General Programme Implementation Manual

Ministry of Agriculture
Addis Ababa

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Acronyms

AIDS	Acquired Immunodeficiency Syndrome
CCC	Community Care Coalition
CFSTF	Community Food Security Task Force
EWRD/	Early Warning and Response Desk/Process
FSD/P	Food Security Desk
HEP	Health Extension Programme
IT	Information Technology
KFSTF	Kebele Food Security Task Force
MIS	Management Information System
MOLSA	Ministry of Labour and Social Affairs
NGO	Non-governmental Organization
OA	Operational Annex
PASS	Payroll and Attendance Sheet System
PDS	Permanent Direct Support
PSNP	Productive Safety Net Programme
PW	Public Work
SNNP	Southern Nations, Nationalities and Peoples (Region)
WFSD/P	Woreda Food Security Desk
WOFED	Woreda Office of Finance and Economic Development
WOLSA	Woreda Office of Labour and Social Affairs

SECTION 1. ABOUT THE PSNP PROGRAMME IMPLEMENTATION MANUAL

This is the Programme Implementation Manual (PIM) for PSNP 5 of the Government of Ethiopia's Productive Safety Net Programme (PSNP). The PIM is the final source of guidance on programme concepts, objectives, principles and procedures.

This is the sixth major version of the PIM since the initiation of the PSNP in 2005. The history of earlier versions is as follows:

- Original PIM, produced December 2004
- Revision in March 2006
- Further revision in July 2006
- Addendum to July 2006 PIM in October 2006
- Addendum to July 2006 PIM in January 2010
- PIM for Phase III, dated May 2010
- First edition of PIM for Phase 4 dated December 2014
- Phase IV PIM dated June 2016
- This version dated December 2020.

A number of design changes were introduced to the PSNP5, and this PIM describes the new processes and procedures that support these design changes.

This is the overall programme manual, and as such it applies to all PSNP woredas – be they supported by Government or NGOs.

1.1 Legal Status, Approval and Revision of the PIM

The PIM is prepared on the basis of the PSNP design described in the Project Appraisal Document (PAD) and the Government Design Document, and in accordance with the Financing Agreement (FA) between the Federal Republic of Ethiopia and the International Development Association (IDA).

As per the FA (Section I.B of Schedule 2), the government of Ethiopia must prepare and adopt the Project Implementation Manual setting out rules, methods, guidelines, and procedures for the carrying out of the Project; and furnish it to the approval of IDA.

The PIM must therefore be approved by IDA (referred to in the PIM as World Bank) and may not be amended, nor any provision waived, without the written agreement of the World Bank.

In case of conflict between the provisions of the PIM and the PAD and/or the FA, the provisions of the PAD and/or FA will prevail.

The PIM must be reviewed once a year, updated in case changes have occurred or are necessary to include, and submitted to the World bank for No Objection. It will be revised, in full or in part, if:

- Evidence gathered from the regular review and supervision missions recommend a revision;
- There are changes in any of the accompanying manuals and annexes; and
- The GoE and the World Bank agree that there is a need to revise the PIM.

1.2   Organization and Structure of the PIM

1.2.1.   Structure around operational processes

The PIM reflects the new design of the PSNP as it is described in the Design Document of the GOE and the PAD of the project "Strengthen Ethiopia's Adaptive Safety Net Project" (SEASN), and as captured in the FA.

Whereas the PAD is organized around "components" or "subcomponents", and the Design Document of the GOE is organized around "outputs", the PIM is organized around main groups of operational procedures (sometimes referred to as "sub-programmes" or "programmes" in the PIM). The Management information System (MIS) modules also reflect this organisation around operational processes.

Each of these sub-programmes have their own criteria and process to select beneficiaries, type and level of benefits, conditionalities attached to the benefits, entry and exit procedures, etc. They may have relations between them, but they are operationally distinct.

According to this definition, the PSNP has 5 sub-programmes:

- Public Works (PW)
- Temporary Direct Support (TSD)
- Permanent Direct Support (PDS)
- Livelihoods Services, and
- Shock Responsiveness.

Some processes are common to these sub-programmes: for example the targeting, registry and enrolment follow similar processes for PW and PDS, albeit with sometimes different criteria.

The PIM is therefore structured around:

- Operations Manuals, that describe the overall set of procedures for each sub-programme;
- Operational Annexes, that describe in detail those processes that are common to several sub-programmes.

1.2.2.   Operations Manuals

Volume 1: General PIM:

This is a manual introducing the PSNP's background, context, goals, principles, outcomes and outputs, and scale and scope. It also includes a section on the PSNP 5 Safeguards, on the Management Information System (MIS) and on institutional roles and responsibilities.

Volume 2: Public Works Operations Manual:

The PWs Operations Manual describes the policies and processes that rule the programme for the public works component, in order to efficiently and effectively implement the programme. The volume starts with a description and the document is subdivided into three Sections:

- Programme Policies and Parameters
- Programme Entry and Exit
- Public Work Implementation and Attendance

Volume 3: Temporary Direct Support Operational Manual

The TDS Operations Manual describes the policies and processes that rule the programme for the TDS component, in order to efficiently and effectively implement the programme. The volume starts with a description and the document is subdivided into three Sections:

- TDS Programme Policies and Parameters
- TDS Enrolment and Exit
- Key roles and responsibilities

Volume 4: Permanent Direct Support Operational Manual

The PDS Operations Manual describes the policies and processes that rule the programme for the PDS component, in order to efficiently and effectively implement the programme. The volume starts with a description and the document is sub-divided into three Sections:

- PDS Programme Polices and Parameters
- PDS Entry and Exit
- Case Management of PDS Clients
- Key roles and responsibilities

Volume 5: Livelihoods Operational Manual

- Programme Polices and Parameters
- Livelihoods Pathways and implementation
- Key roles and responsibilities

Volume 6: Drought/Shock Responsiveness Operational Manual

- Programme Polices and Parameters
- Key roles and responsibilities

1.2.3. Operational Annexes

OA 1: Targeting, Registry and Enrollment

The Targeting, registry and enrolment Operational Annex describes processes that the targeting of households to become PSNP beneficiaries. It complements the two following operations Manuals: The Public Works operations Manual, and the Permanent Direct Support operations manual.

OA 2: Payments

The payments Operational Annex describe the payment processes for permanent direct support and for public works beneficiaries.

OA 3: Annual Planning

The Annual Planning Operational Annex describes the various planning activities that needs to take place prior to commencing programme implementation.

OA 4: Resource Management

The Resource Management Operational Annex describes management of PSNP resources and is divided into the following five chapters:

- Financial Management
- Food Management
- Procurement
- Human Resource Management
- Physical Resource Management

OA 5: Grievance Redress Management (GRM)

The Grievance Redress Mechanism annex describes the means by which programme clients and community members can raise grievances with different aspects of programme implementation and get these grievances resolved.

OA 6: Monitoring, Evaluation and Learning (MEL)

The Monitoring and Evaluation Operational Annex describes the monitoring and reporting processes for the programme along with a number of monitoring and evaluation tools.

OA 7: Capacity Development

The CD OA provides the systematic approach to annual programming of CD support for PSNP. It covers the critical procedures and standards which must be applicable for the whole program and across all implementing agencies.

OA 8: Environmental and Social Management Framework (ESMF)

The ESMF OA describes the potential environmental and social issues arising from PW and the livelihoods component and identifies mitigation actions on how to address these issues. In addition, certain technical aspects may be covered by guidelines. Guidelines are documents aiming at providing guidance on certain technical aspects of programme implementation and are not binding in the same way as are OMs and OAs. Guidelines must not contradict procedures described in manuals and annexes.

1.3   Complementary Guidelines and Reference Documents

This PIM includes all the key processes of the PSNP that all implementers must follow. However, it is not an entirely standalone document, and some aspects of programme implementation are further detailed in separate documents.

There are several types of documents that need to be consulted together with the PIM:

- Documents that are considered as annexes to the PIM: these documents describe processes that must be followed by all implementers. As they are part of the PIM, they are considered legally binding, in the same way the PIM is. Although they are annexes to the PIM, they are standalone documents that have been produced at different dates than the PIM – and are therefore not attached to the PIM file.
- Reference documents: these documents mostly include technical guidelines, which provide guidance but do not include procedures that are legally binding.

The table below lists all the documents that complement the PSNP PIM and their status.

Table 1. Comprehensive List of Documents (PIM Annexes or Reference Documents)

Name of document	Date of last revision	Language	Status
Environmental and Social Management Framework (ESMF)	October 2020	English	Annex to the PIM
Stakeholder Engagement Plan (SEP)	October 2020	English	Annex to the PIM
Environmental and social Commitment Plan (ESCP)	October 2020	English	Annex to the PIM
Community-Based Participatory Watershed Or Rangeland Development Guidelines	August 2020	English	Reference
Contingency planning guideline			Reference
MIS user's Manual		English	Reference
PWMDBIS		English	Reference:
Coaching and mentoring guidelines for DA'S			Reference
Technical guidelines for livelihood pathways			will be developed as part of the LH redesign
Training curriculum for livelihood pathways			will be developed as part of the LH re-design
Financial Management guidelines			Annex of the PIM
Procurement guideline			Annex of the PIM
Comprehensive National Case Management Guideline for PSNP Clients and other Vulnerable Groups	December 2019		Reference

SECTION 2.   BACKGROUND AND CONTEXT

2.1. Background

Ethiopia's economy registered strong, broad-based growth averaging about 10% a year from 2007/08 to 2017/18, compared to a regional average of 5.4%[1]. Higher economic growth brought with it positive trends in poverty reduction. However, sustaining positive economic growth and accelerating poverty reduction remains a challenge. According to a UNDP report in 2018, over 22 million people are living below the national poverty line[2]. Poverty is a predominantly rural phenomenon in Ethiopia; an estimated 25.6 percent people in rural Ethiopia are below the poverty line, which necessitates a programme like PSNP to help build their resilience to shocks.

Prior to 2005, the needs of both acute and chronically food insecure people were met through emergency appeals, even though the shortfalls faced by the latter group are structural in nature and not necessarily related to short-term events such as drought. While the emergency assistance succeeded in saving many lives by meeting the short-term food consumption needs of the chronically food insecure, it was unpredictable for both planners and households, often arriving late relative to the need. The delayed and uncertain aid did little to address the underlying causes of food insecurity, had minimal impact on protecting livelihoods, preventing environmental degradation, generating community assets, or preserving household assets (physical or human capital). As a result, household-level food insecurity remained both widespread and chronic in Ethiopia[3].

In 2005, the Government of Ethiopia, with the support from Development Partners, designed and commenced implementation of a Food Security Programme, which included a Productive Safety Net Programme (PSNP) as well as complementary programming to strengthen local livelihoods.

The launch of the PSNP in 2005 represented a pivotal departure from the cycle of annual emergency food aid appeals. The PSNP provided food and/or cash transfers to food insecure households in chronically food insecure woredas in exchange for labor-intensive public works, while labor-poor households received unconditional "direct support" transfers. The public works component, which covered approximately 80% of programme participants, focused on the implementation of soil and water conservation measures and the development of community assets such as roads, water infrastructure, schools, and clinics. The Livelihoods[4] component provided productive asset packages on credit in order to build household assets and enable graduation from the PSNP.

PSNP has evolved through several phases, and the programme has witnessed significant expansion and some important improvements in its design and implementation over the years. Building on the lessons learned from PSNP4 (2015–2020) and the historical evolution of the programme, PSNP5 will continue to focus on building resilience of the extreme poor and vulnerable. The cornerstone of PSNP5's strategy is a strong emphasis on system building, modernization, and transparent accountable structures with key outputs of 1) Timely and adequate transfers received by eligible core caseload of clients; 2) Shock-responsive transfers received by eligible clients when needed; 3) Public Works respond to community livelihoods needs and contribute to disaster risk reduction, climate change adaptation and mitigation; 4) Linkages to available social services facilitated for core PSNP clients with

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[1] Ethiopia Overview https://www.worldbank.org/en/country/ethiopia/overview. Accessed on 22/05/2020
[2] UNDP Ethiopia (2018) 'Ethiopia's Progress Towards Eradicating Poverty' Paper presented on the Inter-Agency Group Meeting On the "Implementation of the Third United Nations Decade for the Eradication of Poverty (2018 – 2027)". Available at https://www.un.org/development/desa/dspd/wp-content/uploads/sites/22/2018/04/Ethiopia%E2%80%99s-Progress-Towards-Eradicating-Poverty.pdf. Accessed on 22/05/2020
[3] World Bank (2006) 'Project Appraisal Document PSNP APL II.
[4] Livelihoods support was mainstreamed in PSNP in 2015. Prior to this, it was addressed through complementary programmes.

emphasis on PDS and TDS; 5) Tailored livelihood options accessed by eligible PSNP clients; and 6) PSNP management and capacity enhanced.

2.2. Policy Framework

With about 109 million people (2018), Ethiopia is the second most populous nation in Africa, and the fastest growing economy in the region. However, with a per capita income of $790, Ethiopia is also one of the poorest countries, yet it aims to reach lower-middle-income status by 2025. The country's economy experienced strong, broad-based growth averaging 9.9% a year from 2007/08 to 2017/18, compared to a regional average of 5.4%. However, the current COVID-19 pandemic will have a severe impact on the economy. It is estimated that the pandemic will cost sub-Saharan Africa between $37 billion and $79 billion in output losses due to disruption to trade and value chains, reduced foreign investment and aid. As one of sub-Saharan Africa's most populous countries, Ethiopia will be severely affected by the pandemic. The country's Growth and Transformation Plan (GTPII), the second five-year national development plan is ending in 2019/20. The government is currently developing a new plan, the 'Ten-Year Strategic Development Plan'.[5] [6]

The PSNP 5 aligns with the 10-year strategic development plan and directly contributes to the realization of three of the strategic directions: ensuring quality economic growth, ensuring that women and youth are properly benefited, and building climate change resilient green economy.

The Sustainable Development Goals (SDGs), a collection of 17 global goals designed to be a "blueprint to achieve a better and more sustainable future for all"[7], were set in 2015 by the United Nations General Assembly and are intended to be achieved by the year 2030. The 2030 SD agenda aims at alleviating poverty and hunger from all people, saving the world from climate change, fostering all-inclusive peace and freedom and ensuring well-being and prosperity for all humanity[8]. It.is 'well in harmony with the development needs of the people of Ethiopia,' according to a document by the National Planning Commission[9]. It accelerates the broad-based, all-inclusive and rapid economic growth, social and economic development, environmental development and building of a democratic system.

PSNP5 contributes towards the realization of most of the 17 Sustainable Development Goals (SDGs). It has direct relevance to at least 12 of the 17 SDGs, namely: no poverty; zero hunger; good health and well-being; quality of education; gender equality; clean water and sanitation; decent work and economic growth; industry, innovation and infrastructure; reduced inequality; climate action; life on land; and partnerships. (Refer to Annex 2 for description of these SDGs and how PSNP5 contributes to them.)

2.2.1.   Key GOE Policies informing PSNP5

Five complementary policies provide a more specific framework for PSNP5. In particular, the Social Protection Policy and the Disaster Risk Management Policy (DRMP) provide the majority of the foundational framework for the PSNP5. These are complemented by the National Food and Nutrition Policy (NFNP) and the Climate Resilient Green Economy (CRGE). The Green Legacy Initiative launched by the Prime Minister's office in 2019 further complements the CRGE. The Pastoral Development

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[5] ኢትዮጵያ 2022፤ ፍኖተ ብልጽግና፣ የአሥር ዓመት መሪ የልማት ዕቅድ (2013 – 2022) (Translation: Ethiopia 2030: Road Map to Prosperity: Ten-Year Strategic Development Plan) DRAFT

[6] Note: Official translation of the document is not available yet; therefore, author of the PSNP5 design document takes responsibility for translations used in the document.

[7] "About the Sustainable Development Goals". United Nations Sustainable Development. Retrieved 05 May 2020.

[8] ibid

[9] National Planning Commission (2018). Accelerating the Implementation of the 2030 Agenda in Ethiopia.

Policy[10] endorsed in 2019 informs PSNP5's design and implementation in lowland regions. Addressing the challenges of growing youth unemployment has led to the establishment of the Job Creation Commission as per proclamation 1097/2018. The regulation 435/2018 promulgated by the council of ministers mandated the commission with the authority to lead the job creation agenda, coordinate stakeholders, and monitor and evaluate performance. The strategies outlined by the Commission[11] inform the livelihoods (employment pathway) aspect of PSNP5.

PSNP5 supports the Social Protection Policy by reducing institutional budgetary fragmentation among services supporting the same client (such as the safety net, livelihoods support, and nutrition and health services). Specifically, PSNP5 pursues the harmonization activities referenced above and serves as a platform to facilitate linkage to social services to its clients. Through the Public Work (PW) subprojects (e.g. construction of social infrastructure), PSNP also contributes to further development of basic services for health and education for its clients. The programme also supports livelihood and employment schemes.

PSNP5 is an important contributor to the Disaster Risk Management Policy, whose objective is to reduce risks and the impacts of disasters through the establishment of a comprehensive and integrated disaster risk management system within the context of sustainable development. This will entail a shift from response and recovery to a multi-sectoral and comprehensive approach that focuses on disaster prevention, mitigation and preparation. PSNP5 contributes to disaster risk management by helping to improve national risk management. While transfers help poor households mitigate and cope with the impact of climate change induced shocks, PWs will aim at reducing the probability of a weather shock turning into a production shock, and/or reduce the severity of a shock when it occurs, thereby helping prepare households and communities against the impacts of disasters. Strengthening and adjusting the response instruments (PSNP contingency budgets, Disaster Risk Financing mechanisms and humanitarian resources) and putting in place single delivery system aims enabling timely and adequate responses.

The National Food and Nutrition Policy was approved in 2018 in line with the Seqota Declaration, which was passed in 2015 articulating the nation's ambition to end malnutrition and stunting by 2030. PSNP5 will contribute to the NFNP through provision of timely, predictable, and adequate transfers to the extreme poor and vulnerable in rural Ethiopia. The programme integrates nutrition sensitive approaches and facilitates specific linkages to ongoing health and nutrition interventions.

PSNP5 contributes to the Climate Resilient Green Economy. Launched in 2011, the CRGE aims to build Ethiopia into a middle-income country by 2025 in a way that is both resilient to the negative impacts of climate change and does not result in a rise in greenhouse gas emissions. PSNP5 contributes to climate resilience by strengthening household resilience to shocks by increasing food security and livelihoods; and by reducing carbon emissions and increasing carbon sequestration through public works. Furthermore, PSNP5 contributes to the Green Legacy Initiative, which was launched in 2019 by the Prime Minister's Office. Green Legacy, for a greener and cleaner Ethiopia, is a national go green campaign to educate society on the importance of adopting green behavior. The goal is to become a green society by planting eco-friendly seedlings to combat environmental degradation.

Afar and Somali regions and parts of Oromia and SNNP regions form the lowland areas comprising most of the pastoralist community in the country. The Pastoral Development Policy[12] (PDP) endorsed in 2019 informs PSNP5's design and implementation in lowland areas. PSNP underscores the importance of context specificity whereby development programmes are based on pastoral communities' natural resources and the NRM styles applicable to their environment. PSNP recognizes

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[10] ሰላም ሚኒስቴር (2011 ኢ.ኢ.አ.) የኢፌድሪ የአርብቶአደር ልማት ፖሊሲና ማስፈጸሚያ ስትራቴጂዎች (ለመንግስት ውሳኔ የቀረበ የመጨረሻ ረቂቅ) (Translation: Ministry of Peace (2019) FDRE Pastoral Development Policy and Implementation Strategies (Final Draft for government's decision)
[11] FDRE Job Creation Commission, Sustainable Jobs for All: Plan of Action for Job Creation 2020-2025
[12] ሰላም ሚኒስቴር (2011 ኢ.ኢ.አ.) የኢፌድሪ የአርብቶአደር ልማት ፖሊሲና ማስፈጸሚያ ስትራቴጂዎች (ለመንግስት ውሳኔ የቀረበ የመጨረሻ ረቂቅ) (Translation: Ministry of Peace (2019) FDRE Pastoral Development Policy and Implementation Strategies (Final Draft for government's decision)

that for pastoralists who are not successful in nomadic livestock herding, it is important to engage them in sedentary farming and income generating activities (IGAs), hence, the inclusion of livelihoods component in this phase of PSNP

The National Community Based Participatory Watershed and Rangeland Development Guideline gives due attention, among other things, to identification and implementation of PW projects that are relevant to lowland contexts. The livelihoods component, which will start to be implemented in lowland regions[13] in PSNP5, will contribute to the realization of the policy.

According to FDRE 10-Year Strategic Development Plan (DRAFT)[14], the youth unemployment rate is estimated at 25.3% (18.6 among males and 30.9 among females). Estimated at 2%, rural unemployment seems much lower than urban unemployment. However, the document asserts that due to the declining smallholder farmers' land-holding size, there is high 'hidden rural unemployment'. The FDRE Job Creation Commission (JCC) recognizes the need for improving the inclusiveness of the labor market: The Commission's proposed strategies to address this challenge involve promoting off-farm activities, promoting women's economic empowerment by implementing programmes that reduce the level of unpaid employment in rural areas among women, and expanding village and community-based economic empowerment and livelihood programmes for women.[15]

PSNP5 contributes to job creation for unemployed youth in rural Ethiopia. The livelihoods output of the programme promotes off-farm activities and wage employment. PSNP5 aims to enhance women's equal participation and increase their benefit including in the programme's livelihood pathways. The programme facilitates linkages to available employment opportunities. Furthermore, provision of numeracy, reading, and financial literacy skills is expected to increase programme clients' employability and/or engagement in income generation activities. PSNP5 will hire rural youth as community facilitators to support the livelihoods, nutrition and other elements of the programme.

2.3. Key priorities for PSNP 5

Sustainable and predictable financing: PSNP5 is designed to fit within a sustainable financing envelope means that hard choices were made to determine what is to be funded. Accordingly, the following are identified as top priorities, which have been informed by the lessons learned from PSNP4:

1. Accountable and transparent governance structures: A robust accountability and governance structure will be put in place for PSNP5 at all levels to ensure the various implementing agencies will be accountable for their performance in delivering PSNP5 in accordance with their respective roles and responsibilities. This will include a combination of incentives and deterrents, with a strong focus on addressing capacity gaps in capabilities and systems, as well as implementing performance-based financing.

2. **Focus on extreme poverty in drought-prone areas**: PSNP5 will shift its focus from 'chronic food insecurity' to "extreme poverty", thereby targeting and addressing the needs of the extreme poor (for core caseload) and the most vulnerable (for the transitory caseload). This will be accompanied by a re-alignment of PSNP woredas to drought prone woredas and the existing PSNP caseload will be re-allocated according to extreme poverty needs.

3. **Ensuring timely, predictable and adequate transfers:** This is a core element in PSNP and remains a top priority for PSNP5. New mechanisms to enhance timeliness will be introduced, such as automated payments, improvements and expansion of e-payments. Stronger accountability measures, for

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[13] A tailored and incremental approach will be adopted for livelihoods in lowland regions, beginning with 48 woredas with a livelihood grant. This will be assessed and verified before further expansion.

[14] ኢትዮጵያ 2022፤ ፍኖተ ብልጽግና፤ የአሥር ዓመት መሪ የልማት ዕቅድ (2013 – 2022) (Translation: Ethiopia 2030: Road Map to Prosperity: Ten-Year Strategic Development Plan) DRAFT

[15] Sustainable Jobs for All: Plan of Action for Job Creation, page 17

example performance-based conditions whereby funding is contingent on achieving timely transfers will also be introduced. Adequacy of transfers will be addressed through annual adjustments to the wage rate in line with consumer price index (CPI) to protect its real value.

4. **Shock-responsive safety net:** A single delivery system for assistance, particularly in response to droughts, will be made operational during PSNP5. The programme will transition from a scalable safety net in response to shocks to a more pre-emptive approach that will address the needs of the extreme poor in drought prone woredas. The shock-responsive safety net will encompass improved early warning systems, standard operating procedures for scale-up, and a drought response plan.

5. **Rehabilitated watersheds to support livelihoods productivity:** PSNP5 will place greater emphasis on utilizing rehabilitated watersheds to increase productivity of households, thereby creating the conditions for increased levels of programme exit.

6. **PSNP5 will serve as a platform for linkages to social services:** PSNP can contribute to strengthening relevant, existing social service delivery in its operational areas through, for example, construction/ maintenance of school blocks, health posts, etc. as part of its public work subprojects. Even though creation or development of the social services is not the role and realistic mandate of the programme, PSNP5 actively engages in facilitation, follow up, and monitoring of linkages to available services (case management) to its clients.

7. **'Big push' for on- and off-farm livelihoods:** The livelihoods component will improve the targeting for livelihood support interventions to maximize their impact. The quality and intensity of support will also be enhanced through a reduction in the trainee to trainer ratio, revised package of support, increased livelihoods grant and by hiring community-based youth as community facilitators to support the extension service (in livelihoods as well as in other areas). The livelihoods programme will also be rolled out to lowland regions on a phased basis.

8. **Mainstreaming gender, nutrition and social development:** PSNP5 will continue to mainstream gender, nutrition and social development but will incorporate greater accountability measures, a mix of conditionality and incentive strategies, earmarking of resources where appropriate, and adoption of strategies to provide greater autonomy and control over resources for women.

2.4. Response to COVID-19

Coronavirus disease 2019 (COVID-19), an infectious disease that was first identified in Wuhan, China in 2019, has since spread globally. While the rate of infection has been relatively slow in Ethiopia, the true scale of the outbreak is likely not yet clear. A nationwide State of Emergency was declared on April 8, 2020 for a period of five months to curb the spread of the virus, limiting travel, public gatherings, meetings and closing or reducing activity in government offices.

A World Bank report predicts that 'sub-Saharan Africa will post its first recession in 25 years as the coronavirus pandemic brings economies to a halt and disrupts global trade'[16]. It is estimated that the pandemic will cost sub-Saharan Africa between $37 billion and $79 billion in output losses due to disruption to trade and value chains, reduced foreign investment and aid. As one of sub-Saharan Africa's most populous countries, Ethiopia will be severely affected by the pandemic.

The impact of COVID-19 will be much worse among the extreme poor and vulnerable households that PSNP5 targets. They are vulnerable to both the direct health and indirect economic impacts. One possible scenario is that the pandemic persists through most of the first year of PSNP5 (or even longer),

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[16] Bloomberg, 2020. Available at https://www.bloomberg.com/news/articles/2020-04-09/world-bank-sees-sub-saharan-africa-s-first-recession-in-25-years

and the other scenario is that the pandemic subsides, but the economic effects on the extreme poor and vulnerable clients of PSNP continue especially during the first year of PSNP5.

In either scenario, it is important that the PSNP5 design recognises the potential impact of the pandemic on the programme and its clients, and identifies ways of mitigating the risks. Measures need to be taken to minimise the risks of programme clients contracting the virus as they participate in PSNP activities, and the activities themselves need to be prioritised especially during the first year of PSNP5, in case restricted movement and social distancing measures persist.

If proper and timely measures are not taken, the following challenges are expected to exacerbate the vulnerability of the extreme poor and vulnerable people in PSNP woredas to the pandemic and its economic effects:

- Lack of awareness coupled with lack of appropriate sanitary facilities/materials and personal protective equipment (PPE) make the extreme poor and vulnerable more susceptible to the spread of the pandemic.
- Decline in agricultural produce, high demand for food crops, and shortage of industrial food items like oil, may result in high inflation making it difficult for PSNP clients who receive cash transfers to access adequate food with the amount they receive.
- Lack of access to grains (both in the global and local market) and a food price crisis make both PSNP clients and non-PSNP households in PSNP woredas (and non-PSNP woredas) more vulnerable for an extended duration i.e. increased number of months with a food gap.
- The extreme poor may be forced to sell off their livelihood assets to survive the shock.
- Clients reducing/terminating regular saving affect RuSACCOs and VSLAs as they fully depend on members saving.
- MFIs and RuSACCos may have budget shortfalls due to low repayment rates.
- There are financial constraints to scaling up transfers to core PSNP clients for an extended duration, to non-PSNP households within PSNP woredas, and to beneficiaries in non-PSNP woredas.
- PSNP5 will take appropriate measures to address the challenges outlined above. Among the decisions already made to respond to the COVID-19 pandemic are: waiver of PW and permission to make lump sum payments to help beneficiaries cope with a possible food gap. The proposed response measures are:
- Strengthen Behavior Change Communication (BCC) through including production of BCC materials to enhance awareness of programme clients about the pandemic and safety measures
- Install hand-washing facilities and enhance availability of sanitary (e.g. soap) materials and personal protective equipment (PPE) for programme beneficiaries and staff as appropriate
- Regularly adjust wage rate responding to expected regular price inflations
- Determine the need for extending duration of months of transfer support to PSNP clients; identify the most vulnerable non-PSNP beneficiaries within PSNP (both current and new) woredas to extend shock-responsive transfers
- Support MFIs and RuSaCCos (this may involve injecting some liquidity from the programme) to enhance access to finance to the extreme poor and vulnerable.

SECTION 3.   OVERVIEW OF PSNP5

3.1. Introduction

The design of PSNP5 builds on the achievements from previous phases, and on the lessons from these experiences, and makes adjustments in the light of this experience, and to address the key priorities. Central to the design is its strategic framework, in the form of the PSNP5 logframe (which is presented in the Operational Annex "Monitoring, Evaluation and Learning"). The logframe forms the structure around which the higher level of objectives and detail of implementation are arranged.

This section presents an overview of the whole programme, including explanation of the programme strategic framework and the reasons why it has been designed in the way it has. First, it explains the wider programme Goal to which PSNP 5 contributes and the expected Outcome of the programme. Then it explains which Outputs are required to achieve the Outcome. Finally, it presents a number of principles.

3.2. Programme Goal

PSNP5 has the following Goal statement which it cannot achieve on its own but to which the programme is expected to meaningfully contribute alongside a raft of other efforts:

"Extreme poverty reduced in rural Ethiopia"

PSNP5 is a part of the national effort to reduce poverty from its current rate of 23.5%[17], and the Goal statement links the programme to that wider effort. This linkage in PSNP5 is sharpened by the shift in focus from chronic food insecurity to extreme poverty as the overarching targeting criterion. There are several expected transmission channels between PSNP5 and poverty levels:

- The support provided by PSNP is likely to enable some participants in PSNP to 'graduate' from poverty based on the more successful livelihood strategies they adopt
- Depending on the level of support provided and the extent to which it tops up existing resources, some further households will move above the poverty level as a direct result of PSNP transfers received supporting their incomes and consumption
- Some non-participant poor households may benefit from the multiplier effects of PSNP transfers, which are estimated at 1.72[18] and move above the poverty line; and
- Further households in receipt of PSNP transitory support are likely to remain above the poverty line in the event of any shocks, where they might otherwise have fallen below it without PSNP support.

Expectations of the PSNP contribution to national poverty reduction statistics will be shaped by the degree of engagement in PSNP by poor people, and by its success in addressing the causes of poverty: coverage of PSNP comprises more than 60%[19] of the rural woredas in the country; 39% of recipients of PSNP supported were below the poverty line in 2016[20]; PSNP5 will reach 15% of the total number of people categorized as poor in Ethiopia[21]; and in this phase the livelihoods component will focus the 'big push' on 750,000 households.

Expected levels of poverty reduction from PSNP5 have not been calculated, and will depend on the effectiveness of support, and on the wider context for poverty reduction. Recent modeling[22] suggests

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[17] HICES poverty statistics, 2015/16
[18] Filipski et al (2017)
[19] The percentage is expected to increase as PSNP expands to more woredas in PSNP5
[20] World Bank (2020). Ethiopia Poverty Assessment
[21] White (2020). Analysis conducted for DFID SEASN appraisal
[22] White (2020). Analysis conducted for DFID SEASN appraisal

that 700,000 people will be raised above the poverty line as a direct result of direct transfers under transmission channel ii) above.

A key issue is the sustainability of any poverty reduction supported by PSNP. The direct and temporary reduction from transfers is not sustainable poverty reduction and only persists as long as transfers are received. And analysis testifies to the dynamic nature of poverty in Ethiopia, with 50% of all households being poor in a five period[23] so movement out of poverty does not necessarily mean a sustainable enhancement in status. This suggests the need for firm measures under PSNP5 to enhance the likelihood of poverty reduction being sustainable.

Measurement of poverty reduction involves a wide range of income and non-income indicators of welfare. However, the PSNP5's contribution to achieving the programme Goal will be regularly measured through programme impact assessments, and through use of national poverty data and surveys.

Achievement of the PSNP5 Outcome and contribution towards the PSNP5 Goal will ensure that PSNP5 will contribute to national developmental objectives through the wider national policy framework.

3.3. Programme Outcome

The PSNP5 Outcome statement is the overall programme objective, which all PSNP interventions are collectively designed to achieve. It is stated as:

"Enhanced resilience to shocks of extreme poor and vulnerable rural households in PSNP woredas"

Resilience. The focus of PSNP efforts is therefore centered around the concept of resilience to shocks of participating clients. Resilience is understood in PSNP5 as 'the ability of households and communities to absorb and recover from shocks, whilst positively adapting and transforming their structures and means for living in the face of long-term stresses, change and uncertainty. If PSNP5 is able to support its clients to be resilient to shocks, they will be able to protect consumption and assets in the face of shocks and so will be better placed to continue or enhance their livelihood trajectories thereafter. This is a fundamental requirement for addressing chronic and transitory food insecurity in the longer-term, both for individuals and communities.

Idiosyncratic and covariate shocks. The shocks referred to in the Outcome statement comprise idiosyncratic shocks and certain covariate shock. This is because if PSNP is to protect consumption and assets in order to enable its clients to become and remain non-poor it needs to protect them from personal household shocks such as loss of income, family ill-health or crop failure because these shocks have the potential to damage livelihood stability and sustainability and prevent progression. Equally larger-scale shocks, notably the droughts, which underlie the origin of PSNP and other climate-related shocks can have similar effects on large numbers of people simultaneously, and PSNP therefore protects its clients from these types of shocks and helps build their resilience over time.

Extreme poor and vulnerable rural households. In all phases to date, location of the PSNP in regions and woredas, and targeting criteria for individuals and households, have been based on chronic food insecurity. But recent analysis[24] finds that food insecurity has fallen rapidly in Ethiopia between 2005 and 2016, notably in Afar and Somali, while extreme poverty for the poorest 10% has deepened – with the highest levels in SNNPR and Amhara. Woreda selection based on food insecurity does not now add to targeting performance, indicating the need for a change in approach. As indicated in the lessons and priority section above, PSNP5 will therefore for the first time focus its geographic and household targeting on extreme poverty and vulnerability to extreme poverty through shocks rather than chronic food insecurity. The specific vulnerability of women in married households and female headed

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[23] World Bank (2020) . Ethiopia Poverty Assessment

[24] World Bank (2019) and World Bank (2020)

households is considered, given that female farmers are less educated and have lower access to land and finance compared to their male counterparts. They are also less likely to attend extension programmes and use agricultural inputs like fertilizers, pesticides and herbicides, and as a result agricultural productivity is lower for female farmers. In the labor market, women are less likely to be in more desirable types of employment and earn substantially lower wages for similar characteristics. The focus of PSNP5 remains on rural households, with the urban caseload increasingly captured by the Urban PSNP.

PSNP woredas. PSNP4 was operational in 382 woredas; and the number of woredas is expected to grow in PSNP5 as the programme expands its geographic footprint. Core PSNP components will be implemented in all these woredas. The shock-responsive transfers will be for non-PSNP households within the PSNP woredas. However, the refocusing of PSNP5 on extreme poverty and vulnerability will include a realignment of PSNP woredas to the most drought-prone woredas, which is not currently the case.

The dimensions of resilience will be unpacked in the M&E framework so that different aspects of resilience can be assessed, and progress towards Outcome can be tracked. These will include as key elements: enhanced food security; enhanced stability of assets; enhanced nutrition security; more secure livelihood assets and strategies; and climate change adaptation and mitigation.

3.4. Programme Outputs

The PSNP5 expected Outcome will be achieved through the combined effect of six Outputs through which PSNP5 will focus its efforts. These are as follows:

1. Timely and adequate transfers received by eligible core caseload of clients. This Output ensures the most in need people receive PSNP regular cash or food transfers as either direct support or in return for labor, enabling them to smooth consumption and prevent asset depletion. It focuses on ensuring these transfers are of sufficient value, are in the most appropriate form, can be received with low transaction costs, and arrive predictably on time.

2. Shock-responsive transfers received by eligible clients when needed. In times of shock, people in the PSNP core caseload may need additional support to protect consumption and assets, and others beyond the caseload may also be at risk. This Output allows the PSNP to scale up temporarily to provide this support, with systems in place to ensure an early response, which provides effective protection to recipients.

3. Public Works respond to community livelihoods needs and contribute to disaster risk reduction, climate change adaptation and mitigation. Under this Output, PSNP labor-intensive public works are planned and delivered in ways, which maximize the benefits to PSNP clients and their wider communities, and support their wider livelihood needs.

4. Linkages to available social services facilitated for core PSNP clients with emphasis on PDS and TDS. This Output supports the poorest and most vulnerable PSNP clients, who are often socially marginalized, to access necessary services beyond the PSNP, such as for health, education, and nutrition.

5. Tailored livelihood options accessed by eligible PSNP clients. This Output supports selected households to improve their livelihoods by facilitation of appropriate strategies and investments and provision of cash grants and technical support.

6. PSNP management and capacity enhanced. This Output strengthens the ability of programme managers to deliver effectively on their responsibility to ensure the whole PSNP – as delivered through the other five Outputs – is well managed and governed, functions smoothly, and achieves against expectations.

Together these Outputs deliver the following:

- Well-targeted cash and food support to the most in need, to build food security;
- The ability to protect households in PSNP woredas from shocks so they are able to retain their assets;
- Appropriate community infrastructure which sustainably rebuilds environmental resilience and enables climate change mitigation and adaptation;
- Access to a wider set of social services which would otherwise not be available or accessible, and which help build human capital for the most vulnerable and counteract intergenerational transmission of poverty;
- New opportunities for appropriate and sustainable livelihood enhancement, providing the chance to graduate beyond the need for PSNP support for those who are successful;
- Inclusive and fair access to the programme benefits;
- All of which is well-managed, delivered effectively and maximizes potential impacts

These expected results provide the elements for building resilience among PSNP clients and communities, and for successful achievement of the PSNP5 Outcome, as long as key Assumptions hold true.

3.5. Programme Principles

Principles represent fundamental ideas that guide action, and are mandatory and not optional. The PSNP principles complement the programme strategy by providing additional guidance on programme design, programme implementation and informing ongoing decisions to ensure that adherence to the principles is always ensured. The following principles are adopted in PSNP5.

1. Focus on extreme poverty and the most vulnerable. PSNP5 support will address the needs of the extreme poor (for core caseload), the most vulnerable (for the transitory caseload), and the nutritionally vulnerable within these cohorts.

2. Fair and transparent client selection. Clients are selected through community-based targeting, with an effective appeal mechanism to address inclusion or exclusion errors. The client list is verified through public meetings during which it is read aloud and discussed. The final client list is also posted in public locations.

3. Timely, predictable and appropriate transfers. To create an effective safety net, clients must be sure that they can depend on the PSNP at all times. Transfers can be considered predictable if PSNP clients have timely knowledge of their eligibility for the programme, and they know what type of transfer they will receive, how much of this transfer they will receive and when they will receive it. A transfer is timely if it is provided to clients before or at the time during the year when they need the support. A timely transfer also takes place according to a planned transfer schedule. A transfer is appropriate if it meets the needs of households: cash is provided in settings where markets function well, while food is provided in areas where there is no food to purchase or food prices are extremely high. An appropriate transfer also has the same value whether it is provided in cash or food.

4. Primacy of transfers. Since the PSNP is primarily a safety net, ensuring that clients receive transfers takes priority over all considerations. Transfers should not be delayed for any reason, including those related to public works implementation.

5. Cash first principle. When possible, cash should be the primary form of transfer. This assists with the stimulation of markets – since people spend their cash in local markets – and the move away from food aid. Food transfers are provided at times and places when food is not available in the market, or where market prices for food are very high. This protects PSNP clients from food shortages and asset depletion.

5. Productive safety net. The PSNP is a productive safety net which means that it not only includes a commitment to providing a safety net that protects food consumption and household assets, but it is

also expected to address some of the underlying causes of food insecurity and to contribute to economic growth in its own right. The productive element comes from infrastructure and improved natural resources base created through PSNP public works and from the multiplier effects of cash transfers on the local economy.

6. Tailored livelihood solutions. The PSNP provides livelihoods support that is tailored to 1) households and individuals according to their capacity and the context in which they live, and 2) institutional capacity for each of three livelihoods pathways (crop and livestock, off-farm income generation, and employment).

7. Integrated into local systems. The PSNP is not a standalone and temporary project but a key element of local development planning. PSNP plans are integrated into wider development plans at woreda, zone, region and federal levels.

8. Scaleable safety net. The PSNP is scaled up when needed in the event of shocks to ensure that assistance is available to those households who need it most in PSNP woredas, to prevent them from becoming more food insecure. The PSNP can scale up to a predetermined ceiling; any transitory needs that cannot be met through the PSNP will be addressed through the emergency response system.

10. Gender equity. The PSNP is designed to respond to the unique needs, interests and capabilities of men and women to ensure that they benefit equally from the programme. This is done by promoting the participation of both men and women in PSNP decision-making structures and responding to women's responsibility for both productive and reproductive work and the differential access of female-headed households to resources.

11. Nutrition sensitivity. PSNP contributes toward addressing the underlying determinants of child nutrition, and aims to contribute to the country's overall effort of achieving zero stunting by 2030.

12. Good governance. PSNP management arrangements adhere to the principles of good governance, namely transparency, accountability, respecting mandates, subsidiarity, and effectiveness and efficiency.

3.6. Programme Outputs and Activities

The delivery of the activities associated with the outputs will collectively enable PSNP5 to achieve its outcome. These outputs and their key activity areas are summarized in a table below and will be described in more detail in the following sections:

Table 1: PSNP5 Outputs and Respective Key Activities

Output	Key Activities
1: Timely and adequate transfers received by eligible core caseload of clients	- Target clients for PSNP caseload - Manage cash and food resources - Develop capacity to deliver output 1 - Address gender, nutrition and social development issues related to output 1
2: Shock-Responsive transfers received by eligible clients when needed	- Strengthen the national government-led early warning system to monitor and predict drought shocks - Establish pre-agreed rules on how to scale up responses - Develop annual drought response plans - Expand geographic footprint of PSNP to cover additional drought-prone woredas

	• Put in place a single delivery system • Develop capacity to deliver output 2 • Address gender, nutrition and social development issues related to output 2
3: Public Works respond to community livelihoods needs and contribute to disaster risk reduction, climate change adaptation and mitigation	• Develop integrated, climate-smart, gender and nutrition sensitive annual public works plans that contribute to livelihood productivity • Implement public work plans • Monitor the implementation and impact of public works • Address gender, nutrition and social development issues related to output 3 • Develop capacity to deliver output 3
4: Linkages to available social services facilitated for core PSNP clients with emphasis on PDS and TDS	• Establish institutional arrangements to implement the component • Identify available services and clients' needs • Roll out linkages to social services • Monitoring linkages to social services • Develop capacity to deliver output 4
5: Tailored livelihood options accessed by eligible PSNP clients	• Prepare and plan for livelihoods interventions • Implement livelihoods interventions • Monitor and evaluate livelihoods interventions
6: PSNP management and capacity enhanced	• Ensure effective financial management • Ensure effective commodity management • Ensure effective procurement that meets PSNP and DP needs and standards • Ensure effective physical resource management that meets PSNP's performance standards • Ensure effective human resource management • Ensure effective PSNP planning and reporting • Ensure effective programme monitoring, evaluation and learning • Ensure effective programme governance • Ensure PSNP capacity is adequate to implement the programme effectively • Ensure effective strategic management of the PSNP • Ensure effective mainstreaming of cross-cutting issues

3.7. Scale and Scope

The PSNP will scale up to a national rural programme. The programme will scale up systematically so as to ensure that capacity is built before programme implementation begins in each area. The scaling

up of the programme will build on the residual caseload and phase in the introduction of households and woredas experiencing the greatest vulnerability in the existing programme regions.

The core caseload of PSNP beneficiaries is 7.9. million which will be allocated across new and existing programme woredas. As a result of administrative splits of existing PSNP woredas in the last couple of years, 408 woredas are participating in the programme. Thus, woreda level quotas will be revised and defined prior to the full targeting on the basis of the latest available data on extreme poverty. The revision will also take into consideration the high rates of vulnerability in lowland regions (pastoral areas typically have lower rates of extreme poverty but higher vulnerability to poverty.

PSNP operates a 'scalable' safety nets scaling up food and cash assistance to an average of 3.8 million people annually. Transitory needs will be determined using data generated by the early warning system through a joint seasonal assessment conducted in December each year.

As clients exit the programme , new clients will be added on a needs basis, using the targeting system, as long as there are unmet needs in the country.

The programme will also build strategic linkages between the development of the rural safety nets and the urban safety net (currently led by the Ministry of Urban Development, Housing and Construction) to ensure consistent coverage using complementary tools and a consistent approach.

The PSNP focuses on extreme poverty and vulnerability as the key criteria for selecting programme clients. However, within this poverty focus specific services will be targeted so that the particular needs of categorical groups (elderly, young children, pregnant and lactating women) can be better addressed.

3.8. Specific Role of NGOs in the implementation of PSNP

USAID supports PSNP implementation through NGO implementing partners which support PSNP core activities, deepened livelihoods activities and nutrition interventions. Given the level of resources and expertise that NGOs bring to the PSNP implementation, specific sections are added in each manual and operational annex to clarify NGOs' role in PSNP implementation. In addition to describing NGO responsibilities and accountabilities as well as recognizing their traditional role in PSNP, these sections seek to:

- Enhance programme successes in NGO operational woredas through more efficient use of NGOs' capabilities, innovations, and international experiences;
- Create an atmosphere of mutual understanding of, and collaboration in, PSNP implementation by instituting shared responsibility and accountability from both the GOE and NGO implementers; and
- Bring NGO Structures closer to GoE's PSNP implementation structures to efficiently coordinate and maximize the use of available resources to create efficiency, share workloads, build capacities and/or bridge capacity gaps as required.

SECTION 4. ENVIRONMENTAL AND SOCIAL SAFEGUARDS

4.1. Environmental and Social Standards (ESS)

The Environmental and Social Standards (ESS) that apply to the project are as follows:

ESS1 Assessment and Management of Environmental and Social Risks and Impacts. PW and livelihoods strengthening activities may involve environmental and social risks. The environmental risks of PW arise principally from site-specific impacts such as (i) disturbance of environmentally sensitive areas or downstream ecosystems by SWC subprojects, including flood control, which, despite being intended to improve the environment, might be badly designed or sited; (ii) vegetation removal, erosion or pollution caused by poorly designed or located social infrastructure such as community roads or health posts; (iii) salinization, water logging or pollution resulting from SSI sub projects including the use of agrochemicals. Furthermore, the expansion of PSNP5 in the lowlands which could be fragile and the potential for community water development subprojects can make the environmental risks of the PW subcomponent substantial. Environmental risks related to the livelihoods subcomponent arise principally from the potential cumulative effects of large numbers of households in the same kebele or woreda all undertaking the same livelihood activities, such as (i) environmental degradation caused by overgrazing resulting from animal-fattening; (ii) loss of endemic tree species due to tree-cutting for the manufacture of furniture or artefacts; (iii) pollution from poultry keeping using drugs or chemicals; (iv) deforestation and reduction in local energy sources due to trading in fuelwood, poles or charcoal; and (v) deforestation due to a reduction in energy resources resulting from the processing of agricultural residues for animal feed production.

From a social perspective, the project is expected to have a positive social impact on the poorest households. However, a number of social risks related to individual PW subprojects exist, such as (i) social unrest arising from loss of access to resources under Area Closure arising from SWC subprojects; (ii) loss of assets related to social infrastructure such as community roads or health posts; (iii) social conflict or impact on health or safety arising from disruption of downstream water use or inequitable benefits from SSI sub-projects including the use of agrochemicals; (iv) loss of assets, social conflict over water allocation, or risk to health and safety arising from subprojects such as small dams and community ponds. With regard to livelihoods, social risks at the household level are related to impacts such as (i) social conflict arising from degradation caused by livestock overgrazing resulting from animal-fattening; (ii) health issues arising from pollution from poultry keeping using drugs or chemicals; (iv) social conflict arising from deforestation and reduction in local energy sources due to trading in fuelwood, poles or charcoal.

To mitigate against these risks, the GoE has prepared an ESMF[82] which provides two procedures: (i) a screening and impact avoidance or mitigation procedure for PW subprojects, and (ii) a Cumulative Environmental and Social Assessment procedure for addressing risks and impacts of activities supported by the livelihoods subcomponent, conducted at woreda level.

As in the previous projects financing the PSNP, the ESMF will continue to make PW subprojects ineligible in the four Disputed Areas in the Ethiopian region of Tigray in the vicinity of the border of Ethiopia and Eritrea, which are registered with the United Nations Mission in Ethiopia and Eritrea. The PW Screening procedure will eliminate any PW subprojects that might otherwise have been implemented within, or adjacent to, these areas.

Furthermore, social specific risks will be mitigated through proper screening, implementation of Voluntary Asset/Land donation procedure, GBV, Gender and Social Development Plans and implementation of an effective GRM at the community level.

ESS2 Labor and Working Conditions. The project will involve community workers who will work on the PW programme in return for transfers in the form of cash or food. It will also involve civil servants such

as Development Agents (DAs) (allocated to coordinate the PW subprojects on site) and supervisors or skilled workers temporarily contracted by the local government office to support the site works. Other categories of worker include people employed as primary suppliers, such as those bringing cement and other materials on site, and "contract workers" engaged on a site in which the Labor-intensive work actually constitutes one component of the subproject (rather than the entire subproject). The GoE has prepared Labor Management Procedures (LMPs) proportional to the activities, risks and impacts, setting out detailed procedures to ensure compliance with the standards of ESS2 for all labor categories involved.

ESS3 Resource Efficiency and Pollution Prevention and Management. It is expected that each year under the PW subcomponent many SSI schemes will be constructed or worked on. Most of these will be micro-scale, but a few will incorporate small dams and will have the potential for the use of agrochemicals, with associated risks of water and soil pollution, and risks to humans arising from mishandling and the absence of protection. It is expected that each year several hundred health posts will be constructed under the PW subcomponent. There is a possibility in some cases of improper disposal by the health posts of items such as sharps, or discharge of waste into water sources. The context of both pesticide use and health post waste generation will be community-level rural areas, often far from the nearest woreda office. Thus the oversight of mitigating measures will be largely the responsibility of the DA, backed up by technical support from the woreda level. The ESMF will prohibit the use of project funds to purchase pesticides or fertilizers. Nonetheless, some farmers may choose to purchase and use agrochemicals, so the ESMF requires woreda staff to provide information and training on acceptable and unacceptable pesticides, and will encourage farmers to comply with GoE policy and international standards of use and storage. The ESMF includes the Government's Guide to Integrated Pest Management, which the ESMF Screening procedure will oblige the DA to invoke. This will ensure that the correct guidance is utilized in all subprojects likely to involve the use of agrochemicals.

ESS4 Community Health and Safety. ESS4 applies to the project principally in respect of health and safety arising from the construction and operation of the PW subprojects. While each watershed may typically have around three to four sub-projects implemented annually, each subproject is expected to operate for many years. Thus within a few years there will be many sub-projects implemented in a typical watershed (or rangelands unit). The risks to community health and safety arise principally from (i) occupational hazards while working as a community worker on a subproject construction site; (ii) risks to community members inadvertently on, or in the vicinity of, a PW construction site; and (iii) risks to all and any community members from accidents or failures of a subproject during operations. The risks to community workers and those in the vicinity will be covered by the Health and Safety Plan for PW, supplemented by the provisions of the LMP under ESS2 Labor and Working Conditions, above. Measures to avoid health risks from agrochemical pollution and medical waste during subproject operations will be covered by the procedures under ESS3 Resource Efficiency and Pollution Prevention and Management, above.

The risks from small dams will be addressed by

- The ESMF Screening procedure eliminates (i) all Large Dams (that is, those with a height of 15 m or greater or with a height between 5 m and 10 m impounding more than 3 million m^3) and (ii) all Small Dams that could cause safety risks or that are expected to become large dams during their operating life. This provision will be strengthened by a requirement for the woreda environmental expert to personally inspect the site and design of all dams before countersigning the ESMF Screening form;
- Ensuring through the ESMF procedure that all small dams are designed by a qualified engineer, constructed under the supervision of a qualified contractor, and follow the *Guide on Safety of Small Dams* in the ESMF as well as Good International Industry Practice;

- Ensuring through environmental and social assessment that there will be no or negligible risk of significant adverse impacts due to potential failure of the dam structure to local communities and assets, including assets to be financed as part of the proposed project;
- Putting in place an Emergency Preparedness Plan to be followed in the event of dam failure. This will be the responsibility of the woreda Water Office, and will be prepared in line with the requirements set out in the *Guide on Safety of Small Dams*; and
- The Occupational Health and Safety and Community Health and Safety Plans.

ESS4 is also relevant to provisions for GBV. The GoE has prepared a GBV Risk [83] Assessment and a GBV Action Plan. Identified issues include lack of procedures for complaints related to GBV/SEA and gaps in awareness and implementation capacity. Mitigations measures have been incorporated in the GBV action plan to address the identified gaps.

ESS5 Land acquisition, Restrictions on Land use and Involuntary Resettlement. ESS5 applies to the project in respect of minor *voluntary* loss of assets or access to assets arising from the construction of subprojects such as small dams, community roads, and social infrastructure. Due principally to the limited management capacity at kebele level, and the large scale of the PW programme, subprojects involving *involuntary* loss of assets in any form, or any form of resettlement, will be prohibited under the PSNP, and will be eliminated at ESMF Screening stage. For voluntary asset loss the ESMF includes a Voluntary Land/Asset Loss procedure aligned with the provisions of ESS5.

ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources. The design of the PW programme, which is limited to community subprojects implemented in inhabited areas, together with the PW subproject ESMF Screening procedure, is designed to **eliminate any PW subproject** that could potentially affect forests, natural or critical habitats, or protected areas of high biodiversity value. Environmental and Social monitoring, including the 6-monthly PW and livelihoods Reviews, will monitor impacts of PW subprojects to ensure that the standards of ESS6 are maintained, including the sustainable management of living resources and prohibition on the introduction of alien species.

ESS7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities. In mid-2018, based on the assumption that all PSNP woredas in Afar and Somali regions are regarded as meeting the World Bank safeguards category 'indigenous peoples', it was estimated that 2.5 million of PSNP beneficiaries, represented by an estimated 0.5 million households, fell into that category. Since PSNP5 involves an expansion in the geographic scope of the project, and a reallocation of the caseload, an Enhanced Social Assessment and Consultation (ESAC) is being conducted. Due to the COVID-19 situation in Ethiopia, this ESAC consists of two phases: (i) Phase I: A Summary of the ESACs conducted to date, showing how they have contributed to the design of the project and (ii) Phase II: Consultations with specific community groups and key informants, to determine needs and develop any recommendations necessary to ensure that services provided to historically underserved traditional local communities will be socially and culturally appropriate. Phase I has been completed; Phase II will be carried out before the programme effectiveness considering the context of COVID-19.

ESS8 Cultural Heritage. Since the project can involve excavations, movement of earth, flooding or other changes in the physical environment, ESS8 applies to the Project. Ethiopia is exceptionally rich in tangible cultural heritage, both natural and human-made. There is thus a risk of subprojects involving earth-moving disturbing and possibly destroying cultural heritage. The risks to cultural heritage will be addressed by the project as follows: (i) Subprojects likely to be implemented within, or in the vicinity of, a known cultural heritage site will be eliminated in the PW ESMF Screening process; (ii) Unexpected encounters with cultural heritage during subproject implementation will be addressed by a Cultural Heritage Chance-Finds Procedure, which will form part of the ESMF; and (iii) Any impacts on intangible cultural heritage arising from physical PW activities will be addressed by the DA under the ESMF mitigating procedure of ESS1.

ESS10 Stakeholder Engagement and Information Disclosure. The project will support stakeholder engagement through the development and implementation of an inclusive and participatory SEP (disclosed on October 4, 2020). Taking into account the large scale directly affected population (approximately eight million), and the fact that the project will extend support to 'new', currently excluded, woredas as well as reallocate the caseload geographically, the SEP will disclose project information to all project woredas and capture the views of sample communities in (i) Existing PSNP-supported woredas where no significant caseload changes are planned; (ii) Existing PSNP-supported woredas where caseload reallocation is planned; and (iii) 'New', currently excluded woredas where the PSNP will be introduced for the first time. The SEP pays particular attention to (i) any historically underserved traditional communities affected, to ensure that services provided will be appropriate; (ii) especially vulnerable and disadvantaged groups, including the elderly, persons with disabilities, female-headed households, orphans and vulnerable children; and (iii) neighbouring communities that might be directly or indirectly affected by the project.

4.2. Environmental and Social Commitment Plan (ESCP)

An Environmental and Social Commitment Plan (ESCP) has been developed, setting out agreed measures to be taken by the GoE to address the environmental, social and labor risks identified in the project. The ESCP includes all the procedures necessary to ensure compliance with the ESF, including: (a) commitment by the project to prepare and implement a site-specific Environmental and Social Management Plan for each PW subproject, forming part of the ESMF procedure, (b) commitment to implement the procedure for addressing cumulative risks and impacts of activities supported by the Livelihoods subcomponent, conducted at woreda level as required by the ESMF procedure, (c) commitment to implement the SEP, and (d) commitment to the required capacity building for implementation of all ESF-related requirements.

4.3. Citizens engagement and GRM

Building on the experience of previous phases of PSNP, PSNP5 will include support for citizen's engagement in targeting, selection of PW, and appeals and grievance redress processes: households targeting is largely the responsibility of community committees (including at least two women), with results made public to the wider community through a combination of public posting of beneficiary lists and community meetings; the planning of PW follows a participatory process led by community committees, and KACs have been established in all PSNP operational areas to hear and address appeals and complaints regarding the implementation of the PSNP. The Project, through the Results Framework, will monitor the percentage of annual public works planned in accordance tothe government participatory watershed/rangeland guidelines. SEASN, through the annual information disclosure activities outlined its Stakeholder Engagement Plan, will strive to ensure that citizens in PSNP woredas are adequately aware of the project's scope, its grievance redress mechanism, and beneficiaries' social protection entitlements.

A GRM system is currently in place for the PSNP, and modernizing this paper-based system through the establishment of an MIS is envisioned under Component 3 of the project: Systems, Capacity Development, and Programme Management Support. Other project feedback mechanisms include (i) regular third party spot-checks at least twice a year in a random sample of woredas to collect information regarding programme implementation and citizens' feedback by programme components/ processes; (ii) annual review of the GRM including review of the main types of grievances and of compliance with timelines for addressing grievances and providing resolutions to clients. Both the spot- checks and Grievance Review Reports findings are jointly reviewed by PSNP management and Development Partners, and action plans are agreed. The percentage of PSNP beneficiary households aware of the Kebele Appeals Committees (the frontline mechanism of the GRM) will be monitored as part of the SEASN Results Framework.

4.4. Gender equity and gender gap

Building on the successes of previous phases of support to PSNP, PSNP5 actively seeks to address the gender gaps in Ethiopia on female labor market participation, access to transactional accounts, agriculture productivity, and entrepreneurship. Currently women represent about 50 percent of PW beneficiaries and 45 percent of business plans developed under livelihoods support. The proposed Project builds on these interventions and includes a set of complementary, mutually reinforcing activities directly aimed at promoting women's empowerment. The project will continue promoting women participation in the Kebele Food Security Task Forces. As of now half of these task forces have 2 or more women in their composition. Furthermore, in order to ease the constraint on the ability of women to undertake economic activity posed by childcare responsibilities, community-based childcare centers will be set up in selected woredas. Caregivers working in the centers will be selected from among PW beneficiaries and activities will support the age- appropriate development of early literacy and numeracy, socio-emotional, and fine and gross motor skills.

The exemption from PW participation for mothers will be extended to cover them from pregnancy until the child turns 24 months. SEASN will also support efforts to reduce the gender gap in bank account ownership and operation in the country through targeted messaging/awareness efforts to women beneficiaries on the use, benefit and technicalities of owning and operating accounts, leveraging the already relatively high share of PSNP accounts operated by them. Evidence indicates that female control over cash flows in the household promotes food security, diet diversity, and investment in more productive assets and access to formal bank accounts improves individual and household well-being as well as investments by those who are self-employed. SEASN will improve women's economic opportunities and reduce the gender gaps in access to inputs and ownership and control of assets, as well as wage employment, through participation in livelihoods support. The programme will directly support women on 3 dimensions: production; resources; and job services. In the area of production, training will be adjusted to provide gender -sensitive extension services and livelihood options, and better address the constraints to productive inclusion that women face. Promotion of the off-farm pathway will encourage female participation as data show that women are more likely than men to work on off-farm businesses. In the area of resources, quotas of 50 percent for women will be established, both for livelihood grants and funding of business plans). In the longer term, livelihoods grants will allow women to set up their own businesses, therefore improving the percentage and sustainability of female-owned businesses. In the area of job services, the programme will encourage women's participation in the WEP.

SECTION 5. MANAGEMENT INFORMATION SYSTEM (MIS)

5.1. Overview

The PSNP MIS is an IT system developed to support data management of PSNP programme operations, enable more timely and informed supervision and management decision-making, and to boost monitoring and reporting capability and timeliness.

In PSNP 5, the PSNP MIS replaces the PASS/RPASS[25] software that was in place to support programme operations during PSNP 4.

The core functions of the PSNP MIS are to:

- Manage beneficiary household data throughout the operational cycle in the implementation of the PSNP components, including Public Works (PW), Permanent Direct Support (PDS), Temporary Direct Support (TDS), and Livelihoods according to the 'business processes' or operational processes of the programme;

- Allow users to access this programme operations data to generate reports to carry out programme activities in the field, timely management decision-making, supervision and monitoring.

Monitoring is not the primary function of the MIS; supporting programme operations is. Monitoring reports are a by-product of data handled by the MIS through regular programme operations.

As the Urban PSNP MIS, Public Works MIS and other relevant system are developed, opportunities for their integration with the PSNP MIS are being continuously explored.

Federal, Regional and Woreda levels

The MIS is available to PSNP staff at the Federal, Regional and Woreda levels. PSNP field operations taking place below the Woreda level (e.g. targeting) do not have direct interaction with the MIS, however, relevant Woreda-level staff use the MIS to generate any necessary lists/forms for use in the field by the the Kebele-level or below (e.g. PW Attendance Sheets to be completed), and enter the data returned by the Kebele-level to the Woreda into the MIS (e.g. completed PW Attendance Sheets).

At the Woreda level, the MIS is mainly used to carry out PSNP core operations (e.g. targeting, updates to household data (e.g. deaths), PW attendance monitoring, management of TDS status, payment and reconciliation, etc.).

At the Regional and Federal levels, the MIS is mainly used to generate aggregated reports which supports management to carry out timely supervision and monitoring.

All levels also use the MIS to support annual planning and budgeting for budget items calculated based on the number of beneficiary households.

Main Users & User Rights

The main users of the PSNP MIS are those involved in the day-to-day implementation and management of the PSNP at the Woreda, Regional, and Federal levels. Other users of the MIS are those accessing the reports generated from the operational data for monitoring, supervision, reporting and analysis. IT staff are not the main users of the MIS. Their role is to provide technical support to all users.

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[25] Payroll and Attendance Sheet Software

User rights are assigned to MIS users based on user roles, which are in turn based on staff roles in the PSNP. Each staff member can only access the MIS user interfaces or view the data covered by their user rights. Different users have different rights to enter, edit, delete, update or view data. For example, a Woreda-level PW Officer can only view or change data for households in his/her Woreda, and only via the user interfaces to which he/she has access.

Reports

A number of standard reports, including periodic reports generated at all levels, can be generated by the MIS. In addition to these, data can be extracted for any field or combination of fields in the database to form the basis of additional reports.

Offline Functionality

The PSNP MIS is a web-based system, however, it can function offline where there is no internet connectivity without interruption of the operational cycle of the programme, including payments.

The MIS is installed on computer workstations of all users. Where internet connectivity is available, the data entered into the Woreda-level database (e.g. targeting information, PW attendance data, payment reconciliation data, etc.) is synched to the central database in order that Federal and Regional users can access updated data. Where internet connectivity is not available, the Woreda-level database is sufficient for the MIS to function for core programme operations, just as PASS/RPASS did.

Under PSNP 4 all Woredas were to be connected to the internet, however, the rollout of this activity was delayed due to ongoing challenges affecting all field work related to Covid-19 and security issues.

5.2. MIS Components and Structure

5.2.1. PSNP MIS Database

The PSNP Beneficiary Registry serves as the PSNP MIS beneficiary database[26]. It contains both Beneficiary Registry Data Collection Form data, and 'transaction' data generated through programme operations (e.g. payments). The Registry includes only households that are selected as beneficiaries of PSNP through the community-based targeting system.

The Registry includes both household-level (e.g. geographical location, contact information, PSNP Component, etc.) and individual household member-level (e.g. age, gender, disability, etc.) data[27].

5.2.2. PSNP MIS Modules

Each MIS 'module' corresponds to a core operational function of the programme. The following modules have been developed as part of the current PNSP MIS:

1. Targeting (Entry, Updates & Exit)
    a. Full Targeting
    b. Annual Update (Every 1)
2. TDS Status Management
3. PW Attendance
4. Livelihoods
5. Shock-responsive Scalable Safety Net
6. Payment and Reconciliation

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[26] Due to delays in PSNP Beneficiary Registry data collection arising from Covid-19 and other factors, the minimum data required to make payments will be imported to the MIS database from RPASS until the Beneficiary Registry data is available.

[27] Unlike PASS/RPASS which did not include complete data for all household members.

5.2.3. Targeting (Entry, Updates & Exit)

The targeting module allows the Woreda to enter data collected at the Community level during the full targeting or annual updates, including:

- Entry of new households;
- Update of relevant data for existing beneficiary households, both at the household level (e.g. change of PSNP component, change of address, etc.) and the individual level (e.g. death, marriage, etc.);
- Exit of existing beneficiary households.

The Targeting module includes a function that allows Woredas to enter full Beneficiary Registry Form details for new beneficiary households outside of a full targeting year.

5.2.4. TDS Status Management

The TDS Status Management module allows the Woreda to add and remove eligible individuals from beneficiary households in the TDS component, and supports the Woreda to provide TDS beneficiaries with advance notice of the end of their eligibility period and transition back to PW.

The MIS overrides PW attendance monitoring for these individuals while they are TDS beneficiaries.

5.2.5. PW Attendance

The PW Attendance module allows Woredas to:

- Generate monthly attendance sheets on which household-level PW attendance is recorded;
- Enter completed monthly attendance sheets into the MIS.

The MIS uses PW attendance data as an input to the calculation of monthly payment for PW households.

5.2.6. Livelihoods

The Livelihoods module allows Woredas to enrol households in the Livelihoods Component, identify which livelihood pathway they opt for, and track their progress along this programme process. It also allows Woredas to enrol Livelihood Component beneficiaries into the Livelihoods Transfer in order that the MIS adds them to the Livelihoods Payment list when it is generated.

5.2.7. Shock-responsive Scalable Safety Net

This module supports both the planning and implementation of the Shock-responsive Scalable Safety Net component. While this component is offered in both PSNP and non-PSNP Woredas, the MIS is used only in PSNP Woredas. However, within these, the MIS covers both PSNP and non-PSNP beneficiary households of this component.

This module supports Woredas, Regions and the Federal level through the planning and budgeting phase of this Component, by allowing Woredas to input the estimated number of beneficiaries and allowing Regional and Federal users to review and approve them, as well as the configuration of payment parameters (i.e. food or cash, type of food, weight/amount of food, top-ups, etc.).

The module also supports implementation by allowing Woreda users to enrol households as beneficiaries of this Component (including existing PW beneficiaries for whom the number of months of PW benefits is extended). Payment of the Emergency Scale-up is handled through the Payment module.

5.2.8. Payment and Reconciliation

The payment module allows Woredas to generate a payment list for each programme component, and to carry out reconciliation of payment.

The payment list is created at the Woreda level based on the payment parameters and relevant updated data of the component. Woredas configure some payment parameters, but multiple safeguards are in place to prevent fraud or payment list manipulation.

The payment module also allows for reconciliation after payment, and flags any discrepancies.

5.3. MIS Phase 2 Modules

In addition, as the programme evolves, additional modules will be developed to support changes to programme operations:

1. PMT-based Beneficiary Recertification
2. Scalability
3. Grievance Redressal Mechanism

Some features of the existing modules will also be expanded, including tracking the attendance of Standard Financial Literacy Training and delivery Tailored Technical Support for Livelihoods Component beneficiaries, and tracking attendance of TDS beneficiaries in Behaviour Change Communication (BCC) activities and training, once mainstreamed into the regular programme operational cycle.

Additional modules will be added to this list as the programme design evolves.

5.4. MIS Rollout

The PSNP MIS rollout has faced delays due to movement restrictions arising from the Covid-19 pandemic and ongoing security issues in the country.

Rollout consists of:

- Delivery of computer workstations with the MIS installed to all Woredas and Regions;
- Comprehensive training of all MIS users, including IT support users, on how the MIS changes PSNP operations and how to use the MIS by the MIS development firm and FSCD.

SECTION 6. INSTITUTIONAL ARRANGEMENTS

6.1. Introduction

PSNP5 requires many actors to work together in a coordinated way so that together they can improve rural households' extreme poverty, strengthen their livelihoods, and enhance their resilience to shocks.

Memorandums of Understanding (MOU) will be signed between MOA and implementing partners at federal and regional level setting out roles and responsibilities in implementation, including performance standards/indicators.

6.2. Governance System in PSNP5

6.2.1.   Role of government systems in accountability.

A key approach to governance in PSNP5 is that this is a government programme, in which government takes decisions, and is responsible for its success. Government does this with help from other non-government actors and the multi-actor PSNP governance system described in this section.

Accountability therefore begins in government systems. Central to success is that PSNP roles and responsibilities are institutionalized in the mandates of all agencies, in MoUs for all responsible agencies that include performance based conditionalities, in the job descriptions of all implicated bodies and staff, in the government's performance management structures for all bodies and staff, and in all plans and budgets for all implementation agencies.

 Core elements of government of Ethiopia's accountability arrangements include the following:

- Accountability for mandates: The roles, responsibilities and authorities of all organizations and individuals in the Ethiopian civil service are defined and limited by their formal mandates. These are provided for under the Constitution of Ethiopia by specific government proclamations, which establish powers and duties for each ministry. For each ministry, the minister is accountable for ministry performance, and is accountable to the Prime Minister and Council of Ministers

- Accountability to parliament: Public bodies implementing the PSNP integrate a limited set of performance indicators in their organizational and departmental plans, and report to higher level authorities, including parliaments. The Ethiopian Parliament Agriculture Standing Committee oversees agriculture and food security issues and programme implementation. Similarly, regional administrations also have a regional parliament which also has a standing committee committed to overseeing the implementation of agriculture and food security programme implementation.

- Vertical accountability to line managers: In common with all bureaucratic systems, managers are responsible for the effectiveness of the individuals and teams below them

- Balanced scorecard: Civil service performance management is supported by a Balanced Scorecard (BSC), which reflects organizational and individual strategy and plans

PSNP5 will clearly state expectations of each of the main bodies with responsibilities in PSNP through MoUs that include performance based conditionalities. This will be complemented by individual job descriptions, as well as codes of conduct and terms of reference for committees, which constitutes a network of checks and balances aimed at enabling effective performance management.

FSCD as the lead agency responsible for PSNP will ensure under its responsibilities for Output 6 that all the documentation is updated for PSNP5 so all expectations are institutionalized, and so all nominated actors have legitimate roles and clear expectations against which the delivery of their responsibilities in PSNP may be assessed. This will include ensuring that PSNP5 has clear institutional arrangements and responsibilities for all actors, avoiding duplication, uncertainty of mandates, and gaps.

Based on these clear roles and responsibilities, institutional arrangements and clear expectations, it is the role of government internal planning, performance management and accountability systems to play the initial role in ensuring accountability of government actors for delivering as required. Layered on top of those, the PSNP-specific governance arrangements play a supporting role where needed.

6.2.2. *Role of PSNP-specific structures and processes in accountability.*

This section introduces a clear set of relationships between different levels of the governance system and with the wider set of implementation agencies. It is again incumbent upon FSCD, through its mandate for Output 6, to ensure this system is properly designed and all institutional arrangements, responsibilities and mandates are clear.

Beyond the good design of institutional arrangements, this system will also require active and ongoing management, and this is also the role of FSCD under its mandate for leading Output 6. The PSNP5 governance system has built-in checks and balances to enable the system to function effectively, but FSCD will provide oversight and take action as required.

Core elements of PSNP-specific accountability arrangements include the following:

- Programme management structure: PSNP is delivered through a prescribed management structure, in which FSCD is defined as the lead accountable organization

- The hierarchy of committees: As described in this chapter these complement the government system, providing additional accountabilities and multi-actor engagement to enable effective decision-making

- Specific MoUs, performance contracts and codes of conduct: Programme-specific MoUs are agreed for all implementing bodies establishing roles, expectations and accountabilities, and these are supported by performance contracts to enhance management of these accountabilities

- Social accountability: Downward accountability for PSNP implementing bodies and managers is encouraged by a number of specific tools such as the grievance redress mechanism, PSNP client cards which state clients' rights, transparency requirements for communication of key facts about PSNP, and others.

- Adaptive management and learning: The PSNP5 MEL system is designed to deliver timely news on what is and is not working and why, and to provide forums for ongoing review which allow adjustments to implementation plans to enhance performance. The components of this system are described in chapter 6, but key elements include the JRIS, the MIS, routine reporting, periodic reporting and evaluation studies. The governance system and MEL system are closely linked since the MEL system provides timely information to the hierarchy of committees to assist with their oversight and management of the programme.

Two key requirements are a) that committees meet and are effective, and b) that they report as required – as described below.

6.2.3. Ensuring committees meet

If committees do not meet as planned, or if their meetings do not have sufficient participation, then the management arrangements for PSNP5 will not work well. The following measures will be built into committee TOR:

- All members of committees will be required to sign a code of conduct indicating understanding and agreement to key terms, and these will be enforced by the committee Chair and noted in minutes
- Meetings are scheduled as planned, and represented in MoUs, annual plans, TOR, job descriptions and performance management processes of all participants.
- Chairs have the responsibility to call and arrange meetings, and are accountable if they do not take place to the higher-level body to which that committee reports.
- Chairs have the responsibility to ensure that high quality minutes, based on a defined template, will be prepared and circulated to pre-defined recipients – to allow horizontal linkages and vertical accountability
- Issues which any committee cannot resolve are formally escalated to the next level up, first using informal mechanisms or the support mechanisms provided by fortnightly and monthly management meetings, and second formally using programme governance structures
- Formal channels of performance management are used to address lack of adherence to expectations, in which responsible officers in under-performing agencies are required to take remedial action

6.2.4. Ensuring committees report

Transparency of communication is a critical element in any system of accountability, and for PSNP committees this occurs through preparation and circulation of minutes and any other supporting documentation. The key flow of information for accountability purposes is from lower to higher meetings, with the following measures to be built into the new and revised committee TOR:

- Chairs have the responsibility to ensure high quality minutes, with a defined template, will be prepared, and circulated to pre-defined recipients – to allow horizontal linkages and vertical accountability

- Chairs of the higher-level committee are responsible for ensuring that a proper review of lower-level minutes and issues is given adequate time in meeting agendas, and that their accountability function is taken seriously in line with TOR and codes of conduct. This will require preparation work prior to meetings to assemble facts and produce brief summary reports and recommendations so performance can be readily reviewed.

- Managers of the PSNP Monitoring, Evaluation and Learning system will be responsible for ensuring that all minutes are received and analyzed and reported upon – under the mandate of Output 6 – so that the effectiveness of the governance system can be tracked over time.

These arrangements should together ensure a greater oversight on implementation at all levels, greater accountability for all, and translate to enhanced programme performance through the transmission channels described above.

In line with this analysis, the following changes are new for this phase:

- Root and branch review of all programme bodies to ensure they contribute clearly and effectively to the functioning of the overall system
- Simplified arrangements for high-level oversight, with amendments to both JSOC and CMC

- Clarity on decision-making responsibility between government implementation agencies and committees, captured in revised terms of reference
- Clear statement of the expected role and added value of each element of the structure
- Rationalized Technical Committees and working groups, aligning Technical Committees with logframe Outputs, and vertical alignment of all working groups to report to the relevant Output TC
- Updated TOR of all bodies to reflect the new design
- Implementation Agency accountability for Outputs
- Clear responsibility for ensuring an effective governance system given to FSCD under Output 6
- Introduction of performance based conditionalities to incentivize desired behaviors and performance levels
- Integration of responsibilities for PSNP into specific organizational mandates, MoUs, codes of conduct, individual job descriptions, performance management frameworks and performance contracts, annual plans and progress reports
- Rationalized membership and participation in all committees. Membership of all committees will be reviewed, using a responsibility assignment framework known as RACI[28], to inform the membership of committees and to bring clarity on roles, responsibility and ultimately accountability.
- Measures to enhance effectiveness of individual committees, including establishing the correct membership, correct frequency, clear meeting rules, incentives to meet
- Introduce greater transparency into meeting schedules, agendas and minutes sharing for complementary lateral linkages and programme performance, with access made more readily available by use of new electronic reporting tools such as KPIs, dashboards and maps.

The expectation is that introduction of these changes will lead to a better designed and more effective system, with: more effective meetings taking place more often, in line with need; greater transparency of what is happening both with programme implementation and within the programme governance structure; greater incentives across programme actors to fulfil their expected roles to a high level of quality; greater visibility and consequences for actors not meeting expectations; greater connections and complementarity between implementing agencies and the governance structures – all leading to better decision-making and higher levels of performance of PSNP as a whole

The next section shows how all of these changes are reflected in the overall governance system.

6.3. The PSNP5 Governance System

6.3.1. Overview of the System

This section provides an overview of the governance system in PSNP5. The benefit of a governance lens is that it emphasizes that PSNP management needs to work as a system and not just as a number of connected pieces; and that it forces a dynamic approach which identifies issues as they arise and is designed so that remedial measures will be taken in time to allow course-correction. It defines what is meant to happen, it also defines what happens if the system is not working as planned.

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[28] RACI (Responsible, Accountable, Consulted, Informed) will categorize potential members into those **responsible** (those who do the work to complete the task), **accountable** (the individual who is answerable for the correct and thorough completion of a deliverable/task, and delegates the work to those responsible), **consulted** (those whose opinions are sought), and **informed** (those who are kept up to date usually after completion of a task)

The specific measures introduced into the governance system for PSNP5 adopt the following design principles:

- Focus on effectiveness of the governance system at enabling programme objectives to be achieved.
- Systems approach, considering the whole system function and not just individual elements of that system.
- Simplification of the system, learning from what worked and didn't in previous designs and removing complexity, ambiguity and administrative load where possible
- Formal and informal, recognizing that the government and PSNP formal institutional arrangements exist alongside informal measures by which business is conducted and progress accelerated within the civil service, and encouraging these informal measures to complement the work of the formal system.

The governance system for PSNP5 is represented in the following figure, and key elements are described in subsequent sub-sections.

Figure SEQ Figure * ARABIC 1 PSNP5 governance arrangements
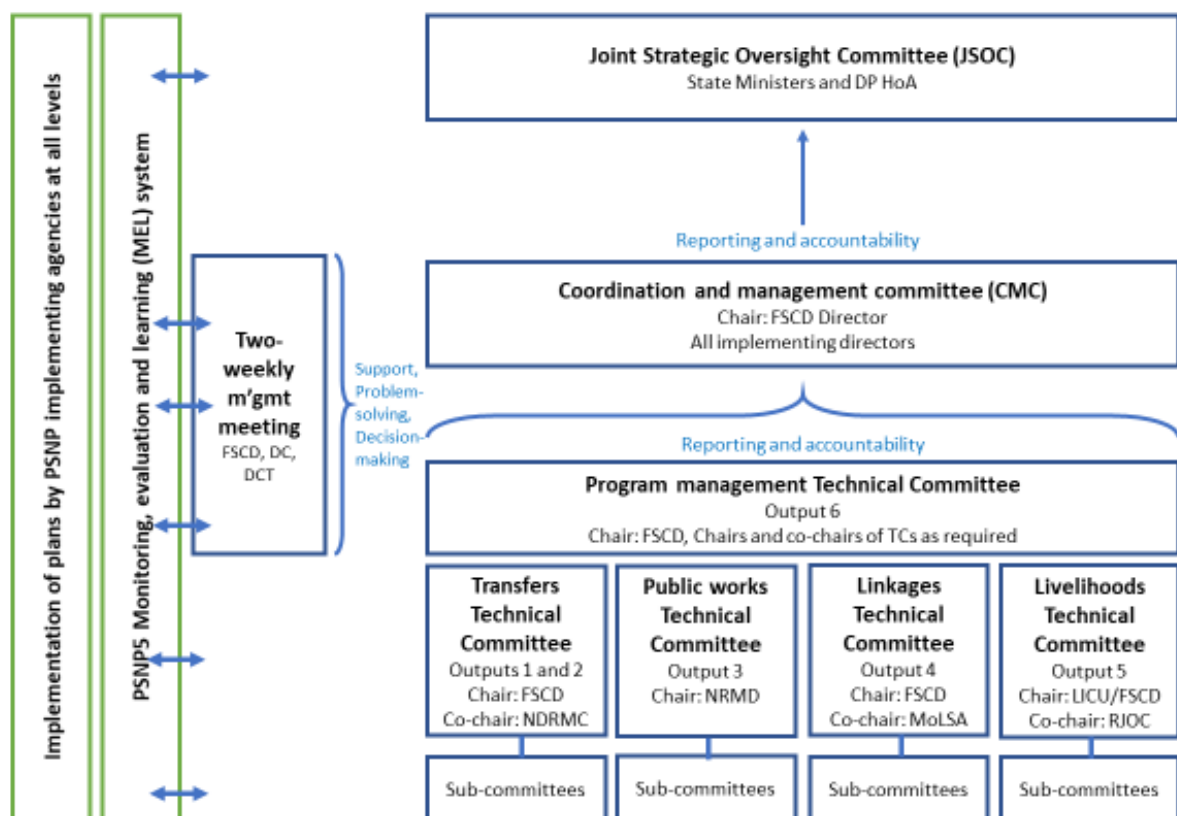
6.3.2.   Levels of Responsibility

Overall responsibility for the effective implementation of the PSNP and achievement of the expected PSNP Outcome resides with the PSNP Programme Director, who is the Director of FSCD. While the FSCD Director does not have direct control of, and authority over, all the PSNP actions and actors, it is the role of this position to monitor effectiveness of the programme and to put in place measures as

required to ensure success is achieved. This starts with supporting the application of government accountability systems and includes mobilization of the programme-specific governance structures as required.

Effectiveness of the programme governance structures and processes is also the responsibility of the Director FSCD. Again, this position does not control the different elements of programme implementation or governance structures, other than those that are mandated through government rules. But the Director FSCD is responsible for identifying any issues and ensuring that required actions are taken to address them. This responsibility is provided for under the management arrangements for Output 6.

Ministry of Agriculture (MoA) being the lead agency for the programme, each Output is led by FSCD or another directorate from the Ministry for delivery of that Output as required. Other Ministries assume co-chair role where necessary. The detail of these arrangements is described for each Output under chapter 3 of the design document, and the lead agency for each Output is as follows:

Output 1: FSCD (MoA)
Output 2: FSCD (MoA)[29]
Output 3: NRMD (MoA)
Output 4: FSCD (MoA)[30]
Output 5: FSCD (MoA)
Output 6: FSCD (MoA)

6.3.3. PSNP Committees and Structures

Implementation responsibility for PSNP follows government rules, in line with established mandates, and it is the first responsibility of government to follow those rules and discharge their programme responsibilities as planned. Additional programme structures are also required, to provide additional help to government systems and to make available the necessary capacity to ensure effective management and delivery of PSNP.

PSNP committees do not make decisions, but they do reach binding agreements. The PSNP is a government programme for which government is both responsible and accountable, and it is government officials through government systems that make decisions. However, the PSNP is also a collaboration between government and development partners, and development partners also have their own accountability rules which must be complied with and perspectives which must be taken into account. The way this potential tension is resolved in PSNP is that agreements reached by committees are considered as binding to government decision-makers responsible for the areas discussed. Where disagreements arise between committee agreements and government decisions, informal mechanisms are first used to resolve the matter. If this is not successful, the matter is escalated to the higher-level committee, which oversees the lower one, for resolution.

The PSNP5-specific structures are as follows:

- Joint Strategic Oversight Committee: The JSOC is the highest-level oversight committee and is responsible for ensuring smooth and successful implementation of PSNP, holding all programme actors to account, and resolving bottlenecks that cannot be resolved at lower levels. It meets every six months after the JRIS and is comprised of State Ministers from all implementing ministries and heads of development partners. Agreements reached in this meeting are binding.

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[29] NDRMC assumes the co-chair role

[30] MoLSA assumes the co-chair role

- Coordination and Management Committee (CMC): Every quarter a fully-inclusive meeting of all the Directors responsible for PSNP from all implementing agencies meet under the Chair of Director FSCD to review progress and resolve bottlenecks, to address any inter-agency coordination and accountability issues, and to discuss issues relevant to this sole opportunity for all agencies to meet together. A key function is to review progress with Output delivery, and to hold Technical Committees accountable for effective performance. Agreements reached in this meeting are binding.

- Fortnightly management meeting: Every two weeks, or as needed according to the Director FSCD, the Director FSCD meets with the Donor Chair and the Donor Coordinator to share perspectives, plan, and resolve bottlenecks. Following this meeting the Director FSCD and the DPs implement the agreements made. This meeting is also informed by informal arrangements in which consultations and agreements may be made in support of the meeting's agenda.

- Technical Committees: Technical Committees are responsible for ensuring PSNP5 logframe Outputs are delivered as intended, and are accountable for their performance to the CMC. One Technical Committee is allocated per Output, with the exception of the Transfers Technical Committee which is responsible for Outputs 1 and 2. The Programme Management Technical Committee (PMTC) crosscuts other TCs in line with its responsibilities for Output 6, which is responsible for whole-programme management, and has a broader membership than other TCs which may reach across Outputs. However, it is hierarchically at the same level as other TCs, and is accountable for effective performance to the CMC. At regional level, programme management will be handled by the Food Security Task Force (FSTF). At woreda level, it will be handled by the Woreda FSTF.

- Sub-committees: Whenever necessary, Technical Committees at the federal level may establish permanent or temporary sub-committees (SCs) as they see it fit. The SCs are working groups which are established either to address specific issues that arise, or to focus on a specific aspect of an Output that requires the participation of a sub-set of the TC members. Under PSNP5 all SCs are aligned, and accountable, to a specific TC at federal level.

Further detail on each of the main structures is provided in the revised terms of reference for each structure which set out the comprehensive details of the role each committee plays, how each committee functions, and the way in which it fits into the wider governance system.

6.4. Institutional Arrangements for Implementation

The PSNP is implemented through the Ministry of Agriculture, which is responsible for the overall coordination and management of the project, and other line ministries responsible for delivering services related to their mandates. Key implementing agencies include:

The Food Security Coordination Directorate (FSCD) (within the Ministry of Agriculture) coordinates all aspects of the PSNP, ensures timely transfer of resources to regions[31] and coordinates and oversees the on-farm and off-farm livelihood-related services under the programme; it also ensures compliance of the Livelihoods activities with Environmental and Social Standards. During this phase, the Government is taking steps to consolidate core operations. This includes operationalizing its decision to merge the operations management of the PSNP and food assistance within one institution – the FSCD. As such, the FSCD has become responsible for planning, coordinating the financing, and

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[31] Budgets are released upon approval by MOA. MOF distributes the funds to the federal agencies and regions.

implementing the cash and food assistance to households in response to drought and other economic shocks to households (for example, the economic impacts of natural disasters including pandemics). The FSCD social development unit will be responsible for coordinating and overseeing the planning, implementation and monitoring of the social management instruments and work in close collaboration with Women, Children and Youth Affairs Directorate of MoA , MoLSA, and NRMD to address social issues. In another effort to streamline and consolidate operations, the management of e-payment contracts will shift from the Ministry of Finance to the Food Security Coordination Directorate to ensure better integration of programme functions into one main agency at federal level.

The Natural Resources Management Directorate (NRMD) also within the Ministry of Agriculture, provides implementation support, technical coordination, and oversight of the public works component. They also have responsibility for ensuring compliance with the environmental and social standards for the PW sub-projects.

The Rural Jobs Opportunities Creation (RJOC) directorate in MOA responsible for providing Project implementation support, technical coordination, and oversight of the Wage Employment Pathway with technical support from the Employment Promotion Directorate of MoLSA and with policy/strategy support from the Jobs Creation Commission (JCC) at federal level.

The Commodity Management Coordination Office (CMCO)[32] , housed within MOA, will be responsible for food management including procurement, logistics, and tracking and reporting of the food transfers delivery. CMCO, on instruction from the FSCD will procure, manage, and ensure transportation of government managed food commodities both for PSNP's core caseload and for temporary beneficiaries to whom the programme scales up to in response to drought.

The Ministry of Finance is responsible for overall financial management and reporting and for the channeling of PSNP resources to the implementing agencies at federal and regional levels.[33] The Ministry of Finance will ensure fiduciary controls are robust and that budgetary allocations to the Programme are consistent with the budget agreed between government and partners. It also commissions the audits of the cash resources for the PSNP and shock response. The MOF will also play a role in developing and overseeing a drought risk financing strategy.

The Ministry of Labor and Social Affairs which has a mandate to support vulnerable members of society including Permanent Direct Support beneficiaries and will play an increasing role in ensuring that labor and social standards for the project are adhered to. This will entail assessing and providing technical support to address the social and Occupational Health and Safety (OHS) related risks of the project, documenting due diligence during project implementation and taking appropriate measures to mitigate these risks. Specifically, MoLSA will undertake labor inspections at public works sites with a special focus on identifying and documenting any child labor cases , perform case-management of families with children at risk of child labor, encourage and assist these children to enroll in school, support the monitoring and reporting of any incidents of gender-based violence in relation to the PSNP and implementation of light work and flexible work provisions for women. MoLSA will also monitor and report on the implementation of occupational health and safety standards.

Financing to the woreda administration in new and split woredas, and programme management budgets at federal and regional levels, which are used to support the annual planning of programme activities, technical support to lower level implementers including training, monitoring, evaluation, and

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[32] The CMCU currently sits within the NDRMC but under PSNP 5 it will move to the Ministry of Agriculture. Its responsibilities regarding the PSNP will remain the same.

[33] Regional Bureaus distribute the budgets to woredas. For payments to beneficiaries Woreda Offices of Agriculture process the attendance sheets (received from kebeles) for payrolls preparation. Woreda Offices of Finance make payments to beneficiaries through cashiers in the case of manual payments.

overall oversight of the programme. This will include the resources necessary for MoLSA (and corresponding subnational level structures) to participate in activities related to PSNP. This will support the strengthening of capacity necessary for MoLSA to carry out these roles. Financing also will be provided for technical assistance and other support to continue impact and other programme performance evaluations as well as studies related to specific issues and pilots; and for technical oversight of programme activities such as implementation of the Environmental and Social Framework (ESF) requirements and financial, commodity, and procurement management. Finally, under this component the Government will pilot performance -based incentives for woreda programme administration.

MOA and MOLSA in close collaboration with MOH will support PSNP beneficiaries through linkages to social services based on planning of activities and prioritization of resources at Woreda level. The Social Welfare Development Directorate in MOLSA and corresponding Woreda offices of Labor and Social Affairs (WOLSA) will be responsible for monitoring and supervising PDS transfers and with the case management of families with children at risk of child labor.

The National Disaster Risk Management Commission within the Ministry of Peace has overall responsibility for the coordination of the early warning system and to play an overall oversight role for the multi-sector disaster preparedness and response, including the consolidation and dissemination of early warning information and ensuring timely release of any assessments of need.

The Jobs Creation Commission and the Rural Job Opportunities Commission will be responsible for technical support to the implementation of the wage employment pathway.

Regional Bureaus and Woreda Offices corresponding to each line Ministry/ Agency are responsible for the implementation of programme activities**.** They are accountable to subnational governments (Regional and Woreda level).

6.4.1. Federal Level

The two following tables summarize the roles and responsibilities of each institutional partner at federal level for PSNP implementation, separated into those with primary and secondary agencies. All partners will be subject to the rules governing the PSNP management and oversight arrangements and will ensure their institutional MoUs for PSNP reflect this.

Table 1 Primary responsible partners for PSNP5 and Key Responsibilities

Main Institutional Partners for PSNP5	Key Responsibilities[34]
Ministry of Finance (MoF)	
	MoF is accountable for the overall financial management (accounting, reporting, budgeting, internal control & audit, and fund flows) of the PSNP5, including: - Manage the special and pooled Birr accounts and financial reporting. - Disburse financing to stakeholders and transfer cash payments to clients at woreda level where there are manual cash payments. - Oversee external audits and follow up on findings.

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[34] All IAs have responsibilities for gender and implementation of the gender action plan.

	• Develop capacity of staff at all levels to implement PSNP5 responsibilities.
Ministry of Agriculture (MoA)	
	MoA is responsible for the overall management and coordination of PSNP5. Its roles include: • Provide technical support for planning and implementation • Assist in setting policy direction • Coordinate and create linkages between ministries
Natural Resource and Food Security Sector (NRFSS)	
Food Security Coordination Directorate	Responsible for the effective delivery of PSNP to outcome level, FSCD, in collaboration with relevant bodies as appropriate, is responsible for each output of the programme. FSCD is directly responsible for the PW transfers of output 1, shock responsive transfer (output 2), the on and off-farm pathways of output 5, and all of Output 6 (PM and capacity). FSCD is co-responsible for output 4. Responsibilities include: • Oversee the implementation of all programme components • Lead implementation of the regular transfers component for non-PDS clients as well as shock-responsive transfers • Co-lead with MoLSA and MoH on the linkages to social services output • Lead implementation of the livelihoods component through the Livelihood Coordination Unit and in collaboration with RJOC with support from AED and support from MoLSA and JCC on the wage employment pathway of the livelihoods component • Procure and manage commodities for the PSNP5 • Ensure PSNP governance structures are followed, including chairing the PMTC and CMC by Director • Oversee capacity development of staff at all levels • Coordinate with other IAs to ensure all elements of the programme are being delivered as designed
Rural Job Opportunity Creation Directorate	Responsible for the implementation of the wage employment pathway of output 5 with technical support from the Employment Promotion Directorate of MoLSA and with policy/strategy support from the Jobs Creation Commission (JCC) at federal level. RJOCC also supports the other two livelihoods pathways including • Support the crops and livestock and off-farm pathways of the livelihoods component • Participate in PSNP's governance structures

Natural Resource Management Directorate	Responsible for output 3.
	
	• Through the PW Coordination Unit, lead the Public Works component of the PSNP5, including:
	  o Public works design and technical oversight
	  o Ensuring compliance with the environmental standards for the programme
	  o Public works monitoring and evaluation

	• Coordinate with providers of BCC and literacy/financial literacy training to ensure that public works clients' participation in these activities is counted toward their public works requirement • Ensure climate change activities related to carbon sequestration and climate resilience building are incorporated • Enhance linkages between PW and Livelihoods components • Develop capacity of staff at all levels to implement the PW component • Participate in PSNP's governance structures
Small Scale Irrigation Directorate	• Support NRMD providing appropriate technical support on the construction of small-scale irrigation (SSI) schemes
Agriculture Development Sector	
Agricultural Extension Directorate	Responsible for technical input in output 5 • Support FSCD in oversight for the on-farm of the LH component, Provide technical expertise in the development of CD programmes for the on-farm and off-farm elements • Ensure PSNP livelihood activities are integrated into performance management of extension staff at woreda and kebele levels • Participate in PSNP's governance structures
Technical & Vocational Education & Training (TVET)	• Coordinate its lower structures to provide appropriate technical and vocational training to clients who have chosen off-farm or employment livelihoods pathways • Support FSCD in oversight for the off-farm of the LH component
Federal Cooperatives Agency (FCA)	• Provide financial literacy training to safety net clients (in conjunction with MFI agents depending on the area) • Provide technical support and training for off-farm livelihood pathways • Provide business skills and marketing training to clients • Provide technical support to RuSACCOs to enable them to serve safety net clients
Women, Children, and Youth Affairs Directorate of MoA	• Oversee and coordinate implementation of PIM gender provisions • Participate in PSNP's governance structures • Monitor and report on the implementation of the GBV action plan • Monitor and report prevalence of child labor in programme activities
Food and Nutrition Coordination Office (FaNCO) of MoA	• Ensure agriculture sector nutrition mainstreaming in the programme design • Oversee nutrition mainstreaming in the programme • Monitor and report on the implementation of nutrition mainstreaming in the programme
Ministry of Labour and Social Affairs (MoLSA)	

Social Welfare Development Directorate	Co-responsible for linkages to social services and support for PDS clients Co-Lead with MoA and MoH the implementation of the linkage to available social services component of the programme (PDS and TDS case management) ● Develop CD programmes for PDS and TDS case management and for linkages to available social services for MoLSA staff at regional and woreda levels ● Develop Occupational Health & Safety and Labor standards in consultation with NRMD ● Supervise the implementation of Occupational Health & Safety standards in collaboration with concerned sectors (NRM, MoH, WCYA) ● Create awareness to the implementers, stakeholders and clients on Labor standards, occupational health and safety, and linkage to social services ● Participate in PSNP's governance structures
Employment Promotion Directorate	● Support RJOC on the livelihoods wage employment pathway
Ministry of Peace	
National Disaster and Risk Management Commission (NDRMC)	● Coordinate the early warning system ● Provide accurate and timely early warning information ● Strengthen community early warning systems ● Oversight the multi-sectoral disaster preparedness and response. ● Participate in PSNP's governance structures

Table 2 Secondary responsible partners for PSNP5 and Key Responsibilities

Ministry of Health	
Maternal and Child Health and Nutrition Directorate (MCHND) Health Extension and Primary Health Service Directorate (HEPHSD) Policy & Planning	Responsible for Nutrition and Supporting the linkages to social services under output4 ● Integrate the "Links to Social Services" activities into the National Nutrition Programme and the Health Extension Programme ● Implement, coordinate & integrate PSNP's nutrition interventions into existing structures of MoH at all levels ● Review health sector M&E and reporting to better capture PSNP information ● Mainstream linkage to health services in the HEWs training and performance management ● Develop SBCC materials on nutrition and roll out to frontline

Directorate (PPD)	
Ministry of Women and Children Affairs	
	• Provide technical assistance to ensure activities targeting women, children and youth are technically sound • Help ensure PSNP4 clients have access to existing services targeting women, children and youth in a coordinated manner • Help ensure gender issues are adequately addressed, monitored, and adjusted accordingly
Job Creation Commission	
	• Provide policy/strategy support to RJOCD on the livelihoods wage employment pathway

NGOs will continue to play a role in PSNP5 implementation.In addition to being members of the various TFs and TCs of PSNP at different levels, they may also, with additional financing, contribute their capacity and expertise to the programme. In doing so, they will work with government structures and abide by the Programme Implementation Manual and programme governance structures.

The NGO forum is in particular an important platform for engagement between PSNP and civil society. It comprises PSNP development partners funded Non-governmental Organizations (NGOs) that implement PSNP and related resilience building activities, livelihoods / agriculture, natural resources management, food security, water, health and nutrition, rural micro finance, and, gender, nutrition, social accountability, climate change, capacity building programmes in PSNP woredas. The forum also comprises relevant GOE stakeholders; namely, FSCD and Livelihoods Coordination Unit (LICU), Natural Resource Management Directorate (NRMD)/Public Work Focal Unit (PWFU), Commodity Management, Logistics and Finance Directorate, Rural Job Opportunity Creation Directorate (RJOC), Federal Cooperative Agency (FCA), Employment Promotion Directorate of MoLSA, MoH (Nutrition and Health), Ministry of Finance and Economic Cooperation, National Disaster Risk Management Commission, and Regional Food Security offices. Representatives from DPs too may participate on the forum. The platform aims at minimizing duplication of efforts and enhancing complementarity. In doing so, the platform facilitates information sharing, capture best practices, promote knowledge sharing and scaling up of tested innovations, and address implementation challenges. The findings of the platform will be communicated to regions, woredas and kebeles

6.4.2. Regional level

Federal-level governance arrangements by-and-large apply at regional level and below. However, PSNP5 governance arrangements acknowledge the need for appropriate flexibility. For example, E-payment will be merged with Transfer and Resource Management TC at regional level as opposed to federal level structure where there is TR TC to which a temporary E-payment sub-committee will report. PSNP5 will continue to utilize the existing regional level structures, which are embedded in the government system. The primary regional implementing institutions and their key responsibilities are outlined in the table below:

Table 3 Main Regional Partners and Key Responsibilities

Main Institutional Partners for PSNP5	Key Responsibilities[35]
Regional FS Coordination Office	
	• Coordinate day-to-day activities of the programme, including timely delivery of resources to clients • Coordinating and initiating livelihood technical committee meetings
Early Warning & Response Department	
	• Collect and analyze early warning data
Bureau of Finance	
	• Manage financial resources at regional level, and channel cash transfers to woredas
NRMD	
	• Manage PW component through PW Implementation Unit
Women, Children, and youth affairs desk in BoA and Woreda WCYA office	
	• Oversee and report on implementation of GBV action plan • Collaborate with woreda food security desk and other sectors on the implementation of gender, child, and overall social development and linkage issues
Extension Directorate	
	• Oversee crop and livestock pathways • Responsible to provide proper technical support to the PSNP5 complementary livelihoods interventions • Develop directives and guidelines to help ensure livelihoods interventions are well integrated with regular extension system • Provide technical support and check that PSNP clients are not excluded and are benefiting from the extension system • Actively engage in the livelihoods technical committees • Prepare periodic reports and annual plan
Rural Job Opportunity Creation	

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[35] All IAs have responsibilities for gender and implementation of the gender action plan.

	• Implement the wage employment pathway of the LH component • Provide support in the crop and livestock and off-farm pathways of LH component on entrepreneurship and BDS training
Bureau of Labour and Social Affairs	
	• Implement linkage to social services jointly with Food security and health bureau. • Jointly with the NRM/PWFU, develop Occupational Health and Safety standards and supervise its implementations in collaboration with NRMD • Initiate the PDS transfer /payment for food security coordination office
Bureau of Health	
	• Implement nutrition interventions and supports linkages to health services
Cooperative Promotion Agency	
	• Support RuSACCOs. • Develop financial products to livelihood clients • Provide training and technical support on rural finance related areas to PSNP clients • Actively engage in the livelihoods technical committees • Prepare periodic reports and annual plan • Market promotion
Bureau of TVET/SME	
	• Provide technical support on off farm • Actively engage in the livelihoods technical committees • Prepare periodic reports and annual plan • Provide technical support for livelihood component
	•
MFI	
	• Allocate credit fund for livelihood component • Actively engage in the livelihoods technical committees • Prepare periodic reports and annual plan • Provide technical support for livelihood component

The Regional Council will be responsible for overall oversight of the programme implementation, and it holds PSNP5 implementers to account for the quality of implementation. The Regional Cabinet will make decisions arising from the recommendations of the Food Security Steering Committee, will review and approve PSNP's annual plans and budgets, and review and act on annual and biannual progress reports on implementation and budget utilization.

The Food Security Steering Committee will give strategic direction to ensure the proper implementation of PSNP5 strategies and plans based on the recommendations of the FS Task Force. However, in the lowland regions, the Food Security Task Force will be responsible for ensuring proper implementation of the programme.

The Food Security Task Force will oversee and coordinate programme implementation among all implementing institutions and advise the FSSC. Tasks include reviewing annual plans and budgets for approval, ensuring all offices integrate activities into their work plans, overseeing reporting and ensuring adequate information is given to the Cabinet, participating in M&E, providing technical assistance to the lower levels, and reviewing progress reports.

Technical Committees at regional level will comprise the Resource Management and Transfers TC, PW TC, Livelihoods TC, and Linkage to Social Services TC. The Task Force, which oversees each of these TCs, will also be responsible for overall programme management and capacity building concerns of the programme. .

6.4.3. *Woreda Level*

PSNP5 will continue to utilize the existing regional level structures, which are embedded in the government system. The primary regional implementing institutions and their key responsibilities are outlined in the table below:

Table 4 Main Woreda Partners and Key Responsibilities

Main Institutional Partners for PSNP5	Key Responsibilities[36]
Woreda Office of Agriculture (WoA)	
	● Responsible for the overall management of PSNP.
Woreda Food Security Desk	
	● Coordinate all PSNP activities including on implementation of social development commitment plans including gender, SEP, GBV, GRM, linkage, and ESAC/SD plans. ● Ensure the preparation of a pipeline of projects for PSNP in consultation with the kebele FS TF; ● Mobilize technical assistance as needed; ● Ensure PSNP risk financing plans are developed and implemented as needed; ● Submit progress reports in accordance with the PSNP format;

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[36] All IAs have responsibilities for gender and implementation of the gender action plan.

	• Maintain accurate records of kebele PSNP activities and list of clients; and
	• Provide information on target areas and selected clients to sectoral offices and other agencies.
Natural Resource Desk	
	• Responsible for managing the public works
	• Consolidate public works plans and budgets developed in the kebeles;
	• Ensure integration of community watershed plans into woreda plans and more broadly, integration of the PSNP public works in the overall woreda plan;
	• Provide assistance to DAs and communities in the planning process;
	• Implementing the ESMF;
	• Supervise public works and providing technical backstopping with FS;
	• Support the M&E system especially on the Public Works Review;
	• Foster linkages between public works and livelihoods; and
	• Facilitate experience sharing among kebeles.
Agricultural Extension Desk	
	• Responsible for managing crop and livestock pathways
	• Provide assistance to Das and communicate in the planning process
	• Consolidate livelihood plans, report and budget
	• Implement livelihood ESMF
	• Supervise livelihood activities and providing technical backstopping
	• Support the livelihood M&E system
	• Foster linkages between public works and livelihoods; and
	• Facilitate experience sharing among kebeles
Livestock Desk	
	• Provide technical training and support on livestock pathway
	• Implement livelihood ESMF
	• Support the livelihood M&E system
	• Supervise livelihood activities and providing technical backstopping
	• Prepare livelihood plans and report
Woreda Office of Labour and Social Affairs	
	• Engage on targeting of PDS clients
	• Identify available social services and connect PDS clients with these services.
	• Initiate the PDS transfer /payment for food security desk
	• Jointly with the Public work focal unit, implement Occupational Health and Safety standards and supervise its implementations in collaboration with NRMD
TVET/SME	

	● Provide technical training and support on off farm pathway ● Implement livelihood ESMF ● Support the livelihood M&E system ● Supervise livelihood activities and providing technical backstopping ● Prepare livelihood plans and report
MFIs	
	● Allocate credit fund and provide loan to livelihood clients ● Supervise livelihoods activities and providing technical backstopping ● Prepare livelihood plans and report
RJOC	
	● Implement employment pathway with technical support from the Employment Promotion Directorate of MoLSA and with policy/strategy support from the JCC
Woreda Women, Children, and Youth Affairs (WCYA) Office	
	● Oversee the implementation of GBV action plan ● Collaborate with woreda food security desk and other sectors on the implementation of gender, child, and overall social development and linkage issues
Woreda Office of Finance	
	● Ensure transfers to clients are undertaken on a timely basis according to the minimum performance standards. ● Prepare quarterly financial reports.
Cooperative Promotions Office	
	● Develop capacity of RUSSACCOs ● Prepare livelihood plans and report ● Support the livelihood M&E system ● Provide training and support on financial products tailored to livelihood clients
Woreda Health Office	
	● As part of the tripartite agreement, implement and monitor nutrition interventions and linkages to health services
Woreda Sector Offices	
	● Consolidate proposals of the Kebele Food Security Task Force for incorporation in the woreda PSNP plans; ● Incorporate PSNP activities in their yearly programme/action-plans, based on the woreda integrated plan which includes the PSNP plans; ● Prepare activity implementation plans and request budget for implementation;

	- Implement PSNP activities at kebele and community levels; - Provide technical assistance and training to technical personnel and kebele staff; - Undertake project screening in accordance with the ESMF; - Conduct monitoring and evaluation of activities; and - Prepare quarterly progress and financial reports

At woreda, level, the woreda Cabinet will prepare, and woreda Council approve, the PSNP annual plan. The Council will assist in resolving unresolved appeals, and the Cabinet will ensure that programme plans, budgets, listing of appeals and appeals resolutions are posted in public locations.

The Woreda FS Task Force (WFSTF), with WoA as chair, will review kebele annual PSNP plans and budgets, oversee the expansion of PSNP to drought-prone woredas, participate in M&E activities and provide support to kebeles.

Three TCs (Resource Management & Transfers, Public Works, and Livelihoods) will report to the WFSTF.

6.4.4.   Kebele/community Level

At kebele level, the kebele cabinet will approve the client list for the PSNP and related plans for the programme. It will also assist in establishing and ensuring effective operation of the Kebele Appeals Committee (KAC), which is tasked with hearing and resolving appeals regarding PSNP in a timely manner. The council/cabinet will post the list of clients, appeals heard and resolved, and programme plans and budgets in public locations. The Kebele Food Security Task Force (KFSTF) will oversee all planning and implementation of PSNP activities.

At community level, the Community Food Security Task Force (CFSTF) will be responsible for identifying clients of the programme. It will also participate in mobilizing the communities for participatory planning for public works and livelihoods activities. They will target core caseload (every four years with annual updates), and transitory caseload (at least once a year following key production seasons and/or when client numbers change). The DAs will play a facilitating role in PSNP implementation and be members of the CFSTF and KFSTF. They will support communities in the preparation of annual plans, oversee implementation of public works, prepare PSNP payment lists for submission to the WFSD and WOF, provide training to households on investment opportunities, and assist households to prepare business plans. Health Extension Workers (HEWs) will support SBCC activities and provide nutrition advice to PSNP clients.

At client level, client and non-client households will participate in public meetings on PSNP that target clients and determine multi-year annual plans. Community members will work with DAs on an annual basis to determine priority public works and participate in the consultative meetings to identify viable household-level investment opportunities. PSNP clients will participate in public works or direct support, and those engaged in livelihood activities will devise business plans, seek support from local financial service providers, and carry out these activities. Clients and non-clients alike also play a key role in holding implementers to account through the KAC and public forums.