



ET Productive Safety Nets Project 4 (PSNP 4) (P146883)

AFRICA | Ethiopia | Social Protection & Labor Global Practice |
IBRD/IDA | Investment Project Financing | FY 2015 | Seq No: 9 | ARCHIVED on 30-Apr-2019 | ISR36213 |

Implementing Agencies: Federal Democratic Republic of Ethiopia, Ministry of Agriculture and Natural Resources-ET

Key Dates

Key Project Dates

Bank Approval Date: 30-Sep-2014

Effectiveness Date: 03-Feb-2015

Planned Mid Term Review Date: 20-Nov-2017

Actual Mid-Term Review Date: 11-Dec-2017

Original Closing Date: 31-Dec-2020

Revised Closing Date: 31-Dec-2020

Project Development Objectives

Project Development Objective (from Project Appraisal Document)

The Program Development Objective is: Increased access to safety net and disaster risk management systems, complementary livelihoods services and nutrition support for food insecure households in rural Ethiopia. This will be achieved through 1) support for building core instruments and tools of social protection and DRM systems, 2) delivery of safety net and enhanced access to livelihoods services for vulnerable rural households, and 3) improved program management and institutional coordination. The project will also contribute to the higher level objectives of (i) improved household food security, livelihoods and nutrition, and (ii) enhanced household and community resilience to shocks. This is consistent with the higher level objectives of the ongoing APL series supporting the PSNP.

Has the Project Development Objective been changed since Board Approval of the Project Objective?

Yes

Board Approved Revised Project Development Objective (If project is formally restructured)

The Project Development Objective is: increase access to effective safety net and disaster risk management systems, and complementary livelihood and nutrition services for food-insecure households in the Recipient's rural areas.

Components

Name

Social Protection and Disaster Risk Management Systems:(Cost \$40.00 M)
Productive safety nets and links to livelihoods services:(Cost \$530.00 M)
Institutional Capacity Building and Project Management Support:(Cost \$30.00 M)

Overall Ratings

Name	Previous Rating	Current Rating
Progress towards achievement of PDO	● Moderately Satisfactory	● Moderately Satisfactory
Overall Implementation Progress (IP)	● Moderately Satisfactory	● Moderately Satisfactory
Overall Risk Rating	● Substantial	● Substantial

Implementation Status and Key Decisions

Implementation Status and Key Decisions (Public Disclosure)

PSNP continued to deliver transfers (food, cash, or mix) to about 2.5 million households (8 million beneficiaries) across 350 woredas. The program continued to scale up e-payments reaching 130 woredas in FY 2018/19, covering more than half of the cash beneficiary households. During the reporting period, 43% of cash transfers and 23% of food transfers were delivered as per program standards for timeliness. Even though this is lower than the program target, both cash and food transfers performance has improved compared to last year.

The Government has implemented an average cash wage rate (benefit level) increase of 20 percent for EFY 2011 (FY 2018/19). While this adjustment does not fully address the gap in the purchasing power of cash benefits recipients compared to food benefits recipients, it is an important measure aiming to protect the consumption of the poor against the increase in food prices. The Government is also making significant steps towards modernizing the program by introducing a management information system and developing a beneficiary households registry.

The midline impact evaluation of PSNP4 was finalized during the reporting period. Results show that despite repeated droughts in 2016 and 2017 and weak performance in implementation due to political and administrative changes, the program continued to have significant impact on beneficiaries' consumption and food security.

The World Bank Task Team together with the Development Partners supporting the PSNP will continue to support Government to put into practice the agreements reached during regular reviews of the program, including improvements in the timeliness of payments to beneficiaries, adjusting the wage rate for the EFY 2012 (FY 2019/20) and in the overall PSNP planning, budgeting, implementation and monitoring.

Risks

Systematic Operations Risk-rating Tool

Risk Category	Rating at Approval	Previous Rating	Current Rating
Political and Governance	--	● High	● High
Macroeconomic	--	● Moderate	● Moderate
Sector Strategies and Policies	--	● Moderate	● Moderate
Technical Design of Project or Program	--	● Moderate	● Moderate
Institutional Capacity for Implementation and Sustainability	--	● Moderate	● Moderate
Fiduciary	--	● Substantial	● Substantial
Environment and Social	--	● Substantial	● Substantial
Stakeholders	--	● Substantial	● Substantial
Other	--	--	--
Overall	--	● Substantial	● Substantial

Results

PDO Indicators by Objectives / Outcomes

Increased access to SN & DRM systems, complimentary LH services & nutrition for f/insecure HH

►Direct project beneficiaries (Number, Custom)



	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	7,200,000.00	7,997,218.00	7,997,218.00	8,300,000.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
▲Female beneficiaries (Percentage, Custom Supplement)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	50.00	51.00	51.00	50.00
▶Beneficiaries of Safety Nets programs (number) (Number, Corporate)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	7,200,000.00	7,997,218.00	7,997,218.00	8,300,000.00
Date	01-Jul-2015	30-Sep-2017	29-Mar-2019	30-Jun-2020
▲Beneficiaries of Safety Nets programs - Other cash transfers programs (number) (Number, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	7,200,000.00	7,997,218.00	7,997,218.00	8,300,000.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
▲Beneficiaries of Safety Nets programs - Female (number) (Number, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	3,600,000.00	4,113,060.00	4,113,060.00	4,150,000.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
▶Average number of months of household food insecurity (Months, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	3.20	2.40	1.83	2.00
Date	01-Jul-2015	30-Dec-2016	29-Mar-2019	30-Jun-2020
Comments:	The indicator value is calculated based on a weighted average (75% Highlands/25% Lowlands). The 2018 PSNP Midline Evaluation reported 2.0 months of food gap in the Highlands national and 1.3 months of food gap in the Lowlands.			
▶% increase in average value of household assets (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	13.38	30.00
Date	01-Jul-2015	30-Dec-2016	29-Mar-2019	30-Jun-2020
Comments:	This is a weighted average (75% Highlands/ 25% Lowlands). Actual value for Highlands and Lowlands are as follows: Highlands - total increase in HH assets = 15.5% [Consumer Durables =10.7%; Productive assets = 7.0%; Livestock Assets = 16.9%]			



Lowlands: Total increase in HH assets = 7% [Consumer Durables = -3.5%; Productive Assets= -16.2%; Livestock Holdings =8.4%].				
▶% of clients who receive community-based nutrition counseling services (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	40.00	84.00	84.00	80.00
Date	01-Jul-2015	30-Dec-2017	29-Mar-2018	30-Jun-2020
Comments:	The value of this indicator is based on a sample of 28 woredas representing 8 percent of the total PSNP woredas. The indicator measures access of client households to community-based nutrition (CBN) services and behavioral change communication (BCC). The BCC implementation is progressing slow: currently it is implemented in 80 woredas of the 349 woredas, due to financing constraints.			
▶Improved early warning triggers and response mechanisms agreed and functional (Yes/No, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	No	No	No	Yes
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	There continues to be a bottleneck in establishing functional early warnings triggers and response mechanisms.			
▶% of PSNP woredas where MIS and single registry is operational (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	0.00	75.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	MIS development is progressing well. The developers have evolved from the inception phase and developed the business requirements, and are currently in the process of finalizing the systems design specification requirements. The PSNP Beneficiary Household Registry primary data collection exercise is currently in the initial procurement stage. Delays in the exercise are due to the ambiguity of the census dates which delayed decision-making on behalf of the Government. A joint decision was finally made in November 2018 to move forward with procurement via the private sector using non-consultancy services.			

Overall Comments

Several positive steps have been taken in the past six months to move the systems agenda forward. The Government has shown a strong commitment to improve the data management systems. The MIS development is progressing quickly as is the PSNP Beneficiary Household Registry, despite initial delays.

The PSNP 4 midline evaluation indicates that households have experienced improved food security and increased value of household assets, which indicates positive trends among PSNP households.

Intermediate Results Indicators by Components

Social Protection and Disaster Risk Management Systems				
► Time taken from issuing a drought warning to identifying and agreeing number of people in need (Days, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	180.00	100.00	100.00	60.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	This is estimated to be approximately 110 days for food transfers, and 90 days for cash. Currently there is no formal tracking of this indicator. As of December 2018, there was no updated data available by the counterpart for this indicator.			
► % of kebeles where poverty index is used to complement community targeting (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	0.00	75.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	Currently poverty indexes are not being used to complement community targeting. Previous attempts to construct such indexes for rural Ethiopia were not encouraging, as the indexes did not prove very reliable. Another attempt will be made using the HICES 2015/16 data, released in 2018.			
► % of clients receiving regular payments within the agreed time frame (20 days for cash and 30 days for food) (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	60.00	28.50	35.13	90.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	Cash: 47.25% Food: 23% Key challenges for delays in cash payments were due to (1) Late re-targeting process carried out in July-August; (3) Challenges with agent availability for e-payments; (4) Limited bank liquidity and cash holding capacity; (5) Security concerns and reshuffling of staff; (6) Instability in some parts of the country; Key challenges for delays in food transfers were due to: (1) Food shortage due to delays in dispatching in time; (2) Coordination challenges between NDRMC and FSCD; (3) Instability in some parts of the country; (4) Staff reshuffling in Afar region; (5) Absence of woreda structure nominations due to change in government (Somali region)			
► % of clients reporting that they can provide adequate meals for their family for 12 months a year (male/female) (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	34.00	44.41	50.00
Date	01-Jul-2015	30-Dec-2016	29-Mar-2019	30-Jun-2020
Comments:	This is a weighted average based on the data from the Midline evaluation (75% Highlands/25% Lowlands).			



39.5% of PSNP Household reported 12 months of food security in the highlands; 59.1% of PSNP Households in the Lowlands;				
► % of transfers received that has a value of at least 15 kgs of cereals and 4 kgs of pulses or its cash equivalent (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	0.00	70.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	<p>Data source: Consumer Price Index data from CSA In June 2017 it was decided by GOE that the transfer value will be the equivalent of 15 Kg of cereals - to ensure the fiscal sustainability of the program. Therefore pulses are not anymore part of the basket. As reflected in the previous ISR, discussions were held with DPs and the GoE to increase the wage rate, and a 20% wage rate increase was agreed for EFY 2011. The 20 percent wage rate increase took effect from September 2018. Based on analysis of CPI data from CSA, despite the 20 percent wage rate increase, none of the transfers can purchase a full 15kg of cereals with the existing wage rate. The existing wage can purchase 10.9kg of cereals using a weighted average.</p>			
► % of clients receiving contingency resources within 60 days of identification of need (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	85.00	85.00	75.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	<p>This is an estimated performance of this indicator based on discussions between NDRMC and FSCD. The indicator reflects cash contingency resources only (CRW) which was planned for 6,206,080 PSNP and HRD beneficiaries. It does not include food. As of December 2018, there was no updated data available from counterpart on this indicator.</p>			

Productive safety nets and links to livelihoods services				
► % of clients that feel PW sub-projects reflect their needs (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	75.00	75.00	51.61	90.00
Date	01-Jul-2015	30-Dec-2016	29-Mar-2019	30-Jun-2020
Comments:	<p>Source: IFPRI 2018 Midline Evaluation Proxy Indicator Used: % clients reporting the building of the PW infrastructure benefited them</p>			
► % of PW sub-projects selected and implemented following GOE's Community-based Participatory Watershed Management Guidelines or Rangeland Management Guidelines (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	75.00	77.50	77.50	90.00
Date	01-Jul-2015	30-Dec-2017	29-Mar-2019	30-Jun-2020



Comments:	This data was reported and discussed during the Nov-Dec 2017 JRIS. Some of the reasons mentioned to explain the decrease in performance include turnover of staff and lack of guidelines/ training available to implementers. This indicator will be updated in the next ISR when the final PW&LH for EFY 2011 report is available.			
►% of client households reporting that their livelihoods has benefitted from public work created assets (male/female) (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	20.00	20.00	61.65	50.00
Date	01-Jul-2015	01-Jul-2015	29-Mar-2019	30-Jun-2020
Comments:	Source: IFPRI PSNP 4 Midline Survey 2018 Proxy Indicator used: % clients reporting the PW project was productive for the community			
►% of PSNP HHs reporting new income source as a result of program support (male/female) (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1.40	1.40	30.00
Date	01-Jul-2015	30-Dec-2016	29-Mar-2019	30-Jun-2020
Comments:	There is currently no information on this indicator.			
►% of HHs that save regularly (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	78.00	63.30	50.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	Source: EFY 2011 Q2 Progress Report. The number of HHs reporting savings is 719,010 and is a cumulative of savings across MFIs, Rusaccos and VSLAs over an estimated 1,135,065 Households. Note the decline in the number of households reporting savings between July - December 2011 have been attributed to the recent agricultural input program operated by MFIs which require beneficiaries to provide a large lump sum of savings in exchange for credit, which has disincentivised PSNP households from saving. Note that during the MTR (Nov. 2017), it was decided that the program would report only on savings through Rusacco's to avoid double counting (ie. some clients may have several account across different FIs). However, this adjustment was not reflected in previous ISRs due to the fact that specific data on Rusaccos was not available at that time. If this indicator were reported based on Rusacco savings only, then the indicator would retroactively be: EFY 2008: 497,417 (43.8%) EFY 2009: 517,919 (45.6%) EFY 2010: 650,266 (57.3%) EFY 2011 (Q2): 611,127 (53.8%)			
►% of clients with business plans developed (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target



Value	0.00	43.60	49.30	90.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	Source: EFY 2011 FSCD 2nd Quarter Report			
►% of client HHs receiving livelihoods transfers (cumulative) (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	2.30	2.33	27.00
Date	30-Jun-2015	29-Jun-2018	29-Mar-2019	01-Jun-2020
Comments:	26,448 client households of an estimated 1,135,065 households. The additional 349 client households that received the livelihoods transfer between July and December 2018 are carried over from the households that were intended to receive it in EFY 2010 in Dire Dawa but was halted due to the political instability in the area.			
►% of clients receiving wage employment related skills training (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	12.62	13.60	30.00
Date	01-Jul-2015	29-Jun-2018	29-Mar-2019	30-Jun-2020
Comments:	Source: EFY 2011 FSCD 2nd Quarter Report 10,591 client households were trained on employment pathway linkages between July and December 2018. This amounts to a cumulative total of 153,834 client households trained on employment pathway linkages out of an estimated 1,135,065 client households.			

Institutional Capacity Building and Project Management Support

►% of PSNP woredas meeting minimum PSNP staffing standards (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	80.00	75.00	75.00	90.00
Date	01-Jul-2015	29-Jun-2018	29-Jun-2018	30-Jun-2020
Comments:	Source: FSCD As of December 2018, data from the counterpart was not available to update this indicator. Note that the baseline data was sourced from a JRIS exercise.			
►% of clients that report they are aware of program objectives and entitlements (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	81.00	98.94	70.00
Date	01-Jul-2015	30-Dec-2016	31-Dec-2018	30-Jun-2020
Comments:	Source: IFPRI 2018 Midline			



Note that this indicator is calculated based on the following questions, and therefore does not reflect client knowledge of program objectives..

Q1. Have you heard about the Productive Safety Net Programme 4 (PSNP)?

Q2. We would like to be sure of your answer. The PSNP is the Government of Ethiopia's rural safety net for food insecure households. It provides cash and/or food transfers to these households. Even if you do not know it by name, are you aware of such a programme?

Overall Comments

Overall, the program continues to show progress, especially following results from the PSNP 4 midline evaluation which indicate PSNP beneficiaries are more food secure and perceive public works to improve community and livelihood needs. However implementation challenges continue.

The purchasing power of the wage rate continues to be a concern for the program, despite the 20% increase that took effect in September 2018. The revised wage rate is still not sufficient to purchase the 15kg of cereals per person per month. Similarly, timeliness of payments continues to be a challenge to the program which is mainly due to implementation inefficiencies.

In addition, beneficiary savings are on the decline due to changes in savings policies across micro-finance institutions, which are external to the program but are having an impact on improving beneficiary livelihood capabilities.

Data on Financial Performance

Disbursements (by loan)

Project	Loan/Credit/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	% Disbursed
P146883	IDA-55400	Effective	USD	600.00	600.00	0.00	546.01	0.00	100%
P146883	IDA-58770	Effective	USD	100.00	100.00	0.00	96.27	0.00	100%
P146883	IDA-60410	Effective	USD	108.10	108.10	0.00	110.90	0.00	100%
P146883	TF-A1426	Effective	USD	94.86	94.86	0.00	94.86	0.00	100%
P146883	TF-A3267	Effective	USD	50.24	50.24	0.00	50.24	0.00	100%

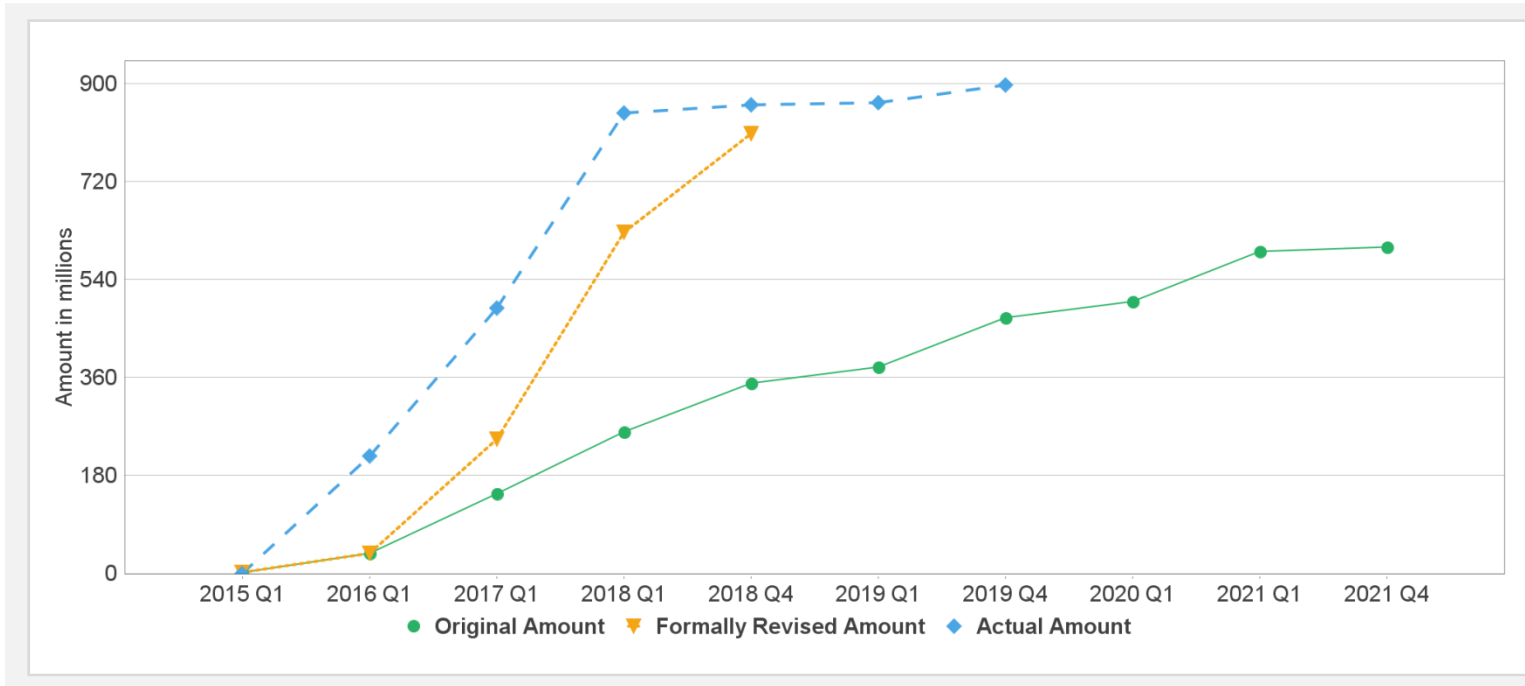
Key Dates (by loan)

Project	Loan/Credit/TF	Status	Approval Date	Signing Date	Effectiveness Date	Orig. Closing Date	Rev. Closing Date
P146883	IDA-55400	Effective	30-Sep-2014	31-Oct-2014	03-Feb-2015	31-Dec-2020	31-Dec-2020



P146883	IDA-58770	Effective	30-Jun-2016	01-Jul-2016	26-Jul-2016	31-Dec-2020	31-Dec-2020
P146883	IDA-60410	Effective	02-May-2017	09-May-2017	06-Jun-2017	31-Dec-2020	31-Dec-2020
P146883	TF-A1426	Effective	30-Sep-2014	04-Dec-2015	04-Dec-2015	31-Dec-2020	31-Dec-2020
P146883	TF-A3267	Effective	30-Sep-2014	09-Dec-2016	09-Dec-2016	31-Dec-2020	31-Dec-2020

Cumulative Disbursements



Restructuring History

There has been no restructuring to date.

Related Project(s)

P158770-PRODUCTIVE SAFETY NET PROJECT (PSNP 4) ADDITIONAL FINANCING ,P163350-Productive Safety Net 4 Project Additional Financing