumption requirements of all food insecure people. Although this humanitarian assistance was substantial (estimated at about US\$265 million a year on average between 1997 and 2000) and saved money lives, government evaluation assessment have revealed that it was unpredictable for both planners and households, and often arrived too little, too late (MoARD, 2010a). According to the government, the delays and uncertainties meant that the emergency aid couldn't be used successfully and little to protect livelihoods, stop environmental degradation, create community assets, or conserve physical or human household assets (MoARD, 2010a).

Recognizing this problem the government of Ethiopia launched a major consultation process with development partners in 2003 (MoARD, 2010a). The aim of the consultation was to formulate an alternative to crisis response to support the needs of the chronically food insecure households, as well as to develop a long-term solutions to the problem of food insecurity. This was the reason behind starting the new coalition of food security program (FSP) that aimed at shifting households out of the emergency relief system while also enabling them to “graduate to sustainable food security” (MoARD, 2010a). Under this FSP, the government started a major new initiative in 2005 – the productive safety net program (PSNP). Being a development oriented approach to chronic food insecurity, the safety net program has two main components: a labor intensive public work components and the direct support components to those households who have no labor at all, no other means of support, and are chronically food insecure (MoARD, 2010a). The objective of the program is to provide transfers to the food insecure populations in the chronically food insecure districts in a way that prevents asset depletion at the household level and creates assets at community level(MoARD, 2010a).

Even though the program started in the country at the beginning of the 2005, the pastoral regions were excluded from the first phase of the implementation. The reason was that the government and Donors agreed that pastoral area should be treated differently due to their livelihood difference from the other part of the country. The most basic divisions of the country's livelihood are between crop farmers, agro-pastoralists and pastoralist(Zappacosta, et al., 2012). However, within these general livelihood divisions there are a local factors applying which results more than 175 distinctive livelihood zones in the country (Zappacosta, et al., 2012). As a result of these prevalence differences in the livelihood system and also the capacity of the highland and pastoral regions, PSNP was fully rolled out in the pastoral area at beginning of 2010.

Now the program is in its second phase covering 319 woredas in eight regions of the country including pastoral regions to address 7.6 million people (MoARD, 2012). Out of the total beneficiaries 1.16 million people (15%) are addressed through direct support while the remaining balance is supported as per their participation on public work activities. The safety net program is implemented largely through government systems and structures. The nature of the program implementation modalities does not fit into the mandate and responsibilities of a single government office, directorate or department. Rather it is a program that links or connects different ministries, directorates and departments in both federal and regional levels with different roles and responsibilities (MoARD, 2010a).

1.1.1. Current food security situation in the Ethiopia

The country is highly prone to recurrent drought and natural disaster. According to the 2011 FAO/WFP crop and food security assessment report, an estimated 7.6 million people (or 11% of the rural population) are considered chronically food insecure, which means that in every year they depend on resource transfers to meet their minimal food requirements (Zappacosta, et al., 2012). In addition the report includes that over the past four years alone between 2.2 and 6.4 million additional people were food insecure or not able to meet their immediate food requirements (Zappacosta, et al., 2012). The major shock in the country according to the assessment report includes lack of/erratic rainfall and crop and livestock diseases (Zappacosta, et al., 2012).

More over the report indicated that, the country's relief aid requirement increased from 2.84 million beneficiaries from January to March, to 3.11 million from April to June, to 4.57 million from July to December in 2011 (Zappacosta, et al., 2012). At the same time about 329,500 children were admitted to the therapeutic feeding programs across the country (Zappacosta, et al., 2012). But on the other hand, the report highlighted that the situation never reached famine levels due to the existing productive safety net program and enhanced relief interventions by the Government with the help of international donors and development partners (Zappacosta, et al., 2012). Mean time, in Somali region, the number of people in need of assistance increased by one-third during the second quarter of the year 2011. Similarly, in Oromo and SNNP Regions, the number of the people in need of food assistances almost tripled between the second and third quarter of the year (Zappacosta, et al., 2012). In general however, the assessment report indicated that, the majority of the people in need of assistance in the country are found in Somali region (34.4%), followed by Oromia (33.7%), Tigray (10.7%), Amhara (10.2%), Afar (4.5 %) and SNNPR (3%) (Zappacosta, et al., 2012).

1.1.2. Somali Region context and the need for the PSNP

Somali region is one of the 9 regions of Ethiopia and it is the second largest region in the country next to Oromo region consisting nine zones and 67 districts. The 2007 census recorded a population of 4.4 million people (Commission, 2008). Livelihoods are primarily based on pastoralist and also there are agro-pastoral areas. Most of the populations are also engaged in other income generating activities like trading of commodities where as some others receive remittances from abroad (Team, 2007).

The region is one of the most underserved places in the country in terms of access to public basic services as a result it characterized high level of food insecurity and vulnerable livelihoods. The socio-economic infrastructure has been recently strengthened through building of basic facilities like schools, human and animal health facilities, and roads. However, the region remains one of the four least developed regions in the country, with limited human and physical capacity to fully undertake and maintain the public services (Team, 2007). It has been a receipt of food assistances for a number of years, covering about 1.3 million people annually (Team, 2007). Current food security assessment indicated that livestock prices are not matching to the rising cereal prices leading to continued unfavorable terms of trade for agro-pastoralists and pastoralists in the region (Zappacosta, et al., 2012). According to the assessment report, Terms of trade started to deteriorate since august 2010 and trends continue until 2011 and only improved from September onwards (Zappacosta, et al., 2012). However, the assessment report also indicated that the terms of trade remained more favorable compared to 2008 when pastoralists suffered by the global prices increases (Zappacosta, et al., 2012).

The government with the help of UN agencies, NGOs, Bilateral and Multilateral agency has made efforts to ensure that the neediest receive assistances on both the humanitarian assistances and other development activities. Despite long-standing and remarkable expenses in the food security programs, government and Donor support still does not reach many poor and vulnerable households in the region. Launched in 2009, PSNP now covers 729,390 beneficiaries within 32 districts of the region, which is equal to 16% of the total population. However, according to 2011 FAO/WFP food security assessment report (Zappacosta, et al., 2012) around 34.4% of the population in the region are currently in need of food assistances, this has been forced the program to exclude million of poor people during targeting. As a result to improve the impact that the safety net program can achieve within the scarce budgeted available for the program, the government should focus to transfer the resources on the poorest, landless and food insecure households. While lack of capacity of the implementing bodies explain some of the challenges faced in the program, poor targeting process also accounts for the gap.

Gursum district is one of the safety net woredas currently implementing the program. The district started full implementation of the program in the beginning of the 2010. With total population of 27, 400 (Commision, 2008), the district has a program beneficiary number of 10642 people. Among these, 8515 are public work beneficiaries and the remaining balances 2127 are the direct support beneficiaries. The district contains 18 kebele and the safety net program covers all the all of them. The background information of the district was described in details latter in the research Methodology chapter under the description of the study area as it is the focus of the research study area. Program kebele and corresponding beneficiary number are summarized below.

Table 1 Program Kebele and beneficiary number in Gursum district

No.	Name of the Kebele	Beneficiary no. by components		Total beneficiary
		Public work	Direct support	
1	Banbaas 01	549	137	686
2	Banbaas 02	572	143	715
3	Bushman	284	71	355
4	Bakaale	208	52	260
5	Halahaggo	506	126	632
6	Garbaha	510	128	638
7	Goljano	515	129	616
8	Adaade	682	171	853
9	Ceelxarlad	514	129	693
10	Kubijaaro	503	126	629
11	Qudhaca	600	150	750
12	Sh/Abdisalan	524	131	655
13	Kaliyaal	337	84	421
14	Tiqdham	303	76	379
15	Dhufayska	385	96	481
16	Toomaha	309	51	260
17	Caracaska	522	130	652
18	Golmarad	791	197	989
Total		8515	2127	10642

Source: (MoARD, 2012)

1.2. Problem definition

The government often sees Safety net program as one of the best strategies to achieve its goal of sustainable poverty reduction and to overcome the food insecurity problems of the country. However, the impact of the program has been weakened by several factors including poor targeting of the eligible households. This leads to targeting errors such as inclusion and exclusion errors. This means respectively, that some people benefit from the program whilst they are not the ones most in need, and on the other hand, that people who are among the ones in dire need, are excluded from the benefit. Obviously, such targeting errors make these safety net programs less effective.

There is also a lack of coordination between the different stakeholders involved in the program especially in the pastoral area like Somali region, where both the physical and human capacity to properly undertake the program activities is limited. Moreover, the program is intended to reach out approximately 7.8 million people (8% of the total population). However, the number of chronically food insecure people in the country is considerably exceeding the program transfers.

With such limited resources it is even more a challenge to identify eligible household correctly mainly due to lack of clear data. This research is aimed at assessing problems faced in the safety net targeting process and to identify the major factors affecting targeting performances. It is also considered whether local government bodies and

communities understood the program objective and guidelines and the extent to which they were applied.

1.3. Research problems

The Regional Office of Agriculture and Rural Development wants to know more about what are the critical factors influencing the targeting process. In addition as a staff member of the regional food security department, I am concerned to know more about how the program targeting process being carried out in the district. My department is specifically responsible for the coordination, technical support and M and E of the program implementation activities including targeting process.

1.4. Research Objectives

The objective of the Research is to make recommendations to policy makers and donors to improve the program targeting performance, by giving insight into the factors affecting the targeting process in Gurusum District, Somali Region.

1.5. Main and Sub-Research questions

1. What are the practices in the targeting process of the safety net program in Gurusum district?
 - a. How is the program targeting process being carried out?
 - b. What types of targeting errors occur in the study area?
 - c. What is the selection criteria used during targeting?
 - d. What corrective measures and appeal mechanisms are in place?
 - e. What are the communities' perceptions of the selection criteria used?
 - f. What is the overall knowledge and awareness about the program objectives and guidelines?

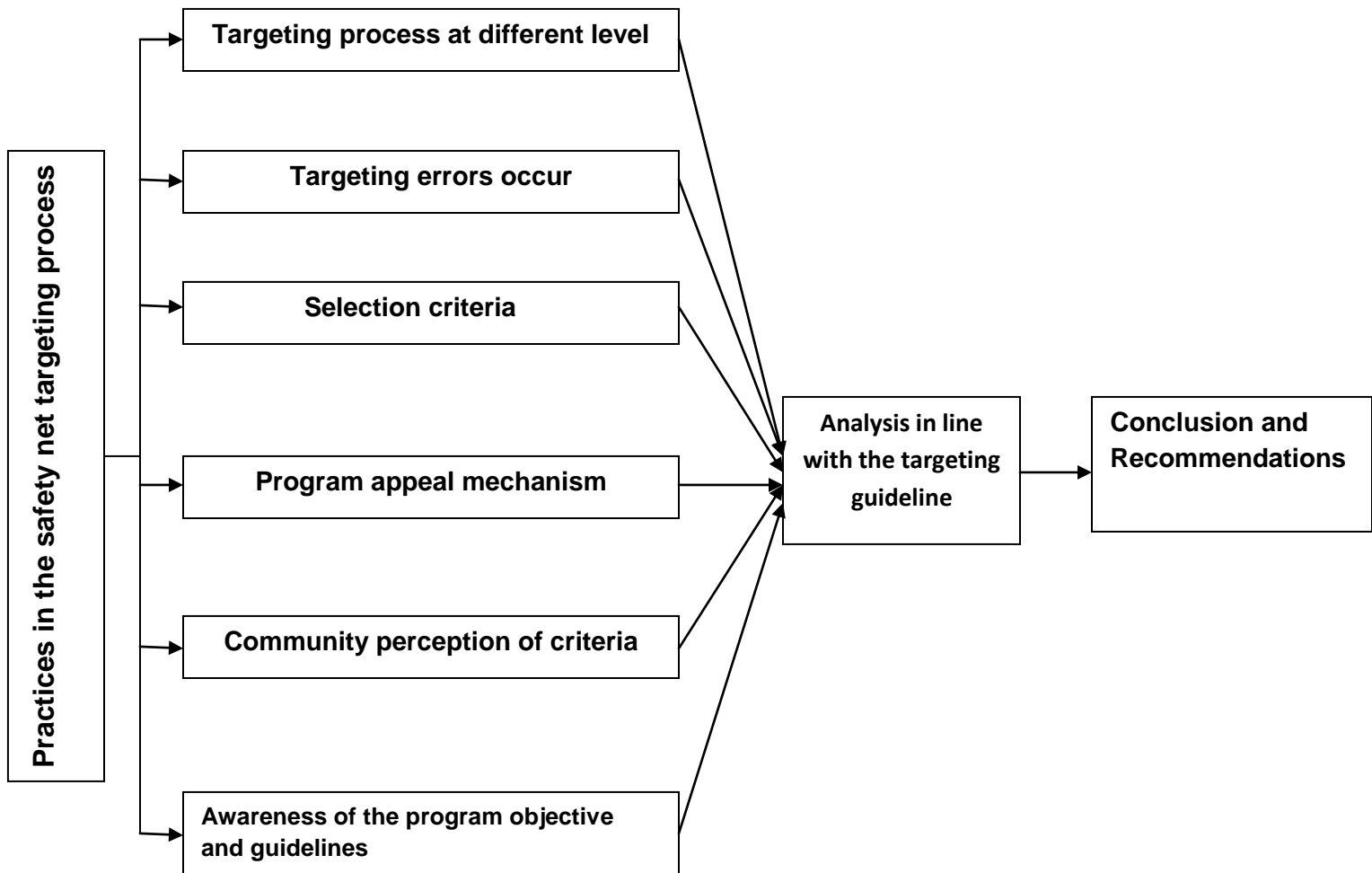
1.6. Outline of the thesis

The paper contains five chapters. Chapter I give general and background information, problem statements, and objectives of the study and research questions. Chapter II describes about; literature review and conceptual framework of the study. Chapter III describes the methodology approach used for the research, background information of the study area and methods used for gathering field data. Chapter IV directs the readers through results of the empirical findings. Chapter V is the discussions of the findings. Chapter VI summarizes the conclusion part of the study and draws recommendations.

CHAPTER TWO - CONCEPTUAL FRAMEWORK AND LITERATURE REVIEW

For this research, in order to provide a basic insight into the issues, a theoretical and conceptual framework was created. This was based on reviewing and exploring the following: safety net program targeting process at different level, targeting errors, selection criteria, program appeals and complaints mechanisms, community perception of the selection criteria, overall awareness and understanding of the program objectives by both implementing bodies and community.

Figure 1 Conceptual Framework



Source: Student's own design

2.1. Operational zing of the concepts

For the purpose of this study the following operational definitions of terms meant as indicated below

Targeting process

Refers the process by which chronically food insecure households are selected to participate in public works or direct support. It also includes ensuring the selected households actually to benefit from the program (MoARD, 2010b).

Selection criteria

It refers a list of subjective indicators or local knowledge that is used to select the eligible beneficiaries (MoARD, 2010b).

Chronic food insecurity

It refers the long-term inability of a household to ensure access to sufficient and quality food to get active and health life (MoARD, 2010b).

Transitory food security

It refers short-term (often one season) inability of a household to ensure access to sufficient and quality food to live active and health live (MoARD, 2010b)

Public works

It refers the main component of the safety net program designed to benefit labor surplus households (MoARD, 2010b).

Direct support

Refers the second component of the safety net program in which households that are not able to participate in public works receive direct assistance. These include labor poor households (MoARD, 2010b).

Eligible households

Refers a household that meets community or administrative criteria to participate in public works or benefit from direct support (MoARD, 2010b).

Remittance

Refers gifts cash or in kind received by the household from a relative living outside the recipients' location. The key issue in targeting is how to ensure the reliability of the remittances (MoARD, 2010b).

Safety woreda

Refers a district identified as chronically food insecure as per the definition given in the program implementation manual (MoARD, 2010b).

Safety net kebele

Refers a peasant association (PA) identified as chronically food insecure as per the definition given in the program implementation manual and selected to implement the program (MoARD, 2010b).

Appeal process

Refers the process by which the kebele appeal committee or any other responsible body manages the complaints of the community against the targeting decisions (MoARD, 2010b).

2.2. Safety net program targeting process in Ethiopia

The household's level targeting of the safety program beneficiary focused on families or households that had been in the beneficiary list of the previous emergency food aid. However, the local communities are allowed to modify and update the previous list of food insecure households based on local community criteria. By taking the advantage of local knowledge of household's circumstances, this approach facilitated for a flexible and easy community-based targeting strategy to identify the needy households (MoARD, 2010b).

Safety program targeting guideline indicated that four bodies were involved in the process of identifying household beneficiaries, who have responsibilities at different points in the setting of the targeting criteria and selection of household beneficiaries (MoARD, 2010b). These are the woreda food security task force (WFSTF), the kebele food security task force (KFSTF), the kebele council (appeal committee) and the community food security task force (CFSTF). WFSTF are responsible for adapting the program targeting guidelines on household selection criteria in order to make inline or relevant to the woreda local conditions and they are also responsible for training of the KFSTF (MoARD, 2010b). Regarding the KFSTF, they are responsible for establishing CFSTF in each program village; they are also responsible for familiarizing the program objectives and different criteria to be used in the beneficiary selection (MoARD, 2010b). They are also responsible for checking and screening households against program eligibility criteria and then they develop the list of the beneficiaries. As the guideline indicated, the kebele council or the appeal committee is mainly responsible for hearing and resolving complaints (MoARD, 2010b).

The program implementation manual (PIM), mention that, to be eligible for the program, first the beneficiary households should be member of the community who are chronically food insecure, which means households who have faced continuous food shortages (usually 3 months of food gap or more) in the last three years and who have had received food aid assistance (MoARD, 2010b). Apart from this, households who suddenly become food insecure as a result of severe drought and shock that resulted loss of asset and unable to support themselves as well as households without any family to support and other means of social protection are also included in the program beneficiaries (MoARD, 2010a). After the initial selection made based on the selection criteria, the following characteristics would be examined in order to verify and refine the identification of eligible households: household asset ownership (land holding, livestock ownership, food stock etc.); income from off-farm activities and alternative source of employment; and remittances from relatives (MoARD, 2010a).

Again the guideline indicates that the WFSTF and KFSTF were responsible for refining the criteria to be used for beneficiary household selection. Then The CFSTF then updates the beneficiary list according to the refined beneficiary selection criteria. After

identification of PSNP beneficiaries based on these criteria, households with available labor would be selected as public work beneficiaries and those without labor would be selected to receive direct support (MoARD, 2010a).

2.3. Targeting in international perspective

Fiscal constraints and the realization that growth and official development assistances were not necessarily helping the poor have led the international community to use tools to reach the poor. The literature indicated that making the poor the prime beneficiaries of any poverty program or policy, first the poverty elevation resources should invest in the sectors that can help the poor easily. Second the poor should have to be identified in order to be able to transfer the benefits of the program exclusively to them (Lavallee, et al., 2010). By doing this, poor are targeted in such a way that they are the sole beneficiaries of the program. As a result, one of the poverty reduction policy targeting is the selection of individuals or households whom are considered to be poor from the community.

According to the poverty alleviation targeting, working paper, although targeting can be geared to different concepts of poverty, targeted policies generally adopt the monitory approach. This approach defines the poor those individuals or households whose income is below a certain threshold.

Targeting is generally applied to the policies of social sectors. However, it can also apply in other policies developments like water and sanitation, energy and other rural and urban policy interventions. Coady et al 2003, identified, there are five types of policy interventions especially applicable to targeting: cash transfers, in kind transfers, public works, price subsidies and social funds. Among these, direct cash transfers, in-kind transfers and public works have some conditionality obligation (i.e. food for work) to the recipients (Coady, et al., 2003)

Table 2 Interventions Applicable to targeting

Type of interventions	Descriptions	Conditionality
Direct cash transfer	Paying money to targeted individuals or households regularly	Yes
In kind transfer	Transfers with targeted community in the form of free meal, nutritional supplements/food stamps, health care	Yes
Targeted subsidies	Subsidies poor household consumption of certain goods like water, gas, electricity, food stuffs, building materials health care and loans	Yes
Public works	Public work employment in exchange for a wage or food	Yes
Social funds	Investment in infrastructure intended for the [poor	No

Source:(Lavallee, et al., 2010)

2.3.1. Difficulties in implementation

In theory the implementation of targeting program activities and focusing poverty reduction tasks between poor individual and households is the most efficient way to reduce poverty and food insecurity (Lavallee, et al., 2010). But in practice a number of factors influence the implementation of targeted poverty reduction programs and policies and this can affect their impacts. The condition of each individual and households with regard to their income and the level of their poverty are not exactly known. However, targeting has to clearly identify who is poor which is a challenging when everyone is poor. This identification is never perfect as mention a lot of studies and literature review. First, it has to contend with the complexity and different costs of the mechanism used to bring to light or collects information on the individuals or households poverty levels (Lavallee, et al., 2010). Second by excluding part of the population from the beneficiaries, targeting deprives the targeted policy of political support (Lavallee, et al., 2010).

2.3.2. Lack of information access

Community targeting program administrators and implementers do not normally know who the poor is due to lack of correct information. The strategies they used in targeting cannot successfully identify the poor. Lack of correct information hence put the targeting in two types of targeting errors: inclusion errors and exclusion errors (Coady, et al., 2003).

“Inclusion errors”, also called as type II errors or coverage ((Coady, et al., 2003), generally occurs when a person who are not eligible to the program is benefited from the program or included beneficiaries. Programs that are intended to target the poor, inclusion errors are all the non-poor individuals or households benefiting from the program transfers.

“Exclusion errors”, also called as type I errors occur when the targeted individuals or households do not benefit effectively from the program, for instance poor individual or households are excluded from the program transfers. The worst targeting error occurs when non-poor individuals or households is reached while all the non-poor benefits from the program transfers. Conversely the best targeting occurs when the two identification errors are equal to zero (Coady, et al., 2003).

The effectiveness and the efficiency of the poverty reduction program policies are very sensitive to both these targeting errors (Lavallee, et al., 2010). Inclusion errors waste the program resources because some part of the program resources is reached to people who shouldn't receive it normally. As a result the inclusion errors doesn't improve the program effectiveness, rather it raises the cost of the program.

On the other hand, exclusion errors reduce the cost of the program, but they also diminish its efficiency because part of the transfers do not reaches individual or households targeted by the program. Then the impact of the program's poverty elevation decreases.

To improve the effectiveness of the targeted programs, inclusion and exclusions errors need to be minimized. However, it is hard to do so in practice. According to (Lavallee, et al., 2010), the definition of the extremely strict program targeting criteria reduces waste (leakage), but generally undercuts the coverage of the poor individuals (under coverage). On the other hand broadening of the targeted population coverage generally results in part of the non-targeted population being included.

2.3.3. Hiding of information

To distinguish the poor from the non-poor, means or tools of getting information has to be in place. In practice tools have been developed to these regards: self-targeting and collection of information on household living conditions and circumstances are used.

On the other hand, by using the information on household living conditions, targeting effectiveness mostly depends on the quality and reliability of the collected data and this is associated with the institutional capacity of the country in charge. To collect the high quality and reliable data, skilled and professional manpower is required.

The other important point relies on the effects of setting the eligibility criteria: to benefit from the program transfers, individuals or household are encouraged to change their living behavior patterns. For instance, non-poor households can move in to targeting criteria based on geographic area. When targeting calls for data collection, it program open solely to households with income below a certain threshold may prompt some households to satisfy their income information (Lavallee, et al., 2010). This problem is found particularly with households whose income is close to the eligibility threshold. One solution to reduce the disincentive of the program targeted using a selection criterion is to refrain from revealing exactly what this criterion is (Lavallee, et al., 2010). However, this undermines the program's transparency. And this gives those in charge of implementing the program at local level more flexible freedom, which could create a breeding ground for corruption and generate suspicious of the program (Lipsky, 1980).

2.4. Targeting methods

There are different types of targeting methods available, which can be grouped in to two main categories. First there are selective targeting methods i.e. the methods that define an eligibility criterion to target the population.

Second there are the nonselective targeting methods covering the different types of self-targeting. The choice between these two categories assumes a different overall policy concept since not all policies can be self-targeting (Baker & Grosh, 1994).

Targeting methods have the same goal such that to correctly and efficiently identify which household are poor or which are not. To understand the effectiveness to these approaches, it is important to distinguish between method and actors.

Methods refer to the approaches taken to reach the target groups. According to Coady, (Coady, et al., 2003) methods are divided in three groups: individual/household assessment, categorical targeting and self-selection. Actors refer to the identity of the individuals who perform two roles according to these three authors: the implementation

of the targeting methods and subsequent implementation of the intervention (Coady, et al., 2003).

2.4.1. Community based targeting

Due to the community involvement elements of the method, Community based targeting has recently gained a lot of support from the international observers. This is because Community participation in the implementation of the development projects has a key role to ensure ownership and sustainability of the projects. In recent year's projects Community participation in the program designs and implementations has been used as means to overcome the information constraints. However, Ravallion (Ravallion, 1993) indicated that the approach is prone with abuse by the local elites during beneficiary selection.

Research findings also confirm that community based targeting has an advantage of exploring local information and has shown to be effective in many programs targeting. A recent survey of country lessons learned with social safety net programs revealed that, programs that involve communities and other local community leaders can result better targeting outcomes. Some of the strong points of the community based targeting are less administration coast, better transparency, monitoring and accountability. It also provides better insight for assessing the needs, establishes a local explanation of poverty and food insecurity, which may be more suitable to local circumstances and socio-cultural situation of the community and also strength collaboration and community organizations.

However, there are some drawbacks associated with this method. Conning and Kevane (Conning & Kevane, 2000) explained that chances of creating divisions and miss-understanding within the community, the risk that, probably the selection process may be diverted to serve in favor of the elite are some these drawbacks associated with the method. Similarly, the food security task force members who were given the responsibility to select beneficiaries by using a set of guidelines were still failed to select the poor. There is a tendency of the food security task force members to favor some families and friends.

2.4.2. Geographical targeting

Instead of targeting individuals or households, many poverty reduction programs prefer broader targeting rather i.e. choosing a category of population in an area of residence (Baker & Grosh, 1994). Because it is less cost and less time consuming compared to other types of targeting methods. Demographic characteristics such as age, gender etc. is considered in this method. Particularly it is applicable in countries or areas in which a category of the population is more affected by the poverty compared to the others. This targeting method takes into account the non-monetary aspects of the poverty as that of proxy –means testing and reduces unfair inequalities based on gender or place of birth (Lavallee, et al., 2010). It is only efficient in two conditions: targeted category must be poorer than the other categories and individuals or households in the category must be relatively homogeneous in terms of their poverty status (Coady, et al., 2003).

2.4.3. Self targeting

It is a targeting method, which is based on incentives mechanism. Based on these incentives, the poor will be encouraged to participate the program where as the non-poor will be discouraged to participate. The allocation mechanisms make the implicit cost of participating in the program proportional to the participant's level of income or wealth (Lavalley, et al., 2010). A number of benefit or transfer allocation mechanisms are commonly used in this method: workfare, goods quality differentiation and distribution conditions.

CHAPTER THREE RESEARCH METHODOLOGY

3.1. Research context

3.1.1. Organizational context

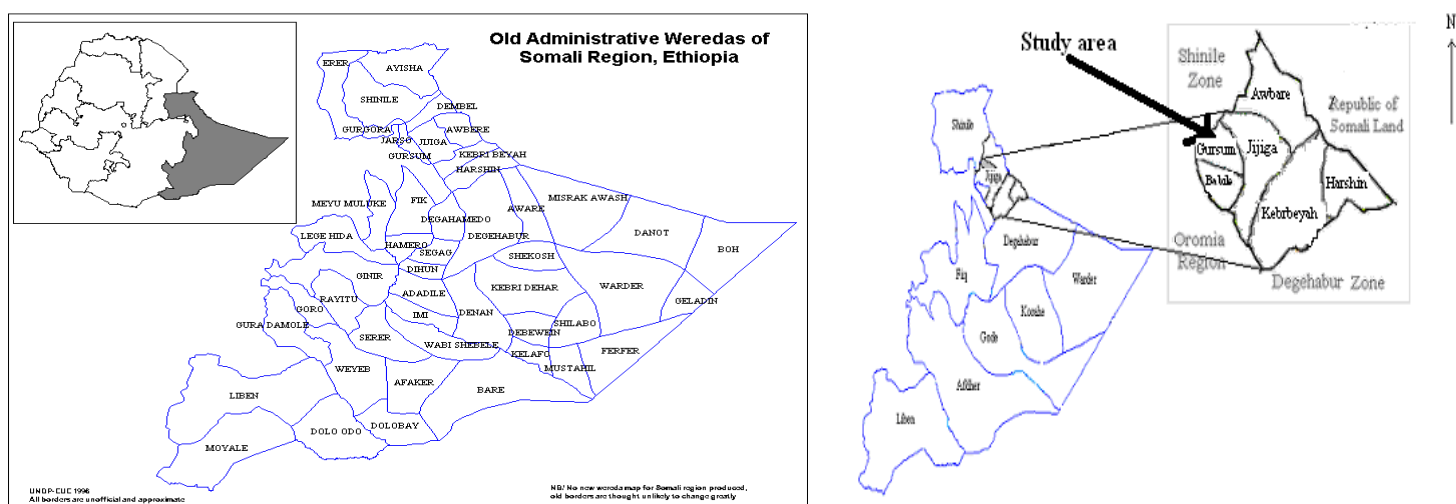
The regional agriculture and rural development (ARD) is responsible for overall management and coordination of the safety net program through its food security department. Food security department is directly responsible for the timely transfer of the program benefits to the beneficiaries and support the implementation and monitoring and evaluation of the program. Again through its natural resource management, the agriculture and rural development office is also responsible for coordinating overall public works activities including supervision, technical support, capacity building etc (MoARD, 2010a). In addition, the office is responsible for overall program targeting process.

3.1.2. Description of the study area

The study was conducted in Gursum district located in the eastern part of Ethiopia along the major road from Harar town to Jijjiga. It is found 594 km east of Addis Ababa and 32 km west of Jijjiga (capital of the region).

This district was chosen because of the accessibility with respect to roads and proximity. Again the kebele selection was carried out with the district officials and knowledgeable experts from the district agriculture office. Accordingly *halahago* kebele with the total beneficiary number of **632** was selected. At the kebele level the researcher collaborated with the DA, Kebele and community food security task forces and community leaders to bring a representative number of the respondents.

Figure 2 Map of the Study area



Source:(Tefera, et al., 2010)

Gursum district is located within the Jigjiga agro-pastoral livelihood zone (LZ15), which has two distinct agro-ecological areas – valleys and mountains in the west and vast plains in the northeast and south. There are no permanent rivers running in the area. The area depends on the Diraa' rains (mid March – mid May) and the karan rain (mid July – mid October). The soil type are mostly black fertile. Some additional characteristics of this area are given below by manner of key words:

Livelihood: rain-fed sorghum and maize production, livestock mainly sheep and goat and cattle and also camels for the middle and better-off households.

Land and water: households belonging to all wealth groups have almost similar land holdings but may cultivate only part of it. They may also have some grazing land. Better-off households have the ability and resource to cultivate wider areas. In a normal year there is enough water for both human and livestock.

Crop production: main crops cultivated with the *dira* rains (mid March – mid May) include long maturing varieties of sorghum and maize. During *karan* rains (mid July – mid October) short maturing varieties are cultivated (barley and maize) and some groundnuts. *Guus* is the principal arrangement used to ensure all households are able to plough their lands. The owner of the land provides food and chat in exchange of that day's farm labor.

Migration and livestock: when there is not enough rain, households with livestock move to the closest grazing area. Pasture and fodder availability are difficult in March. Usually crop residues between May and July supplement primary milking cows and oxen normal pasture.

Food, income and expenditure: foods are mainly from own crops and livestock production, some purchase and also some food aid and gifts from relatives (in poor households). Their income comes mainly from crops and livestock production. There is also some bush products especially for the poor households. In general poor households afford to purchase food and non-food essentials; middle and better-off can pay schooling for their children.

Vulnerability and responses: population in this area is very vulnerable to drought especially what they call *hamaday* (frost in October/November), crop pest and market price fluctuation. Most of the poor households cultivate higher yielding crops in response to this, middle and better-off households sell fodder and other crops when there is good price and some better-off households sell even cattle.

Market: The area is connected with different marker centers including Jigjiga and Dire Dawa towns as a result there are better market access in the area. Main items traded in the area include; cereals (maize, sorghum, wheat), livestock (cattle mainly oxen) and also some shoats (sheep and goat). Livestock ownership and the cultivated area of land are the major determinant of the wealth. Better-off and middle households have some camels while the poor households don't. Cattle ownership is determined by the number of oxen the household have and hence the area that they can plough this oxen.

3.2. Research strategy

Considering the qualitative nature of the research study, a case study was chosen in order to get-in-depth information. A qualitative approach developed from the conceptual framework which involves both primary and secondary data collection was used in this study. A desk study was used to carry out to explore the existing information from the literature that would help provide a basis for the research. Secondary information was obtained from the books, journals internet and agriculture and rural development annual reports. Case study is the methodology that permits to gain profound insight in complex social setting or social processes permitting the researcher to have the holistic and meaningful characteristics of the real events (Yin, 1984). In addition Case study is useful for engaging minority or marginalized audience.

3.2.1. Data Collection Methods

Based on conceptual framework, the researcher used both primary and secondary data sources for this research. To generate the required data from the primary source, different methodological tools such as in-depth interviews, focus group discussion and PRA tools where used by the researcher.

1. Focus group discussion

Four focus group discussions (FGD) were carried out in the research to get insight and understanding of the issue in concern. According to Wilkinson (2003), the advantage of FGD is that, when managed well, they can produce a broader as well as more-in-depth understanding of an issue or topic, because the interaction process stimulates memories, discussions, debates and discloser in a way that is less likely a one-to-one interview. The total number of farmers involved in the discussions was nineteen (19). Program beneficiaries and non-beneficiaries were purposively selected to minimize the bias that can influence the result of the research. During FGD the respondents were divided in to four small groups (beneficiary female, beneficiary male, non-beneficiary female and non-beneficiary male) and each small group were interviewed separately in a different day to ensure that everybody could participate and express his/her opinion freely. Similarly, during discussion with female respondents, the researcher used a female interviewer to handle the discussion so that the female respondents can talk and participate freely in the discussion. In order to minimize the errors in the data collection that may be introduced by the enumerator, training was provided to ensure that the checklist questions was understood by the enumerator and was asked correctly and consistently.

2. Participatory wealth ranking

In order to determine targeting errors (i.e. the proportion of non-poor to those who are poor) a participatory wealth ranking method was used with both the program beneficiaries (5 male and 5 females) and non-beneficiaries (4 male and 5 female). The assessment of the value of household assets and their farm size were taken to classify the program beneficiary and non-beneficiary households in to rich, medium and poor wealth categories. To justify this method, literatures using community definitions and self-ranking tools based on this approach acknowledge the complexity and subjectivity of poverty and assert that insiders are the most knowledgeable and use communities

own definitions and perceptions of poverty (Simanowitz, et al., 2000). As a result, community leaders were used during undertaking the exercise. Even though the design challenge is to find a way of obtaining consistent and honest information from the communities, however, participatory wealth ranking (PWR) is believed to be the most commonly used example (Simanowitz, et al., 2000).

3. Individual interview

Apart from the focus group discussion, the researcher carried out key informant interviews by using an individual open-ended interviews checklist in order to explore information about subjects under study. Accordingly, five categories of the respondents were interviewed to get information on whether local government bodies and communities understood the program targeting guidelines and the extent to which they were applied including the challenges faced during targeting process.

The regional food security department director was chosen because on behalf of the agriculture and rural development, the food security department in which he is the general director is responsible for the overall safety net program implementations. As a result he is more involved in the program-targeting problem and can say more about it while the woreda, kebele, and community FSTFs are the ones who did the program targeting process at local levels. So they are the most important key informants in this regards. Development agent working in the area was also interviewed because he is the one providing the services and has a direct contact to the community. Finally, an interview with the local community leaders was done to get in-depth information about the household wealth classification and to get overview of the villages and condition in the study.

3.2.2. Secondary data

The secondary data was collected by desk study methods from various literature (internet search, reading books, publications, journals and videos) and documents on the topic in order to provide theoretical and conceptual framework that was used as an input for the study process and draw conclusion of the research findings. The literature reviews were served both as theoretical positioning and empirical base for the analysis of data collected from the field.

3.2.3. Sampling method and target respondents

A purposive sampling method was employed for this research. The program beneficiaries and non-beneficiaries and implementing local government bodies were purposively selected in order to minimize the biasness that could influence the research outcome. The sample size of the research units was 26 people consisting of 19 farmers (10 beneficiaries and 9 non-beneficiaries), local government bodies (1 food security director, 3 members of FSTFs, and 1 development agent) and local community leaders (2 community leaders). The ratios of males and females respondents were respected during research procedure.

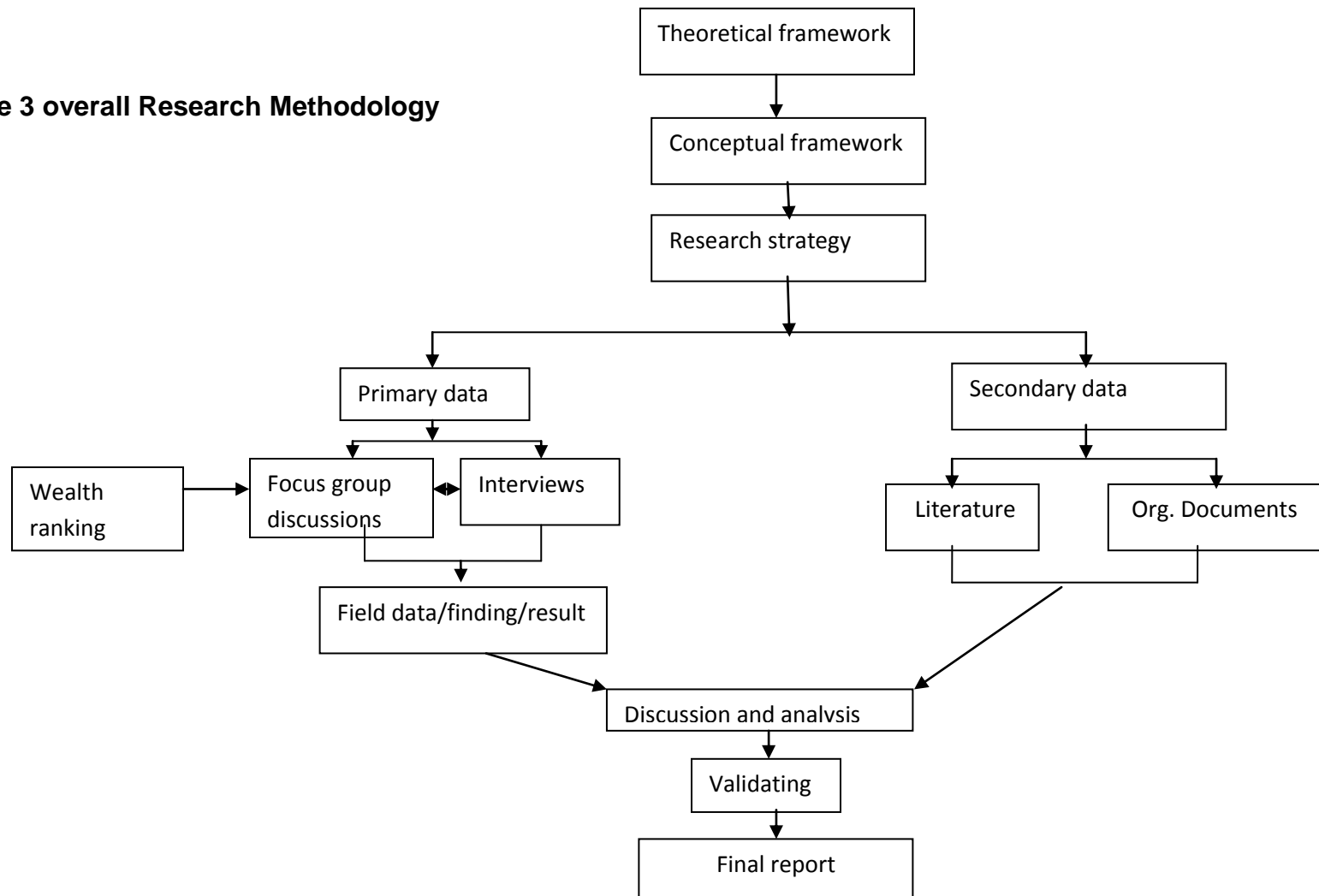
Table 3 Strategy and Source of the data

Type of data collected	Source data/strategy			
	Beneficiary FGD n=10 (5male & 5 females)	Non-beneficiary FGD n=9 (4 male & 5 females)	Local government body interview. N=5	Local community leaders interview n=2
Overall knowledge of the program objectives and guidelines	✓	✓	✓	✓
Process of targeting at different levels? targeting method and selection criteria	✓	✓	✓	
the appeals mechanism of the program	✓	✓	✓	✓
communities' perceptions of the selection criteria	✓	✓		✓
community participation of the selection process	✓	✓	✓	
Types of inclusion and exclusion errors	✓	✓	✓	✓
Sources of inclusion and exclusion errors	✓	✓	✓	✓

3.3. Data analysis

The qualitative data collected was systematically analysed by describing, grouping, categorizing, summarizing and discussing the findings under different themes. Finally, texts and tables were interpreted the findings in order to draw conclusion. The following diagram depicts the overall research methodology and analysis adopted for the study.

Figure 3 overall Research Methodology



3.4. Validation Meeting

A draft of this research report was presented to the Regional agriculture and rural development Food Security Department Staffs. The feedback and comments incorporated during the meeting was facilitated the completion and quality improvement of the final draft report.

3.5. Ethical Issues

The researcher was discussed the purpose, methods and intended use of the research with all participants. The confidentiality and privacy of the information provided by the respondents were respected. In addition, obviously, the respondents participated voluntarily.

3.6. Research Limitations

The result of the study was mainly based on the perception and interviews held with the members of the FSTFs community leaders, DA and farmers. Therefore, it is inevitable that professionals' and farmers' biases would influence the result of the research.

A household level baseline survey in the district was unavailable. Therefore, the next challenge was to find a way of obtaining consistent and honest information from the communities and other local government bodies with regard to the household wealth ranking and their food insecurity status.

The researcher tried to adopt and arrange stakeholder meetings in the district for validating and triangulating information among stakeholders. However, these did not work out due to different reasons.

Another limitation was that the farmers and local government bodies were busy with the distribution of the safety program transfers during the fieldwork. On the other hand the study was undertaken in only one kebele of the district, which makes it difficult to generalize the result to the other kebeles in particular and to the whole region in general.

Finally, my position as a member of regional food security department employee may negatively affect the quality and consistency of the information provided by the non-beneficiary respondents.

CHAPTER FOUR RESEARCH FINDINGS

This chapter reports the findings of the study that was conducted with the target respondents with respect to targeting process at different level, targeting errors, criteria used during targeting, program appeal mechanism, community perception of the selection criteria and overall knowledge and awareness of the objective and guidelines.

4.1. Process of the program targeting

In this section the researcher presented the findings of how the targeting process has been carried out in the Somali region. Here the focus has been given at different level starting from regional level up to community level. At regional level the researcher interviewed the regional food security department head. At woreda, kebele and community level, the interview was involved three members of the FSTFs respectively and one DA.

4.1.1. Regional level perspective

Here the regional food security department director was interviewed. The director was asked questions with regard to how the program targeting process takes place in the region, roles and responsibilities among actors involved in the process, problems encountered and their causes and also if they made any adaptation of the targeting guidelines in to the local conditions.

According to the director, the program targeting process begins at regional level. The regional disaster prevention and preparedness offices prepares the list of the past relief history beneficiaries in each district. The list is submitted to the federal level government through the office of the regional agriculture and rural development. The federal government approves the potential beneficiary list and allocates a quota number to the region. Then the regional officials allocate a quota for each district and the district officials allocate a quota for each kebele-the lowest administration level. On the other hand this is also indicated the roles and responsibilities of the different actors involved in the program targeting process. The director also mention that the population size and estimated number of the chronically food insecure people were consider to allocate a quotas for each district and kebele.

With regard to the problems associated in the targeting process and their causes, he explained that the most important problems were related in the social and livelihood setting of the pastoralists. The director said that it was a difficulty to target in such a nomadic pastoral household. For instances, he mentioned that during targeting some eligible households were excluded from the program beneficiaries because of their migration/movement/absence from their places in search of pasture and water for their livestock during the dry season of the year.

When probed about this, the director also mentioned that problems also lie to the culture of sharing behavior of the pastoral societies. In his interview, there were other responses related to culture, such as the one quoted below:

The culture of resource sharing is dominated in the livelihood of the Somali community. Especially, it is widely practiced in the rural areas. Moreover, majority of the population are almost similar with respect to income and wealth variation. Thus, they believe that they can realize food security at the community level rather a household level

During the interview, the director was asked if they if they made any change of the program targeting guidelines in order to adapt the local conditions and circumstance. He indicated that there were no significant differences in the targeting guidelines used in highlands regions and in the pastoral area like Somali region. However, he said in order to account the values and customary norms of the pastoralists, community leaders were more involved in the program targeting process in the local level. This is how he explained the issue.

In fact, there were no significant differences in the targeting guidelines used between high land and lowland regions. But community value-based issues were given a consideration during targeting process in Somali region. However, the region did not develop a pastoral specific version of targeting guidelines yet.

4.1.2. Woreda level perspective

In this part of the result, the head of the district agriculture office was interviewed. He is also a member of the WFSTFs. As a result during the interview he was also acting as a member of WFSTFs. The issues raised in this section were, the program targeting process at the district level, the criteria used in order to select the food insecure kebeles and household within the district.

According to him, first they requested from communities to select trusted individuals to participate in the program targeting on behalf of them. Then they divided selected individuals in to three groups. During the targeting each group will select the people they think to be eligible to include in the program participants according to their wealth status. Then the three groups were brought together and asked them to read the names of the lists they have. Households whose names appeared in all the three groups' lists were selected as a first choice. Then those households whose names appeared in two group's lists were selected.

With regard to the criteria used to select the food insecure kebele, the regional Food security department director had already mentioned in the previous interview that the population size and estimated number of the chronically food insecure people were consider to allocate a quotas for each kebele by the district officials. Similarly, the head of the district agriculture office was asked the same question to cross check their responses. Consequently, interview held with the head of the district agriculture office has explained the issue as in the following way.

We know the conditions of different kebeles in the district. They don't have similar problems in terms of food insecurity. The population sizes differ also. Even some of them are pastoral were as others are agro-pastoral and farming area. As a result all these issues and others are given a consideration when the

quotas were distributed to the kebeles. Finally, the communities in each kebeles will be informed the beneficiary number they have.

At the same time, he pointed out that the quota allocation for kebele level was also made based on the level of poverty and past relief history of each kebele. Again here the WFSTFs divided the kebele beneficiary quota amongst the villages of the kebele based on the number of population and relief history.

4.1.3. Kebele level perspective

At this stage the researcher assessed the findings of how the program targeting process takes place at kebele and community level. One member of the KFSTFs was interviewed at the kebele level. According to him, the program targeting was doing by the kebele food security task force (KFSTFs) and the DA at this level. With regard to the process, he mentioned that, the woreda food security task force (WFSTFs) mandated the kebele food security task force (KFSTFs) to establish Community food security task (CFSTFs) and Kebele Appeal Committee (KAC). Then the CFSTFs and DA starts selecting program beneficiaries based on pre-determined selection criteria. According to him they visit the household's houses to assess their wealth status. In this way they identify the eligible households according to the selection criteria and the quota number they have. Finally, the KFSTFs and community leaders ensure households screening based on their livestock and land holdings.

4.2. Targeting errors in the study area

In order to determine targeting errors (i.e. the proportion of the better-off to those who are poor) a participatory wealth ranking method was used with both the program beneficiaries and non-beneficiaries. The assessment of the value of household assets and their farm size were taken to classify the program beneficiary and non-beneficiary households in to better-off, medium and poor wealth categories. Community leaders said, in their area a farmer is considered better-off if s/he has 8 - 12 cows, 5 - 7 camels, a farm land of 10 (cultivating 3-4 ht) hectares; medium with 5 – 6 cows, 3 – 5 camels, and a farm land of 7(cultivating 1-3 ht) hectares; poor with 2 - 3 cows, no camel, and a farmland of 3 (cultivating only 1 ht) hectares or less. During the classification, the ranking system was taken in account the price of the livestock as well as the farm size.

Table 4 Wealth ranking

Wealth type	Poor	Middle	Better-off
Household size	5-7	6-8	9-11
Livestock holdings			
Camel	0	4-8 (3 – 5)	5 – 7
Cattle	2 – 3	5 – 6	8 – 12
Shoat	6-10	15-20	30-45
Cultivated land (hectares)	3 (1 cultivated)	7 (1-3 cultivated)	10 (3-4 cultivated)

Source: field data

According to this wealth classification of the program beneficiary respondents, the FGDs held with the male and female program beneficiaries indicated that of the 10 respondents, 8 falls under the poor wealth status and the rest fall in to the medium and rich categories. On the other hand, non-beneficiary wealth classification indicated that out of 9 respondents 6 falls under the category of wealth and medium categories while the remaining 3 fall under the categories of poor.

The above results were corroborated by the claims from the non-beneficiary female and male FGD respondents who express that there were better off (non-food insecure) households participated in the program beneficiaries.

When the non-beneficiary female and male FGD respondents were asked to rank the major problems affecting the targeting process, they said that exclusion of the poor due to limited quota (6 respondents) is the first problem. Other problems that mentioned were inclusion of better-off households lack of community participation in the process and favoritisms with family or friend and also absenteeism during targeting.

4.2.1. Source of inclusion and exclusion errors

In order to assess the existences, prevalence and sources of the inclusion and exclusion errors of the program, key informant interview with the woreda food security task force was held and he acknowledged the presence of inclusion and exclusion errors in the program. According to his perception of the causal factors, limited quota number received from the regional level was the most frequently cited problem. Others include; sudden shock and drought affected the better-off households, lack of reliable data, and absenteeism during targeting. One of his interview responses quoted during the discussion was presented below.

It is possible to leave out food insecure households or include food secure households during targeting. This is because there is no reliable data to classify; again the quota given was not much with the people who should have been included in the program. In addition household's food security is a dynamic and very often changes occur frequently in the pastoral area. As a result money people become food insecure after the program targeting.

Individual interview held with the KFSTFs was asked similar questions as the WFSTF to assess if they are aware of any inclusion or exclusion errors in the program. The result was similar with the explanations of the WFSTF. Thus, inadequacy of the quota, absence of the some poor people during targeting and lack of reliable data was the main reason here also.

Again the kebele level key informant was asked about the incidence that the households were included in the program due to their high social and/or administrative profile in the community. But he refused to share this idea and his response was “to my knowledge, there were no better-off households included deliberately in the program beneficiary”. On the other hand, half of the non-beneficiary female and male FGD respondents claimed that community leaders and other kebele structures were included some better-off households in the beneficiary list.

4.2.1.1. Full-family targeting

During the key informant interviews at regional, woreda and kebele levels, the researcher assessed the perception and understanding of the food security task forces about the issue of full-family targeting. Based on the above interviews, Regional food security department director key informant revealed that full family targeting was being implemented only in 8 districts and the region have a plan to further scale up in the remaining districts also.

Most of the district and kebele level officials understand the advantage of the full family targeting for achieving the program objectives. But it was mentioned from their individual interview that it didn't implemented during targeting. The justification for this was, due to limited quota number of the program, full family targeting was challenging. The entire key informants' interviews held with the members of FSTFs (3 members) indicated the need to cover a large number of people in the program as a reason why full family targeting was not in practice. As a result, partial family targeting was practiced in the study area. Interview from CFSTF member indicated this.

During program awareness creation, the important of full family targeting was addressed to us. However, we did not implement during targeting. This is because food insecure households are more than the program transfer amount. As a result, we try to include as many people as possible.

4.3. Program targeting selection criteria

The woreda, kebele and community FSTF and DA who have been working in the program were individually asked to write down the targeting criteria they used to select the program beneficiaries in the study area. All of them (3 FSTFs members and 1 DA) were common in mentioning poverty and food insecurity as a criteria used for beneficiary selection. On the other hand, the DA included people with no land and livestock as a priority criterion for eligibility. The interview of WFSTF representative added that female-headed household and disability was also part of the program selection criteria especially in the direct support component of the program. In general all the interviews held with 3 members of FSTFs and the DA result shows that poverty, food insecurity, no land and livestock, female headed households and old and disability were used as criteria during program beneficiary selection in the study area.

4.4. Appeal mechanism in place

During individual key informants with 3 members of FSTF, they stated that there were kebele appeals committee (KACs) in each program kebele and they are functional. However, this was crosschecked by the responses of the FGD. Accordingly, 3 respondents from non-beneficiary FFGD indicated that they heard appeal committee was established in the kebele, but they don't know where they are. Other 3 respondents from non-beneficiary MFGD said even if there is an appeal committee, they are not active because they didn't handle even one case yet. On the other hand, 6 out of 10 respondents from both beneficiary FFGD (2 respondents) and MFGD (4 respondents) suggested that there were appeal committee in the kebele but not working due to lack of training. The remaining respondents indicated that they don't know the appeal committee.

All the respondents from the non-beneficiary FFGD and non-beneficiary MFGD reported that they have never complained against targeting decisions. As a result they can't talk about both the appeal process and committee. When the researcher asked them the reason for this, their responses was 'we don't know how and to whom to appeal because there is no functional appeal mechanism in their kebele.

4.5. Perception of the selection criteria

Results show that many respondents indicate poverty related issues as a reason why the households were selected. Most of the respondents from non-program beneficiaries (4 female and 2 male) said that the program were targeted the poor people such as; the people with small or lack of land and livestock agreeing that the targeted individuals were poorer then the excluded ones. On the other hand, there are 2 respondents from beneficiary FFGD and 3 respondents from beneficiary MFGD who identify being old and weak or disabled as a reason why people are selected. No one of the respondents generally perceive the religion or ethnicity as a selection criterion but there were some non-beneficiary respondents who believed that political orientation of the household head and favoritisms to family or friendship issues were used as criteria for the inclusion of the program participants. There were also cases in which the selection criteria were perceived to be challenging due to less quota system.

4.6. Overall understanding of the program objectives

In principle as indicated by the program implementation manual (PIM), the woreda level government body has the key role overall safety net program planning and implementation activities starting from the community orientation and awareness creation. As a result, there has been a deliberate strategy to capacitate at woreda level office of agriculture and rural development in most of the program woredas. Here the researcher assesses understanding of the program objectives by the FSTFs and local community.

4.6.1. FSTF and the DAs understanding of the program objectives

During key informant interview with the food security task forces, WFSTF key informant said that, the main objective of the safety program is to assist people to survive and go out from the food insecurity. He also indicated that the program objective was to promote a working culture among community members by participating public work activities. Similarly, KFSTF key informant mentions that the main program objective was to get people out of poverty so that they become self-sufficient in the future. Again CFSTF key informant stated the program objective as follows;

The program objective is to help the poor people through works schemes and to give free transfers to the old and weak people. It is also for development because it is good for local infrastructure (roads, bonds, soil erosion etc.)

At the same time, key informants interview held with one development agent (DA) at village level also revealed varied definitions and understandings of the program objectives. He explained the program objectives as an employment opportunity for those who are capable to work without being dependent of food aid. Another definition of the program objectives according to the DA is indicated below.

The objective of the program is to teach the people how to work and to improve the living standard of the community by providing food and cash.

4.6.2. Beneficiary and non-beneficiary understanding of the role of CFSTF

During focus group discussion, all the 19 respondents (beneficiary and non-beneficiary) within their respective focus group were asked the role of community food security task forces. 5 out of 19 respondents (2 from beneficiary female FGD and 3 from beneficiary male FGD) indicated that, the role of the CFSTFs was to mobilize and monitor communities for public work activities. 9 out of 19 respondents (5 from non-beneficiary female FGD and 4 from non-beneficiary FGD) said that, exactly we don't know their role were as the remaining 5 out of 19 respondents (3 from beneficiary female FGD and 2 from beneficiary male FGD) perceived that identifying public work participants as one of the roles of the CFSTF. The following table summarizes the above findings

Table 5 Community understanding of the role of the Community FSTFs

Role of the CFSTF	Beneficiary FFGD (n=5)	Beneficiary MFGD (n =5)	Non-beneficiary FFGD (n = 5)	Non-Beneficiary MFGD (n= 4)
Mobilization and monitoring of public works activities	2	3		
Identifying public work participants	3	2		
Don't know			5	4

4.6.3. Community understanding of the program objectives

During the FGD, overall communities understanding of the program objectives were assessed. By raising questions like “what do you understand about the program? Or “could you tell me at least one objective of the program? 9 out of 19 respondents (3 from beneficiary FFGD, 4 from beneficiary MFGD and 2 from non-beneficiary MFGD) said that the program was intended to support the poorest people and by doing this able bodied get their transfer through public work and the old, weak and female headed households were given free transfer. 5 out of 19 respondents (5 from non-beneficiary FFGD) perceived the program as a gift from an NGO to support the poor. The remaining respondents (2 from beneficiary FFGD and 1 from beneficiary MFGD and 2 from non-beneficiary MFGD) said we don't know exactly about the program objective but we can see that it helps the poor people. The following table illustrates this finding

Table 6 Community understanding of the program objectives

Role of the CFSTF	Beneficiary FFGD (n=5)	Beneficiary MFGD (N =5)	Non-beneficiary FFGD (n = 5)	Non-Beneficiary MFGD (N= 4)
Intended to support the poorest people	3	4		2
Gift from an NGO			5	
Don't know	2	1		2

CHAPTER FIVE DISCUSSION

In this chapter the findings presented in chapter four are discussed. In addition the information in the results was also compared with concepts and experiences as described in the literature review.

5.1. Targeting process in the study area

Results show that in general there are two levels of area targeting in the process. First the selection of chronically food insecure districts and secondly the selection of food insecure kebele. At this level, the regional food security steering committee chaired by the vice president of the region presents the proposed targeted woreda to the regional cabinet for approval. The selection of food insecure districts has been done and 32 districts have been selected from the region.

The second level of area targeting is selecting the food insecure kebele in each district. At this level, the district cabinet approves the target kebele proposed by the woreda food security task. WFSTFs proposed the target kebele based on both population size and estimated number of chronically food insecure people. The program targeting guideline explained the criteria to select the kebele indicating that the chronically food insecure kebeles that were unable to meet food needs for three consecutive years and therefore, received food aid in the past should be included in the program (Refer). But KFSTFs key informants didn't mention these criteria. As a result it was not clear how the food insecurity level of the kebele is assessed. Similar findings from the literature indicates this also, indicating that in practice, districts were taking a variety of approaches, either including all kebeles or selecting the most food insecure one but no guidance or criteria were followed (Sharp, et al., 2006).

The findings indicated that lack of reliable and clear socio-economic data in the each kebele of the districts was one of the challenges faced during targeting. As a result, this may create a tendency to include all the kebeles of the district in the program, which will result poor area targeting. And in the long run this has also negative impact on achieving the graduation of food security status on the intended households.

Findings indicated that within the kebele level, KFSTFs mandated the community food security task forces, the DAs and community leaders to select the eligible household from the community. CFSTFs and the DAs assess at households level asset ownership and submit the result to the KFSTFs and community leaders for refinements. But in contrary to this the WFSTFs key informant mentioned that they request from the community to select trusted individuals who participate in the process of targeting on behalf of them.

On the other hand the results show that there were no major differences in the targeting guidelines being used in highlands and pastoral areas. However, in pastoral areas community leaders were more involved in the targeting process. This is because there were a widespread issue regarding the need to account for what was described as considering for community values and customary norms. This was reflected in part by the inclusion of community leaders in selecting the beneficiaries. As a result some modification of the program targeting guidelines to the local condition is important.

WFSTF are responsible for adapting the program targeting guidelines on household selection criteria in order to make inline or relevant to the woreda local conditions and they are also responsible for training of the KFSTF. But the findings indicated that this function of the WFSTFs was absent in the study area. Similarly, According to the guidelines KFSTF, are responsible for familiarizing of the CFSTFs about the program objectives and different targeting criteria to be used in the beneficiary selection. But these functions of the KFSTFs were absent in the study area (MoARD, 2010a).

The PIM also indicated that targeting instructions and targeting guidelines were intended as a broad national framework allowing for regional and local adaptation (MoARD, 2010a). Similar Literatures showed that there was a lot to consider in these areas. For instances, seasonalities, compositions and social meanings of the household as a targeting unit, community structures, and indicators of food insecurity all vary geographically and they recommended by saying that it should be reflected in detailed local targeting guidelines (Sharp, et al., 2006). In general, the regional officials have an understanding of the program targeting guidelines.

5.2. Targeting errors in the study area

The research findings indicated that despite the fact that a majority of the targeted beneficiaries' respondents were poor, there were also errors of inclusion and exclusion in the program. During the wealth classification exercise, it was found that of the 10 beneficiary respondents 8 fall under the category of poor wealth status while the remaining 2 fall under the medium and rich categories. This implies that the program resources were leaked to about 20% of the interviewed beneficiary respondents. On the other hand, non-beneficiary wealth classification indicated that out of 9 respondents 5 falls under the category of wealth and medium categories while the others fall under the categories of poor. This indicates exclusion of some eligible households from the program beneficiaries. These findings were supported by the some complaints from the non-beneficiary focus group discussion respondents who express concern at the number of non-eligible households participating in the program. This indicates that even though hard work was done by the local government bodies to implement the targeting guidelines; there are still targeting problems which need to improve.

Other reports and studies on Ethiopian safety net program targeting indicated similar results. For instance, the study on lessons and documentation of the safety net program pastoral area pilot (PSNP PAP) indicated the existence of inclusion and exclusion errors due to partial family targeting. In addition, report from finding on targeting design, implementation and outcome (Sharp, et al., 2006) expressed their concern about the lack of the formal baseline and monitoring mechanism of the safety net program targeting in the Ethiopia. This study (Sharp, et al., 2006) indicated that the rapid response mechanism (RRM) of the program proved or detected major targeting problems but so far the federal and regional governments have done nothing to track targeting and other facets of safety net implementation bellow at woreda and kebele level and still targeting errors were happening (Sharp, et al., 2006).

Other literatures highlighted the difficulties of identifying the poorest people from the community. They said the reason is that the condition of each individual and households with regard to their income and the level of their poverty are not exactly known (Lavallee, et al., 2010). However, targeting has to clearly identify who is poor which is a challenging when everyone is poor. This identification is never perfect as mention a lot of studies and literature review (Lavallee, et al., 2010).

5.2.1. Source of inclusion and exclusion errors

As indicated above, results show that there are still inclusion and exclusion errors in the program because of the fact that the number of chronically food insecure people was generally more than the resource available to the program as they believe those doing the implementation of the program at local level. But in reality, determining of the chronic food insecure people remains the big challenge. In other words, it cannot be easily separated chronically food insecure people from the others. As a result targeting of the program beneficiaries depends on largely prioritization of the most food insecure people rather than identifying a clear category of people using clear criteria. All the respondents participated in the study believed that the number of food insecure people in their kebele was higher than the quota number they were allocated, creating it both technically and socially problem to select the poorest of the poor. And there were some respondents who mention other source of inclusion and exclusion like for instance, favoritisms toward family or friend.

The study also finds that dilution or partial family targeting were practiced in which some members of eligible households were excluded from the program in expense of sharing program benefits in to another households. This was common in pastoral area of Somali region where the culture of sharing practices is dominated in the livelihood of the community (Sabates-Wheeler, et al., 2011). But this reduced the amount of transfers that should be received by each beneficiary household, which again negatively affects the impact of the program performance (MoARD, 2010a).

On the other hand, in the program objectives there has been concerned effort to limit dilution in order to improve the impact of the program in helping eligible households towards food security. The program targeting guidelines clearly indicated that households targeted for the program should receive transfers for all its members (full family targeting) (MoARD, 2010a). Despite the clear instructions given to FSTF to avoid dilution, the study result found that it is still happening in the study area. The common method of dilution practiced in the study area is reducing the family size (i.e. registering eligible households without counting all its members). Other method is rotating the beneficiary list in such a way that in each month a new group of households is given a chance to participate the public work activities.

Similarly other reports and studies on targeting indicated the above problem. For instance, the study on documenting progress of PSNP in the pastoral regions of Afar, Somali and part of Oromia (Sabates-Wheeler, et al., 2011) showed the problem sharing program benefits due to many reasons. Other reports like the one in targeting design, implementation and outcome of Ethiopian safety net program (Sharp, et al., 2006) also mention similar concern in the problem of diluting the program benefits due to perceived limited quota number given.

5.3. The targeting selection criteria

Targeting criteria for the program household beneficiary selection was based mostly poverty and food insecurity of the households. This means that livestock ownership, land holdings especially the cultivatable land, physical condition of the individuals meaning weather s/he is old or weak, and to some extent the family size were those criteria mentioned both during the interviews and FGD. Targeting criteria were based on possession of the wealth and in most cases the poorest were targeted. By doing this the physically weak and the disabled people such as the blindness, old age, female headed households, pregnant and lactating women were selected automatically for the direct support component of the program while the physically fit but poor were selected to participate the public work component of the program. The main criteria used for selecting the public work beneficiaries were those who didn't have asset but at the same time able to work. According to the PIM, after identification of PSNP eligibility households based on the program selection criteria, households with available labor would be selected as public work beneficiaries and those without available labor would be selected to receive direct support (MoARD, 2010a).

5.4. Program Appeal mechanism

Findings indicated that the proper appeal process was poorly employed. Kebele appeal committee was mostly absent and it was not evident that those that do exist function in a way that close to what was written in the program implementation manual (PIM). Consequently, appellants didn't make any appeal because they don't know how and to whom to appeal. Contrary to this KFSTF key informant indicated in his interview during targeting process that they mandated KFSTFs to establish CFSTFs and Appeal committee and he said they already in place and working in each kebele of the district. But the result of the FGD with the program beneficiaries and non-beneficiaries revealed that there was no program appeal mechanism in place.

As mentioned in the above section, errors of inclusion and exclusions are in evitable in any program targeting. But the important point is how they are being detected and give corrective measures. In the study area, even though the PIM indicates the grievance procedure clearly it is not in practice.

Similar literatures confirms this findings also. According to review of targeting design, implementation and outcome study (Sharp, et al., 2006) indicated that the system for appeals and complaints laid out in the PIM is nominally in place in most of the program woredas PSNP in Ethiopia, but is not functioning very effectively.

Membership of the targeting and appeals bodies overlaps, so that there is no independent channel for complaints. In addition, this report indicated that potential beneficiaries were not well informed about the right or process of appeal as a result no appeals were kept or passed higher levels of government for oversight (Sharp, et al., 2006).

5.5. Perception of the selection criteria

Results show that the proportion of the respondents indicating poverty related issues as a reason why the households were selected was high. Most of the respondents from non-program beneficiaries (4 female and 2 male) said that the program were targeted the poor people such as; the people with small or lack of land and livestock agreeing that the targeted individuals were poorer than the excluded ones. On the other hand, there were other respondents who identify being old and weak or disabled as an eligibility criterion for program. Most of the respondents do not generally mention the religion or ethnicity as a targeting criterion but more than half of the respondents believed that political orientation of the household head and favoritisms to family or friendship issues were used as criteria for the inclusion of the program participants. In general even though small number of the respondents perceived the program selection criteria to be unfair, the majority of the respondents indicated it was fair.

5.6. Overall understanding of the program objectives

Results suggest that there were some basic understandings of the objectives of the program by the different food security task force members and DA interviewed. However, closer examination of their responses suggested that detailed knowledge of objectives and aim of the program were lacking. For instance, findings from the DA did not revealed any knowledge of the households' asset protection and market stimulation role of the safety net program. This needs to be considered by both the district and regional level agriculture offices.

With regard to community understanding of the role CFSTFs, findings indicated that the contact rates of the CFSTFs and respondents were low especially amongst those receiving direct support and non-beneficiaries compared to those participating in the public works. The principle reason for this contact between the FSTFs and the public works participants however, would appear to be the mobilization of labor and monitoring of the public work activities by the FSTFs. In general the knowledge that the role of CFSTFs was supposed to be identified by the respondents was low. This shows that little contact of the members of the food security task forces and community led to low understanding of the program objectives by the community. if there is less contact between the FSTFs and community there will be less orientation and awareness creation of the program of the community.

Moreover, the results show that the respondents largely understood the safety net program as a social service providing a transfer for the poor people. This may largely reflect the local community experience with the earlier projects such as MERET, whereby by all of its transfers to the communities were paid through food-for-work schemes. As a result, Public works activities are largely seen as a means to get a payment rather than its importance for the community development perspectives. The objectives of the program particularly in terms of asset protection and promotion of market schemes seemed to be weak.

In general Village and Household level understanding of the program aim and objective largely relies on effectiveness of the community food security task forces. As indicated in the program implementation manual (PIM), they are responsible for identifying

program participants including both public work and direct support based on household need assessment. Then after they finalize and submit the list of the participants to the KFSTF, finally they will prepare community based projects and they monitor periodically (MoARD, 2010a) but this seemed to be weak in the study area.

Similar literatures highlighted that there were limited understandings of the program objective and targeting principles in woreda level government bodies that are supposed to implement and undertake program implementation including targeting process. Consequently, very little program orientation was provided to the kebele and community levels (Sabates-Wheeler, et al., 2011).

CHAPTER SIX CONCLUSIONS AND RECOMMENDATIONS

6.1. Conclusion

1. Even though a great effort has been made by the local government bodies implementing the program, it can be concluded that the program targeting guidelines were not properly followed. In other words, the participation and the transparency advantage that the community level targeting supposed to demonstrate was not sufficient to guarantee smooth targeting process.
2. Despite the fact that majority of the targeted beneficiaries' respondents were poor There are a lot factors affecting the process which lead to inclusion and exclusion errors and this require a consideration by the stakeholders involved in the targeting process. Factors like Lack of reliable data, absenteeism during targeting and favoritism toward a family or friend were realized during the study.
3. Other challenge of the program targeting process lays Understanding of how the targeting processes actually work in a complex social setting of the pastoral livelihoods. The traditional habits and norms of the resource sharing in the pastoral area need to be researched again.
4. There is a widespread view that PSNP resources are insufficient given the need. Community food security task forces, the DA and community participants in the study area are believed the issue of limited quota number, showing that they find a very challenging in the targeting process due to the large number of the poor people who deserve to be part of the program participants compared to the number of people allowed.
5. In general there is an indication that, the problem of inadequate number of people allowed to be included in the program has a great impact on the performance of the targeting process as mentioned many times during data collection. But even the limited amount of the quota number they have, they can still target the poorest of the poor. Unfortunately, this does happen as there is dilution and partial family targeting.
6. In any poverty intervention program targeting, errors of inclusion and exclusion can happen (Lavallee, et al., 2010). But it can be detected and correct by smooth and strong appeal mechanism. However, this process was absent in gursum district.
7. There were general knowledge and understanding of the program objectives, but in detail examination of the local government bodies and community members revealed that more specific understanding of the program are still missing. On the other hand there is an indication that there was better understanding of the program document including targeting guideline in the regional level compared to local level (woreda, kebele and community level).

6.2. Recommendations

1. As indicated in the conclusions, the safety net program targeting in the Gursum district of the Somali region cannot guarantee the graduation of the household beneficiaries from the program within specified time period as there is dilution and partial family targeting resulted from the perceived limited quota number. So it can be recommended that there is a need for such programs to concentrate their approach in terms of how many people they target in one kebele. This would imply to target more households in a smaller area and have an utmost impact than to sparsely spread the benefits with no valid impact. Then after graduation of one kebele again the program may target an others one and so on.
2. The local government bodies (district and kebele) implementing program targeting process at local level should assure the participation of the community in the processes of targeting and criteria setting. In addition they have to assure a complete and effective process for the program appeals and complaints mechanisms. As indicated in the PIM, community have the right to be informed the appeal process (MoARD, 2010b).
3. In consultation with the program stakeholders (local government bodies, local communities and NGOs etc.), the regional agriculture and rural development office should develop a more detailed and practical targeting guidelines which are in line with the pastoral local conditions, social and cultural contexts and capacities. The feedback and experiences the consultation meeting with the stakeholders would bring new and clear procedures for the targeting and appeals process within the existing channels and structures in the region. Issues of seasonality in relation to migration and pastoral livelihood systems should be given special consideration.
4. With regard to capacity building, a continuous training and backup are needed at the local government bodies at woreda, kebele levels including community awareness creation by the regional food security department and other concerned Donors and NGOs.
5. Again the regional agriculture and rural development office should translate the program implementation manual and targeting guidelines into local language and distribute copies of these versions into all program woreda agriculture offices. This would help improve the program knowledge and targeting process by the local government bodies and community.
6. Gender considerations of the elected community, kebele and woreda level FSTFs should be encouraged and efforts should be made to increase female membership by the local government bodies implementing the program targeting.

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Annexes 1 Check list for the FGD (Beneficiaries and non-beneficiaries)

1. Could you tell me the objective of the safety net program please? (fahanka guud ee ujeedada programka) –

Group 1 (female beneficiaries)

- ✓ intended to support the poorest people = 3 respondents
- ✓ we don't know = 2 respondents

Group 2 male (beneficiaries)

- ✓ intended to support the poorest people = 4 respondents
- ✓ we don't know = 1 respondents

Group 3 female (non-beneficiaries)

- ✓ as a gift from an NGO = 5 respondents

Group 4 male (non-beneficiaries)

- ✓ intended to support the poorest people = 2 respondents
- ✓ Don't know = 2

2. Did you receive any training and awareness creation about the program before the program targeting starts? (tababar iyo wacyigalin in lasiiyay bulshada kahor intaan programka labilaabin)

Group 1 (female beneficiaries)

- ✓ Yes we were given awareness = 3 respondents
- ✓ No we didn't get awareness = 2 respondents

Group 2 male (beneficiaries)

- ✓ Yes we were given awareness = 4 respondents
- ✓ No we didn't get awareness = 1 respondents

Group 3 female (non-beneficiaries)

- ✓ Yes we were given awareness = 0 respondents
- ✓ No we didn't get awareness = 5 respondents

Group 4 male (non-beneficiaries)

- ✓ Yes we were given awareness = 2 respondents
- ✓ No we didn't get awareness = 2 respondents

3. Can you mention some of the beneficiary selection criteria? (wax ma iiga sheegi kartaan shuruudaha lagu xusho qoysaska)

Group 1 (female beneficiaries)

- ✓ Lack of land and livestock = 3 respondents
- ✓ Old and disabled = 2

Group 2 male (beneficiaries)

- ✓ Lack of land and livestock = 4 respondents
- ✓ Old and disabled

Group 3 female (non-beneficiaries)

- ✓ favoritisms to family or friendship = 5 respondents

Group 4 male (non-beneficiaries)

- ✓ favoritisms to family or friendship = 1 respondents
- ✓ Old and disabled = 3 respondents

4. Do you know who are the FSTFs and what are their role?

Group 1 (female beneficiaries)

- ✓ Mobilization and monitoring of Public works activities = 2
- ✓ Identifying Public work participants = 3

Group 2 male (beneficiaries)

- ✓ Mobilization and monitoring of Public works activities = 3
- ✓ Identifying Public work participants = 2

Group 3 female (non-beneficiaries)

- ✓ Don't know = 5

Group 4 male (non-beneficiaries)

- ✓ Don't know = 4 respondents

5. Were there any irregularities in the process of the beneficiary selection? (wax khaladaad ah maka jiraa qaabka qoysaska loo xusho)

Group 1 (female beneficiaries)

- ✓ Yes =
- ✓ No = 4 respondents

Group 2 male (beneficiaries)

- ✓ Yes =
- ✓ No = 5 respondents

Group 3 female (non-beneficiaries)

some mistakes will happen we believe

- ✓ Yes = 3 respondents
- ✓ No = 2 respondents

if it done correctly again the targeting some will be out of the program others will be included

Group 4 male (non-beneficiaries)

- ✓ Yes = 3 respondents
- ✓ No = 1 respondents

6. The corrective measures taken if it happen (hadii uu khalad dhaco wax talaabo oo sixitaan ah majiraan? Maxayse yihiin?)

Group 1 (female beneficiaries)

Group 2 male (beneficiaries)

Group 3 female (non-beneficiaries)

Group 4 male (non-beneficiaries)

there were no appeal in place in place

7. Is there any indication of favoritism and nepotism that certain groups benefit at the expense of real beneficiaries? (madhacdaa in nin jeclaysi lagu xusho kafaaiidaystayaasha?)

Group 1 (female beneficiaries)

- ✓ Yes ==
- ✓ No == 5 respondents

Group 2 male (beneficiaries)

- ✓ Yes =
- ✓ No = 4 respondents

Group 3 female (non-beneficiaries)

- ✓ Yes = 3 respondents
- ✓ No = 2 respondents

Group 4 male (non-beneficiaries)

- ✓ Yes = 3 respondents
- ✓ No = 1 respondents

8. Are there any female in the targeting body (food security task forces? (xubnaha xula qoysaskii programka kafaaiidaysan lahaa dumar ma kujiran?)

- Group 1 (female beneficiaries)
- Group 2 male (beneficiaries)
- Group 3 female (non-beneficiaries)
- Group 4 male (non-beneficiaries)

all the answers were NO here

9. The proportion of female headed households in the beneficiary list and their representation (qoysaska aan lahayn aabaha islamarkaana ay dumarku hogaamiyaan maka muuqdaan kafaa'iidaystayaasha mashruuca? Ama tiro ahaan intee in le'eg ayay kayihiin marka lafiiriyo guud ahaan kafaa'iidaystayaasha?)

- question
- Group 1 (female beneficiaries)
 - Group 2 male (beneficiaries)
 - Group 3 female (non-beneficiaries)
 - Group 4 male (non-beneficiaries)

there was no exact answer for this

10. How the public work beneficiaries were targeted? (sidee loo xulaa qoysaska ama dadka ka qayb qaadanaya public workiga?)

Group 1 (female beneficiaries)

- ✓ All the able bodies are join the food for work = 4 respondents
- ✓ Only men are targeted in the public work = 1 respondents

Group 2 male (beneficiaries)

- ✓ All the able bodies are join the food for work = 5 respondents

Group 3 female (non-beneficiaries)

- ✓ The public works are for male = 3 respondents
- ✓ Don't know = 2 respondents

Group 4 male (non-beneficiaries)

- ✓ All the able bodies are join the food for work == 4 respondents

11. How the direct support beneficiaries was targeted? (sidee loo xulaa qoysaska ama dadka ka qayb qaadanaya direct suportiga?)

Group 1 (female beneficiaries)

- ✓ for old people and females headed households = 4 respondents
- ✓ for the pregnant and Brest feeding women = 1 respondents

- ✓ don't know = 1 respondents

Group 2 male (beneficiaries)

- ✓ for old people and females headed households = 5 respondents
- ✓ for the pregnant and Brest feeding women =

Group 3 female (non-beneficiaries)

- ✓ Don't know == 4 respondents
- ✓ for old people and females headed households = 1
- ✓ for the pregnant and Brest feeding women

Group 4 male (non-beneficiaries)

- ✓ for old people and females headed households = 2 respondents
- ✓ Don't know == 2 respondents
- ✓

Summary some questions

Data sources	Topic of discussion	Responses	Number
Beneficiary Female FGD	Has K/CFSTF been established	Yes	5
	Does K/CFSTF hold regular meetings?	Not often	5
	Are minutes kept?	We don't know	5
	Who did the targeting?	WFSTF KFSTF DA Community	3 2 0
	Did W/K/CFSTF describe targeting?	Yes we were given awareness = 3 respondents No we didn't get awareness = 2 respondents	5
Beneficiary Male FGD	Has K/CFSTF been established	Yes	5
	Does K/CFSTF hold regular meetings?	No	5
	Are minutes kept?	No	5
	Who did the targeting?	WFSTF KFSTF & CFTF	3 2

		DA Community	0
	Did W/K/CFSTF describe targeting?		
Non-beneficiary Female FGD	Has WFSTF been established	Yes I hear that Have no idea	1 3
	Does WFSTF hold regular meetings?	Don't know	4
	Are minutes kept?	Don't know	
	Who did the targeting?	WFSTF KFSTF DA Community	2 1 2
	Did WFSTF/WRDC describe targeting?	No	5
Non-beneficiary Male FGD	Has WFSTF been established	Don't know Yes i heard that	3 1
	Does WFSTF hold regular meetings?	No we didn't seen them	4
	Are minutes kept?	Don't know	4
	Who do the targeting?	WFSTF KFSTF DA Community	1 1 2
	Did WFSTF/WRDC describe targeting?		

Annex 2 interview checklist for the Local government body (FSTFs and DAs)

Questions	Food security department director	WFSTF	KFSTF	CFSTF	DA
Targeting methods used?	✓ Mix of administrative and community was used	✓ Administrative and community targeting system	✓ Community based methods	✓ Don't understand what is the targeting method mean	✓ Administrative and community based
Problems in the targeting process	✓ Inclusion and exclusion ✓ Dilution	✓ Inclusion and exclusion ✓ Dilution	✓ Inclusion and exclusion ✓ Dilution	✓ Inclusion and exclusion ✓ Dilution	✓ Inclusion and exclusion ✓ Dilution
Contributing factors	✓ Cultural related problems – pastoralists movement, culture of sharing habit ✓ Quota related issues ✓ Lack of reliable data ✓ Lack of skilled staff	✓ Cultural related problems – pastoralists movement, culture of sharing habit ✓ Quota related issues	✓ The number of the beneficiary is very small ✓ Again many family want to be included ✓ This is the cause of the partial family targeting	✓ The number of the beneficiary is very small ✓ Again many family want to be included This is the cause of the partial family targeting	✓ The appeal is not strong if tell the true ✓ There many factors affecting it ✓ The quota number, the culture of this people also take part because they don't often appeal
How is the appeal mechanism working?	✓ All the committees are established (FSTFs, KAC etc.) but they need some trainings	✓ Is not so active because if you take appeals again will some food insecure people from the program	We are doing our best to consider the appeals but KAC are involved so you can get some more information		

How many appeal cases solved so far in the last 6 months?	✓ Don't know because the districts and kebele are responsible for this	✓ I can't tell you exact number but I remember some cases we solved from the contingency fund of the program	I can't tell you exact number but I remember some cases we solved from the contingency fund of the program	✓ The same is true	✓ The same is true
How is the community participation in the process of targeting?	✓ The community were participated	✓ Communities are participate both targeting and criteria selection	✓ Communities are participate both targeting and criteria selection	✓ The same	The same
How Reliability of the data used for household classification?	✓ No we don't have reliable data that way community leaders were involved in the targeting because they know the household level information	✓ Similar idea were presented all	✓ Similar idea were presented all	✓ Similar idea were presented all	✓ Similar idea were presented all
How is the program targeting related to local conditions?	✓ Is not related because the culture and livelihood difference made it difficult to follow this guideline so it is better to establish specific guidelines	✓	✓ No that understanding here	✓	✓
	✓	✓	✓	✓	✓

Appendix. Field pictures

