Capacity Development Strategy

Productive Safety Net Programme

(PSNP 4)

September 2015

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List of Abbreviations

AED	Agricultural Extension Directorate
AGP	Agricultural Growth Programme
BOA	Bureau of Agriculture
BOLSA	Bureau of Labour and Social Affairs
BSC	Balance Scorecard
CD	Capacity Development
CDTAC	Capacity Development Technical Advisory Committee
CMC	Coordination and Management Committee
COPCU	Channel One Programme Coordinating Unit
DA	Development Agent
DFATD	Department of Foreign Affairs Trade and Development (Canada)
DP	Development Partner
DRM	Disaster Risk Management
DRMFSS	Disaster Risk Management and Food Security Sector
ESMF	Environmental and Social Management Framework
EWRD	Early Warning Response Directorate
FCA	Federal Cooperatives Agency
FEMSEDA	Federal Micro and Small Enterprise Development Agency
FSCD	Food Security Coordination Directorate
GoE	Government of Ethiopia
HABP	Household Asset Building Programme
HEW	Health Extension Worker
HR	Human Resources
IA	Implementing Agency
ICT	Information Communication Technology
KM	Knowledge Management
M&E	Monitoring and Evaluation
MFI	Micro Finance Institution
MIS	Management Information System
MOA	Ministry of Agriculture
MOFED	Ministry of Finance and Economic Development
MOH	Ministry of Health
MOLSA	Ministry of Labour and Social Affairs
MOWCYA	Ministry of Women Children and Youth Affairs
MDTF	Multi Donor Trust Fund
NGO	Non Government Organisation
NRMD	Natural Resource Management Directorate
PASS	Payroll and Attendance Sheet System
PCDP	Pastoral Community Development Programme
PCM	Project Cycle Management
PIM	Programme Implementation Manual
PSNP	Productive Safety Net Programme
PW	Public Works
REMSEDA	Regional Micro and Small Enterprise Development Agency
RRT	Rapid Response Team

RUSACCO	Rural Savings and Credit Cooperative
SC	Steering Committee
SLMP	Sustainable Land Management Programme
SNSF	Safety Net Support Facility
SO	Strategic Objective
SW	Social Worker
TA	Technical Assistant
TBD	To Be Determined
TC	Technical Committee
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme

1.0 Background

The PSNP has been engaged in capacity development[1] in support of the effective delivery of the programme since 2006. Efforts to enhance capacity have included training considerable numbers of government staff from various sector line ministries; hiring contract staff and providing technical assistance (TA) to fill specific capacity gaps within the government implementing agencies; purchasing office equipment and transportation for staff at various levels to deliver, monitor and manage the programme; providing study tours and exchange visits; and developing manuals and guidelines as resources for frontline workers.

In 2011, the Safety Net Support Facility (SNSF), an institutional strengthening project funded by Canada's Department of Foreign Affairs, Trade and Development (DFATD), was launched to provide ongoing capacity development support to federal, regional, zonal and woreda institutions responsible for PSNP delivery. SNSF activities were designed to enhance the effectiveness of government institutions implementing PSNP by strengthening their institutional systems, processes and coordination mechanisms, and enhancing their organizational capacity through the provision of systematic and innovative capacity development interventions. SNSF supported the four highland regions in Ethiopia (Amhara, Tigray, SNNP and Oromia) and 25 of these regions' PSNP woredas to demonstrate best practices for programme implementation. SNSF also supported these four PSNP regions to scale up best practices for PSNP implementation to non-SNSF supported PSNP woredas, as well as providing more moderate support to the other four regions (Afar, Somali, Dire Dawa, Harar). SNSF activities were carried out in parallel to the ongoing core PSNP CD activities (described above) and were intended to complement and support, not replace, these GoE-led CD initiatives.

In addition to the SNSF and the core GoE-led capacity development interventions, other PSNP and HABP capacity development efforts and approaches have been implemented over the years, including capacity development support provided by WFP to implementing partners in Somali and Afar regions, and by USAID-funded NGOs in targeted PSNP woredas.

As a result of these interventions, the PSNP has succeeded in delivering high volumes of support in the form of cash and food transfers to a large number of beneficiaries over an extensive geographic area. However, in spite of these successes, capacity constraints continue to hinder the achievement of performance targets, and little progress has been made to harmonise the approaches to capacity development of the various actors engaged in this aspect of the programme. Similarly, other flagship programmes of the Ministry of Agriculture, such as the Sustainable Land Management Programme (SLMP) and the Agricultural Growth Programme (AGP), as well as the Ministry of Federal Affairs' Pastoral

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[1] In general, the term 'capacity building' was in use before 'capacity development'. Capacity building implies that no capacity exists within the government, whereas capacity development indicates that capacity exists but needs to be enhanced or 'developed'. This Strategy uses the term 'capacity development' as it is more reflective of the existing reality of the PSNP.

Community Development Programme (PCDP), have been carrying out capacity development activities that bring potential overlaps and synergies with PSNP, but to date the linkages between the CD aspects of these programmes and PSNP are also weak.

During the design phase of PSNP 4, the working group on capacity development reviewed lessons learned and concluded the experience of CD in PSNP /HABP was mixed. While some significant progress had been made in developing institutional capacity to implement PSNP, which led to demonstrated improvement in programme performance, certain outstanding and unaddressed issues remain. The GoE and development partners have therefore identified the need for a more structured and cohesive approach to capacity development in PSNP 4. Priority will be given to developing the capacity of frontline workers, low performing woredas, lowland areas, new implementing agencies and new woredas.

PSNP 4 will fully integrate capacity development across the entire programme and bring all actors with capacity development responsibilities under one umbrella in order to tackle some of the systemic capacity constraints and address new capacity needs emanating from the new programme elements. This CD Strategy provides a framework to coordinate and implement CD in a systematic and efficient manner. It considers the lessons learned from past CD initiatives and the findings of the assessments undertaken by consultants at federal, regional, woreda and kebele levels to identify the priorities for CD in PSNP 4.

2.0 CD Strategy

The CD Strategy is the strategy for the entire PSNP 4. Given the GoE has the mandate to undertake CD of its implementing agencies (IAs) to deliver PSNP 4, it is therefore ultimately responsible for the implementation of this strategy. Thus ownership of and accountability for the strategy rests with the GoE. However, other PSNP actors, including development partners, are equally responsible for following the objectives laid out in this strategy.

The strategy supports the shift to an integrated system for service delivery being adopted in PSNP 4 by bringing the various CD aspects of previous PSNP programmes under one strategy that is embedded in the core programme under the responsibility of the GoE's coordinating body for PSNP, namely the Food Security Coordination Directorate (FSCD), and its equivalent bodies at regional and woreda levels.

The goal of this CD Strategy is twofold: i) to strengthen the delivery of PSNP 4 and ii) to contribute to institutionalising CD within the GoE. This will be achieved by bringing together the various organisations with CD responsibilities and harmonising the CD interventions of the programme under one strategy that utilises a common approach that is systematic and reflects international best practices. In addition, the strategy will explore options for embedding the CD developed under PSNP within appropriate sectors of the government. The CD Strategy is designed as a living document, which will be modified and

enhanced as the programme is being implemented and as the CD priorities evolve in order to ensure its continued relevance. The CD Strategy's implementation will also be contextualised to the unique characteristics and conditions of each region, recognising that a blanket approach of 'one size fits all' would not be appropriate for the PSNP. Not all needs or issues are of equal importance in every region and the execution of the strategy will reflect this.

The CD Strategy for PSNP 4 is framed around five strategic objectives, namely:

i)   To ensure adequate human and physical resources are in place to implement PSNP 4;

ii)   To adopt a systematic approach to CD across the entire PSNP 4;

iii)   To develop and deliver needs-based CD programmes to address technical gaps in programme implementation (i.e. implement the systematic approach to CD);

iv)   To support the implementation of coordination and programme management mechanisms for improved programme delivery;

v)   To develop and implement an exit strategy to institutionalise CD within the GoE.

These five objectives form the framework within which CD for PSNP 4 will be carried out. The Strategy will be implemented by the GoE PSNP Implementing Agencies (IAs), non-government Implementing Agencies engaged in CD in PSNP 4, and a CD Facility which will be staffed with CD professionals specialised in adult learning, organisational management and systems application.

Strategic Objective One:

To ensure adequate human and physical resources are in place to implement PSNP 4

The Ministry of Agriculture's Food Security Coordination Directorate (FSCD), in close partnership with the Ministry of Labour and Social Affairs (MoLSA) and other PSNP implementing agencies, is responsible for the management and coordination of PSNP 4. Other directorates within MoA, such as Early Warning and Response Directorate (EWRD), the Natural Resource Management Directorate (NRMD), the Agricultural Extension Directorate (AED), as well as other sector line ministries and organisations, including MoFED, MoH, MoWCYA, FCA, FEMSEDA, TVETs, MFIs, RUSACCOs, and NGOs contribute to implementing various aspects of the programme.

The programme's human resources are comprised of permanent government staff from the various sector line ministries at all levels of government, as well as contract staff and TAs who have been hired to support the government in programme implementation. TAs and contract staff are hired to fill

capacity gaps as they arise. In some cases, staffing ratios have been agreed to guide the IAs in their staffing plans for PSNP.

Some challenges related to human resources have been experienced in the programme and remain somewhat unresolved, namely high staff turnover, lack of clarity on detailed job tasks, hiring qualified and experienced staff, mismatch between position requirements and required qualifications based on job title, low per diem rates for travel, salaries and benefits packages of contract staff, salaries of permanent staff, more competitive compensation packages of other similar programmes, delays in filling vacancies, poor induction for new employees, and weak performance related assessments and human resource management in general. The SNSF project worked with the HR directorates of IAs in its 25 target woredas and at the regional level to address some of these issues, including filling vacancies, induction and performance assessments. Other issues, such as per diem and salaries, are being discussed with higher level officials who have decision-making authority.

In addition to human resources, the programme has procured physical resources to enable it to function better. Some of the main items include office furniture, ICT such as computers and printers, vehicles and motorbikes. These are necessary for the implementing agencies to fulfill their various roles and responsibilities under the programme. Significant investments have been made on physical resources over the life of the programme. However, inadequate attention has been given to the operation, maintenance and repair of the resources, resulting in some becoming non-functional. Access to transportation is an ongoing challenge emanating from both poor maintenance of existing assets and at times reallocation of these assets to non-PSNP activities.

In PSNP 4, the following activities will be prioritised as part of the CD Strategy:

1) Staffing
    a) Existing staffing plans. The existing staffing plans and staff-client ratios of the PSNP will be maintained in the short term. Once the CD Facility is in place, it will undertake a review of the staffing plans of all implementing agencies for all components of the programme, including cross cutting issues. It will make recommendations to the GoE and development partners (DPs) regarding any adjustments required. The GoE will implement agreed-upon recommendations, striving towards gender balance in staffing complements. The CD Facility will take over the contracts of the 8 federal level TAs formerly being paid by SNSF and later by the CD Bridging Gap contract.
    b) Staffing plans for new Implementing Agencies (IAs). The MoLSA capacity assessment undertaken in 2014 identifies staffing requirements of MoLSA to assume responsibility for the permanent direct support component of PSNP. These extensive requirements will need to be met through a number of mechanisms, one of which is PSNP. UNICEF has addressed some of the staffing needs on a temporary basis through its pilot project in four woredas in SNNPR and Oromia, as well as hiring four TA positions at the federal level. The GoE, with support from the CD Facility, will revisit the MoLSA staffing recommendations to assume responsibility for the permanent direct support clients as well as to support the livelihoods component, and prioritise the areas that

PSNP can address. It will also assess staffing requirements of other new IAs, for example FEMSEDA, ministry of health and TVET, and for new elements of the programme.

c) <u>CD strategy implementation staffing plans</u>. A federal level TA, dedicated specifically to supporting the implementation of the CD Strategy, will be hired by the CD Facility and based at the FSCD. At regional level, the position of CD Coordinator, a position hired by the GoE (currently in the four highland regions) will be maintained and introduced in all regions, including Afar, Somali, Harar and DireDawa[2] regions. A group of mobile CD TAs will also be hired/appointed by the GoE to provide CD support to woredas and facilitate cross-woreda sharing. This group will be based in the regional capitals and will travel extensively to the woredas, and kebeles where necessary, to provide support. Given the vast distances from the regional capitals to some PSNP woredas in Oromia, Amhara and SNNP regions, the most remote[3] PSNP woredas will be served by a zonal level TA. This will be set up on a trial basis initially to determine if this approach is effective. Woreda level CD TAs will also be hired by the GoE to support CD at woreda and kebele levels, with priority being given to low performing woredas. The CD Facility will also hire its own staff that have expertise in CD and will develop the capacity of the CD Coordinators and TAs to fulfill their responsibilities effectively. The staffing complement of the CD Facility will be articulated in more detail in the ToR for the Facility.

2) Staff benefits

a) <u>Per diem rate</u>. The GoE, with support from DPs, will continue to work towards securing a more realistic per diem rate for PSNP staff that travel to implement the programme. This requires negotiation with MoFED.

b) <u>Harmonisation with other programmes</u>. The GoE, with support from DPs, will work towards attaining harmonisation of compensation packages across flagship programmes, such as AGP and SLMP, as this would reduce staff turnover due to cross programme competition.

c) <u>Salaries and other benefits</u>. The GoE will work towards securing an agreement with contract staff over their benefits package. Salaries of permanent staff are, in some cases, also considered unsatisfactory. These issues are beyond the scope of the CD Facility and the PSNP and require high level attention that may include engagement of the Ministry of Civil Service. They are, however, issues that affect the enabling environment within which the CD of PSNP 4 operates.

3) Human Resource management

a) <u>Job descriptions</u>. The CD Facility will work with line managers and the HR directorates of IAs to develop clear tasks and timelines associated with each PSNP position. These will be annexed to the existing job descriptions of the GoE and shared with all PSNP staff up to middle manager level.

b) <u>HR management programme</u>. Building on the work initiated by SNSF, the CD Facility will work with line managers and the HR directorates of the various IAs to develop and roll out a programme to strengthen HR management across the entire programme. This will include,

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[2] As PSNP in DireDawa is implemented by USAID funded NGOs, the NGO will appoint a Regional CD Coordinator for PSNP in DireDawa.

[3] Remote woredas are identified according to their accessibility, distance from the regional capital, and infrastructure.

among others, institutionalising processes for handover and new staff induction, filling vacancies with minimal delay, strengthening communication systems with staff, and strengthening performance appraisals.

   c) <u>Performance rewards</u>. The CD Facility will work with PSNP coordinators and DPs to develop a system for performance related rewards at the woreda level. With guidance from the federal level, the regions will determine the performance indicators and the categorisation of woredas for their own regions. Indicators may include the timeliness of transfers, budget utilisation, the implementation of the gender and social development provisions etc. The GoE will ensure the work of PSNP is integrated in the Balance Scorecards (BSC) of staff of all PSNP IAs at all levels of government, including accountability for nutrition sensitive interventions in the health and agriculture sectors. Staff supervisors will utilise this tool during performance assessments. This will strengthen the accountability of all staff for PSNP performance.

4) Physical resource procurement

   a) <u>Programme expansion</u>. Given the expansion of the programme in PSNP 4 in terms of both geography and scope, the GoE will procure physical resources to enable the programme staff to fulfill their responsibilities. This will include equipping the lowland areas to implement the livelihoods component, and MoLSA to gradually take over the permanent direct support component. The MoLSA capacity assessment identified the need for significant physical resources to enable it to implement the permanent direct support sub-component. This assessment will be revisited and needs directly related to the implementation of PSNP will be prioritised and supported. Other physical resources may be required by ReMSEDA, TVET bureaus and One Stop Shops to support the livelihoods component, and the Bureau of Health to collaborate with BoA, especially at kebele level, to integrate nutrition in the programme. These requests will be assessed on a case by case basis, as part of annual CD plans.

   b) <u>Existing physical resources</u>. The GoE, with support from the CD Facility, will undertake a stocktaking exercise to identify the amount of equipment purchased through the programme that is still functional. It will also assess the appropriateness of its utilisation i.e. is it being used to implement PSNP, and the staff skills to operate resources properly. Based on this stocktaking exercise, repairs to equipment will be undertaken where economically viable and physically feasible, and a list of new equipment to be procured will be developed and prioritised. The GoE will procure the resources, which will be managed according to the PSNP's physical resource management system.

5) Physical resource management

   a) <u>Managing physical resources</u>. Building on the work of SNSF and the GoE asset management procedures, the CD Facility will support the PSNP IAs as required in the application of a physical resource management system that ensures timely maintenance and repair of physical resources, appropriate allocation of resources, and safe and responsible use of resources by PSNP personnel.

Responsibility Matrix – Strategic Objective One

	Responsible Body	Remark
Staffing		
Fund and fill permanent and contract staff positions for PSNP 4	GoE	
Review existing staffing plans and recommend adjustments	CD Facility	
Agree on new staffing plans	GoE with DPs	
Fund and fill revised staffing plans for PSNP 4	GoE	
Fund federal level TA positions	Funded by CD Facility	Selected by CD Facility and GoE
Fund and select regional CD Coordinators (1 per region), regional CD TAs and woreda CD TAs	GoE	
Fund and select staff of CD Facility (at federal and regional level)	Funded by CD Facility	Selected by CD Facility and GoE
Review staffing requirements of MoLSA (all levels)	CD Facility & GoE	
Fund and fill agreed MoLSA positions	GoE	
Review staffing requirements of new IAs.	CD Facility	
Fund and fill agreed new positions in other IAs	GoE	
Staff Benefits		
Agree per diem rate for PSNP 4	GoE	Supported by DPs
Agree salaries and benefits of contract staff	GoE	
Harmonise salaries across MoA's flagship programmes	GoE	Supported by DPs
Human Resource Management		
Develop and share detailed job tasks for all PSNP 4 positions (all IAs)	CD Facility	Support from HR Directorates & line managers
Develop and roll out HR management programme	CD Facility & GoE (development); GoE (roll out)	Support from HR Directorates & line managers
Develop a performance management system	CD Facility	Support from GoE/DPs
Roll out and fund a performance management system	GoE	Roll out support from CD Facility
Physical Resource Procurement		
Procure physical resources for implementation of new elements of PSNP 4	GoE	
Document location and functionality of existing PSNP physical resources	GoE	Support from CD Facility
Repair/procure prioritised physical resources for PSNP 4 implementation	GoE	
Physical Resource Management		
Support IAs in adopting a physical resource management system	CD Facility	
Adopt a physical resource management system for PSNP 4	GoE	

Strategic Objective 2:

To adopt a systematic approach to Capacity Development across the entire PSNP 4

It is widely accepted that effective learning comes from a combination of the appropriateness of the training content plus the effectiveness of the learning approach. At present, PSNP implementing agencies and other organisations with responsibilities for CD conduct their activities in isolation utilising their own approaches and methodologies. Without clear alternatives, IAs tend to revert to or rely on traditional methods of CD that do not maximise the potential for learning and subsequent application of learning, which can be costly and ineffective. Furthermore, there is little or no coordination or discussion on the use of a systematic approach that can lead to better results from CD. This objective focuses on the learning approach.

Building on the CD approach introduced by the SNSF project in PSNP 3, a common approach to undertaking CD that reflects global best practices and is relevant to the Ethiopian context will be introduced and scaled out to all PSNP organisations undertaking CD within the programme. Without being prescriptive on the approach, it should include some basic elements, such as conducting capacity needs assessments, integrating adult education principles, and providing on-the-job supports to avoid one-off training events that can be ineffective in bringing about behaviour change.

The CD Facility will take responsibility for this element of the CD Strategy. Specifically, it will:

- Examine approaches to CD currently in use and introduce and test an approach suitable for PSNP 4.
- Develop a training programme to roll this approach out to all PSNP organisations undertaking CD within the programme.
- Identify a pool of CD resource persons from various levels of government who will be the target group for initial support and will support the Facility in the roll out of the approach across the entire programme. The CD resource pool will comprise all individuals with technical expertise in their areas of specialisation and who will have responsibilities for conducting CD in PSNP. These will include individuals from GoE PSNP IAs, NGOs implementing PSNP, other organisations providing CD, such as WFP and UNICEF, individuals within development partners who support CD within the programme, and consulting firms and consultants who regularly provide CD to PSNP (if any). This approach of developing a critical mass of CD resource persons within the programme to develop and deliver CD programming and provide follow up support will contribute to the sustainability of CD beyond the CD Facility.
- Develop appropriate training materials and knowledge products to raise awareness of the CD approach and how to apply it to CD in the programme.

- Ensure cross-cutting issues (gender, social development and nutrition) are adequately mainstreamed in the CD approach.
- Demonstrate and roll out the approach by developing the capacity of the CD resource pool to adopt this new approach.
- Develop tools to ensure CD in PSNP 4 is sensitive and supports the empowerment of women.
- Provide follow up support and job-embedded support as CD products are being developed for PSNP by the CD resource pool.
- Provide a quality control function on all CD developed and delivered for PSNP 4 and gradually hand responsibility for this function over to the GoE.
- Evaluate the effectiveness of the approach and make adjustments as required.

Responsibility Matrix – Strategic Objective Two		
	Responsible Body	Remark
Develop CD approach and training tools on the approach	CD Facility	With input from IAs with CD responsibilities
Identify CD resource pool	GoE and IAs with CD responsibilities	
Roll out and fund CD approach to CD resource pool, including job-embedded support	CD Facility	
Ensure cross-cutting issues e.g. gender, social development and nutrition are adequately integrated in PSNP CD	CD Facility	Supported by PSNP IAs
Evaluate effectiveness of CD approach	CD Facility	
Provide quality control on all CD programmes developed for PSNP 4	CD Facility	Supported by PSNP IAs

Strategic Objective Three:

To develop and deliver needs-based CD programmes to address technical capacity gaps in PSNP 4 implementation.

Implementing the PSNP 4 requires a broad range of both technical and functional capacities by staff of the various IAs. Low government salaries, high staff turnover and, in some cases, remoteness of PSNP woredas, mean that these capacities are not always available to the standard required. To address this, the PSNP will adopt a continuous, needs-based, quality CD programme that utilises the systematic CD approach to be developed under strategic objective 2 (SO2). Given the high needs for CD and the high workload of the PSNP staff, CD activities will be prioritised and staggered to strike a balance between

ensuring the core work of the programme is undertaken in a timely manner and the capacity to undertake the work is in place.

The PSNP 4 design document, CD Assessment and other studies all emphasise the need to prioritise targeting the frontline staff at woreda and kebele level for CD. Thus all training programmes should be driven by their capacity needs and be developed with these end users in mind. In the past, programmes were developed initially for regional stakeholders and then modified (or sometimes not) for the woreda level, which meant that they were not always appropriate for the woreda level. Many CD programmes in the past did not reach the kebele level. This will be reversed in PSNP 4 as it is clear that frontline staff are the ones responsible for the efficient and effective provision of services to the PSNP clients. The effective use of a skilled CD resource pool will be critical to ensuring this is achieved, as they will develop appropriate tools and training materials and deliver them effectively to the frontline staff, particularly development agents (DAs), health extension workers (HEWs) and social workers (SWs).

Some priority areas of CD have already been identified through the PSNP 4 design process, the May 2015 joint review mission, and the CD assessment. These are outlined below. The CD Facility will validate the capacity needs assessment undertaken as an input to this strategy and work with the IAs and TCs responsible for each component to develop a CD plan for PSNP 4 implementation i.e. the plan will be based on the programme outputs and components, including cross cutting issues, and not on the specific IAs. It will also provide advice to those responsible for CD in the programme on developing quality materials, planning CD events, and providing follow up support, as outlined under SO2. Note that the staffing and physical resources are already addressed under SO1, thus this objective deals solely with human resource capacity development.

While the FSCD is charged with ensuring CD for PSNP 4, it will allocate responsibility for CD on technical issues to IAs or NGOs based on their comparative advantage, for example MoFED will be responsible for CD on financial management; WFP for aspects of food management; UNICEF to support MoLSA with permanent direct support and links to social services; AED, TVET and NGOs for livelihoods; NRMD for public works etc.

These technical CD needs will be addressed primarily through training, awareness raising, development of user-friendly guidelines and materials, e-learning, and job-embedded support. Other methodologies, such as exchange visits and study tours, will be utilised as appropriate.

Table 1: CD needs identified for each PSNP 4 component

PSNP Component	Human Resource CD Needs (not prioritised)
Transfers	Planning transfers, PASS, developing and implementing single registry, operationalizing risk management; risk management in lowland areas; social accountability and grievance redress mechanism awareness and implementation; etc. MoLSA CD on all aspects of transfers for permanent direct support.
Public works and links to social services	PW planning and M&E through MIS in collaboration with SLMP, including nutrition and health sensitive pw; water and road project construction; bench terracing; ESMF mitigation; implementation of gender and social development

	provisions, including defining light work; day care centre construction guidelines and budgets; pw quality in lowlands and tailoring pw to livelihood types in lowlands; linking pw to livelihoods, nutrition and other social services, climate resilience and DRM; adapting behaviour change communication tools to PSNP; enhancing women's active participation in planning committees etc.
Livelihoods	CD of DAs, Cooperative Promotion Offices, BoLSAs, TVETs, ReMSEDAs in the following: Empowering community members to identify appropriate livelihood pathways (awareness raising and mobilizing); strengthen women's confidence to engage; group formation and management; cooperative formation and management; financial literacy and savings training; crop and livestock production; business/marketing CD; pastoral CD on endogenous herd growth and drought cycle management; technical skills for off-farm income generation; coaching; linking to credit providers; links to PCDP in lowlands for financial services CD; specific support to women in accessing credit and business skills; links to insurance products etc. All CD to be appropriate and relevant to women.
Financial management	Regular CD programme on financial management; develop a financial management manual and CD to roll it out; CD of COPCU to monitor; awareness raising with lower level oversight bodies; CD to align PSNP financial management system with GoE PFM systems at all levels, including the use of the IBEX system.
Food management	Establish mechanisms and develop capacity of Food Management Unit in DRMFSS for ownership, accountability and reporting of food resources; CD on food loss follow up; CD on adoption of Commodity Allocation and Tracking system; CD on food management logistics, reporting and communications procedures at all levels.
Procurement	Regular CD programme on procurement; awareness raising with lower level oversight bodies (legislative body/council members); streamline procurement regulations, guidelines and internal audit systems and CD to roll out changes.
Physical resource management	Finalise physical asset management guideline and CD to roll it out (SO1).
M&E	CD to roll out performance management system (developed under SO1); CD to roll out MIS; CD on data collection/compilation/analysis according to level of government (SO4); CD on gender sensitive M&E; CD on RRT effectiveness.
Systems building	Regular awareness raising on PIM; CD on roll out of food insecurity/poverty index targeting approach; CD on roll out of MIS, including unified single registry; CD to coordinate local DRM planning (harmonise contingency plans with woreda risk profiles, incorporation in woreda development plans); CD to roll out the early warning information management system; CD to coordinate PSNP (see SO4); develop grievance redress mechanism manual and CD to roll it out; CD on social accountability implementation; CD on roll out CD approach (SO2); CD to roll out the gender communications plan; CD to roll out lowland gender provisions (if developed); CD on gender mainstreaming; CD on women's participation in committees and leadership positions.

Initially, PSNP 4 will develop and roll out an annual training programme, based on the programme implementation manual (PIM), to be delivered to all stakeholders implementing PSNP 4. The purpose of the annual training will be to ensure all PSNP implementing agencies and their staff are aware of the

programme and how it is to be delivered. The training programme will constitute a general awareness raising of PSNP 4 for all stakeholders, as well as specific modules targeting selected cohorts of staff, such as financial and procurement staff, public works staff, DAs and HEWs, food management staff, livelihoods and transfers staff. The annual training will be disseminated to the kebele level and will be delivered by GoE with support as required from other organisations (NGOs, DPs etc) for the specific modules. Once the systematic approach to CD is in place, the annual training programme will adopt this approach, trainers will be sourced from the CD resource pool, quality training materials that include cross cutting elements will be developed, and a means for job-embedded support will be in place. New IAs, low performing woredas and lowland regions will receive specific attention.

Responsibility Matrix – Strategic Objective Three		
	Responsible Body	Remark
Prioritise areas for CD for each PSNP component	GoE IAs and NGO IAs	
Develop CD Action Plan for each PSNP component	CD Facility	Significant input from IAs
Develop, roll out and fund annual training programme based on PIM	GoE	Support from CD Facility
Adopt CD approach to annual training programme based on PIM	GoE	Support from CD Facility

Strategic Objective Four:

To support the implementation of coordination and programme management mechanisms for improved PSNP 4 delivery

Inadequate coordination and communication has been an ongoing challenge throughout the various phases of PSNP. This is an issue both horizontally across IAs within the various levels of government and vertically within line ministries at various levels of government, and is particularly acute between ministries with PSNP responsibilities. The institutional structures in place to deliver PSNP require IAs to coordinate their expertise, activities, physical resources, reports, monitoring, plans and budgets. External coordination with other relevant programmes, such as SLMP, AGP, PCDP in lowland areas, and the forthcoming urban safety net, is also weak. The experience of PSNP 3 demonstrated that strong leadership within IAs is essential not only for coordination, but for managing all aspects of the programme.

In addition to coordination, planning within PSNP continues to be a challenging element of the programme. This is linked to coordination in the sense that solid PSNP plans require the various IAs to collaborate at all levels. Communication around planning also needs improvement with timely feedback mechanisms being put in place to ensure plans are approved and ready to be implemented by the start of the fiscal year.

To address these issues, the following actions will be taken:

1) <u>Understanding of institutional structures for PSNP 4</u>. The GoE will undertake awareness raising on the institutional structures developed for PSNP 4 implementation to ensure all stakeholders understand the structures and the rationale behind them. Particular focus will be paid to new IAs that are unfamiliar with the PSNP operational mechanisms. This will be done as part of the annual PIM training described under strategic objective 3 (SO3).

2) <u>Capacity to coordinate</u>. Building on the successes of the task force/technical committee training, particularly at woreda level, developed by SNSF, the CD Facility will focus on strengthening the capacity of IAs to coordinate with each other. In PSNP 4, relational skills development, such as negotiation, teamwork, conflict resolution, and facilitation will complement the committee effectiveness training. Emphasis on ensuring the active participation of women in committees and task forces at all levels will be incorporated, as well as CD targeted to women members only. This coordination enhancement programme will be rolled out across the entire PSNP at all levels. Specific targeted support, including job-embedded support, will be provided to individuals with coordination responsibilities. In addition to formal CD in coordination, the CD Facility will, in collaboration with the GoE, develop guidelines to facilitate different types of coordination. This will focus at the lower levels, for example coordination among DAs, HEWs and SWs at kebele level and linkages between the available social services. The CD Facility will also support the federal level IAs to strengthen the effectiveness of the programme implementation support provided to the lower levels of government during the quarterly Rapid Response Team (RRT) missions. It will also support the engagement of complementary programmes external to PSNP to share lessons learned, avoid overlaps and encourage synergies.

3) <u>Leadership and critical thinking skills</u>. Building on the leadership training developed by SNSF, the CD Facility will continue to develop leadership skills within the PSNP IAs. This will be targeted to both senior leaders and line managers and will be rolled out across the entire programme. Additional areas of focus will include critical thinking and problem solving skills, which will be integrated in leadership training. Targeted efforts will be made to increase the number of women participating in leadership CD.

4) <u>Knowledge management</u>. A revised KM strategy, building on the work done in PSNP 3, will be developed for PSNP 4 as part of a more holistic Management Information System (MIS). The GoE will roll out the KM strategy to the programme and develop capacity of PSNP implementers to utilise it. The CD Facility will support this at the lower levels by developing capacity on data collection, gender-disaggregated compilation and analysis, and support the establishment and management of local level knowledge management procedures.

5) <u>Planning and programme management</u>. The CD Facility will build on the Project Cycle Management (PCM) training programme developed under the SNSF project and roll this out to the entire programme, with an emphasis on new IAs, low performing woredas and lowland regions. Intensive planning support will be provided to the new woredas as the programme expands. The CD Facility will provide support to the various TCs to develop CD plans at each level of implementation. Monitoring and reporting are also recognised as critical capacity needs and will be incorporated in the PCM support.

6) <u>Linkages with other programmes and strategies</u>. The CDTAC and CD Facility will connect with other relevant programmes, projects and strategies, and pay attention to harmonising the approach to CD with other programmes in order to reduce fragmentation. In particular, it will liaise with the AGP's CD Facility and other CD initiatives of the regions and at federal level. Broadening the systematic approach to CD beyond PSNP is in the best interests of the regions as many of the CD resource pool will also be engaged in CD outside of PSNP.

Responsibility Matrix		
	Responsible Body	Remark
Ensure all stakeholders understand the institutional structures of PSNP 4	GoE	Support from CD Facility
Develop capacity of IAs to improve coordination	CD Facility	Support from GoE
Develop capacity of IAs on leadership and critical thinking	CD Facility	Support from GoE
Roll out the KM strategy	GoE	
Develop capacity on KM at woreda and kebele level to implement KM strategy	CD Facility	Support from GoE
Develop capacity of federal level staff to improve RRT	CD Facility	Support from GoE
Develop capacity of new IAs, new woredas, low performing woredas and lowland regions on project cycle management with emphasis on planning and reporting	GoE and CD Facility	
Linkages with other programmes and CD initiatives	GoE (CDTAC) and CD Facility	Support from DPs

Strategic Objective Five:

To develop and implement an exit strategy to institutionalise CD within the GoE

The CD Strategy and the CD Facility are designed to increase the ownership of CD by the GoE. In order to do so, the GoE itself and specifically PSNP IAs need to acquire capacity to manage and take control of ensuring the programme has adequate capacity to be implemented effectively and efficiently. Efforts will be made to ensure staff positions in the CD Facility will be mirrored in the GoE staffing structure in order to assist in the handover of responsibilities to the GoE. The CD Facility is designed as a temporary structure to develop this capacity for the GoE over the next five years. Once the internal capacity is in place, the GoE will take full responsibility for the planning, development, delivery, financing and M&E of CD in PSNP. It is currently responsible for these activities but will be supported by the CD Facility during

PSNP 4. For this reason, the CD Facility will focus on enabling the GoE to assume this role, rather than taking on the direct implementation of elements of PSNP 4.

An exit strategy for the CD Facility will be developed collaboratively by the GoE, DPs and the CD Facility, and implemented in order to institutionalise CD within the GoE. Knowledge management will be the cornerstone of the exit strategy. Some of the CD to be developed through PSNP 4 is specific to the programme whereas other CD is more general and could be applied across multiple programmes both within and outside the MoA. The GoE and PSNP DPs, with support from the CD Facility, will engage in discussions on identifying the most appropriate and viable 'home(s)' for CD within the government system. These may range from directorates within PSNP IAs, to TVETs or universities, to the Civil Service Ministry or Ethiopian Management Institutes. Once a decision is made on how to assimilate the CD of PSNP into the government system, the CD Facility and the PSNP will provide support to institutionalise the role and continue the CD work once the CD Facility has withdrawn. This will ensure a smooth exit by the CD Facility without leaving a gap in the programme implementation as well as contribute to the PSNP target of developing an integrated system for service delivery within the government.

Responsibility Matrix		
	Responsible Body	Remark
Develop exit strategy for CD Facility	CD Facility, GoE and DPs	
Support GoE to assume CD mandate and assimilate PSNP CD	CD Facility	

3.0 Strategy Implementation

This strategy is a CD Strategy for the entire PSNP 4. As such, and in keeping with the rest of the implementation arrangements of the programme, it will be owned and implemented by the GoE and specifically by the PSNP GoE IAs. The strategy requires many PSNP actors to work together in a coordinated way.

Portions of the CD strategy will be subcontracted to a firm, which will be competitively selected using the World Bank's international bidding procedures. This firm will establish a CD Facility as per the design of PSNP 4 and will be assigned responsibility to implement certain elements of the strategy, which will be outlined in greater detail in the ToR for the Facility, as well as to support the GoE to coordinate and manage CD in the programme. The Facility will be staffed with professionals with expertise in capacity development, adult education and organisational development and will have both a federal and regional presence. The CD Facility will not directly implement any portion of the PSNP itself; rather it will facilitate and support the IAs to do so, thus the use of the term CD *Facility* to describe it. While the World Bank will manage the contract for the firm, the firm and the Facility will be accountable to a CD Steering Committee chaired by the Director of the Food Security Coordination Directorate (FSCD) and comprising representation from key federal and regional stakeholders with CD responsibilities and interested DPs.

NGOs will also implement elements of the strategy, as appropriate given their respective roles in the programme. For example, USAID funded NGOs will carry out CD activities in the woredas where they implement PSNP.

3.1 Institutional Arrangements

Coordination mechanisms for CD need to be in place to ensure the CD Strategy is implemented in a coherent manner. In PSNP 3, CD coordination at the regional level improved in the four highland regions when Capacity Development Technical Advisory Committees (CDTACs) were established in 2012 to coordinate CD activities for PSNP/HABP. Meeting quarterly, the CDTACs provide input into planning, implementation and monitoring of CD activities at regional, zonal and woreda levels. These committees were supported by SNSF and have had varying levels of success in coordinating the CD plans for the PSNP, the former HABP and the SNSF project. Some regions have also reached out to other programmes and organisations to extend the coordination of CD beyond food security to include AGP and/or SLMP. However, non-government IAs with CD responsibilities in PSNP have had less involvement in the committees and need to be more engaged.

3.1.1 Federal Level

At the federal level, the CD Steering Committee (CD SC), which was established to guide and monitor the development of the CD Strategy, will be maintained as a high level committee to continue guiding and monitoring the implementation of the Strategy. Chaired by Director of the federal FSCD, it will also be the body to which the CD Facility will be accountable and it will approve their annual work plans. Once the CD Facility is in place, the CD SC membership will be revised and regional representation will be added.

A federal level TA for CD will be hired by the CD Facility in order to support the implementation of the CD Strategy. This position will be placed in the FSCD. Given CD cross cuts all components of PSNP, CD will be integrated into the four joint technical committees[4] (TCs), rather than establishing a separate TC or task force for CD. This approach will ensure that CD is mainstreamed into the work of each committee rather than it being treated as a separate issue. It will also ensure that the right people are discussing CD in the appropriate forum, and it is in line with the approach of developing CD plans for each component, as opposed to plans for each IA. The federal CD TA will be a member of each joint TC in order to ensure coherence among the CD activities. As required, ad hoc meetings dedicated to discussions on CD in general will be held at the federal level involving key stakeholders. These will be coordinated by the federal CD TA and the CD Facility. Day-to-day CD issues and progress will be reported to the Coordination and Management Committee (CMC) through the joint TCs, while high level issues and progress will be presented to the CD SC.

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[4] The four joint TCs are: systems development, transfers and resource management, public works, and livelihoods.

The CD Facility will establish a federal level office in Addis Ababa from where it will coordinate all CD of the programme. The federal office will house the international experts who will work with the GoE and other IAs with CD responsibilities to develop the framework for the CD approach, develop and deliver specific training programmes with which the Facility is tasked, and work with federal level actors to adopt the CD approach in regular PSNP training. The federal office will also support the regional offices and staff to implement the CD Strategy.

3.1.2 Regional Level

Building on structures already in place, all regions will establish CDTACs for PSNP 4, with support from the CD Facility. The CDTAC will guide and support CD planning, implementation and M&E, ensuring that it is integrated and harmonised with regional needs, priorities and plans.

The regional CD Coordinator position, a position within PSNP 3 in the four highland regions, will be maintained and filled in Somali, Afar, Harar and DireDawa[5]. The CDTAC will meet quarterly and comprise representation from all regional level IAs, including non-government IAs and organisations undertaking CD for PSNP 4. Chaired by the regional Food Security process owner, with the CD Coordinator as Secretary, their mandate will expand to cover kebele and community CD activities. While the focus will be to coordinate PSNP CD, including CD implemented by non GoE IAs, regional CDTACs will also extend beyond this and include non-PSNP actors in annual meetings to review plans and find ways to avoid overlaps. Full ToRs will be finalised for the CDTAC by its members, building on the ToRs already in existence for the four highland regions.

A number of CD TAs will be hired by the GoE to provide support to the woredas in the implementation of the strategy. They will be stationed at the regional capitals and will travel extensively to the woredas and kebeles. They will also be responsible for cross-woreda sharing and learning on CD. In Oromia, Amhara and SNNP regions, a zonal CD TAs will be put in place to support the most remote woredas.

In addition to the CDTACs, the regions will mirror the mainstreaming of CD within the three regional technical committees[6] and will feed information and issues to the Regional Food Security SC.

The CD Facility will establish offices in each region, staffed with people who understand and have some competencies in CD and facilitation. Their skills will be enhanced by the federal office staff to enable the regional staff to provide more direct support to regions, zones, woredas and kebeles. Where feasible, the offices will be located within the regional food security offices. Linkages with CD interventions of other projects and programmes, for example the CD Facility for AGP, will be established and strengthened, and opportunities for synergies will be identified and acted upon.

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[5] The DireDawa CD Coordinator will be hired by the NGO implementing PSNP in that region.
[6] The regional TCs are: transfers and resource management, public works, and livelihoods.

3.1.3 Woreda Level

The SNSF project placed a woreda level TA in each of its 25 pilot woredas. The impact of this was considerable as outlined in the CD assessment, and the assessment recommends continuing this approach in PSNP 4 as the benefits far outweigh the cost. A CD TA will be hired by the GoE and placed in PSNP woredas, with priority being given to low performing woredas. The TAs will be responsible for coordinating and facilitating CD at woreda and kebele levels, as well as information gathering and sharing, and knowledge management and M&E. The TAs will be equipped with motorbikes, laptops and office space from the core PSNP programme.

4.0 Financing the CD Strategy

In the past phases of PSNP, funds for CD were largely utilised for purchasing physical resources and funds for human resource CD were embedded in the woreda administration and the regional management budgets. A lesson from PSNP 3 is that the lack of dedicated CD funds for human resource CD can lead to funds being allocated to other areas that are considered a higher priority. In response to this, PSNP 4 has allocated a CD budget amounting to $99.1m, which is to be broken down and articulated in greater detail as the CD Strategy is being prepared. The PIM describes a new needs based woreda CD budget, which is managed by the regions and amounts to 1% of the core budget[7]. In order to ensure clarity and transparency, and to address the past challenges around budgeting for CD, this $99.1m for CD is broken down into categories of expenses as follows[8]:

- A lump sum amount of $39.65m is allocated to purchase physical resources for the entire programme, including new IAs, new components and new woredas. Physical resources will include all equipment to implement the programme (vehicles, motorbikes, computers and printers, fax/photocopiers, and rub-halls for food storage). The resources will be determined based on an analysis of physical resource needs as outlined under SO1, and will include transportation for the CD Facility and office equipment where the CD Facility offices are housed within the regional food security offices.
- The woreda CD budget outlined in the PIM is approximately $5.89m per year (total $29.45m). This will be used to fund all human resource related CD activities at woreda and regional levels, including cascading all training to the frontline workers. The budget will be allocated according to CD plans of the kebeles, woredas and regions, developed during the annual planning process, that will be compiled into annual regional CD plans. It will cover costs of the cascading all training to the frontline workers, study tours and exchange visits, the regional CD TA pool, and the woreda performance management system. It will also be used for maintenance and management of physical resources.
- A third category of expenses will be for the CD Facility. The World Bank administered multi-donor trust fund (MDTF) will be used to contract the firm to establish the CD Facility. This amount of $15m will cover the costs of human resources of national and international staff,

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[7] Core PSNP budget comprises transfer budget + capital budget + admin budget + contingency budget.
[8] Subject to agreement by GoE

federal TAs and national and international consultants hired by the CD Facility to support the government. It will also cover the costs of renting fully equipped offices for the CD Facility in Addis and in the regions and recurrent office expenses.

- The fourth category of expenses is a federally managed budget of $15m that will fund the implementation of the CD Facility's work plan and any CD initiated at the federal level.

The woreda administration budget will continue to cover costs of contract staff hired to support the implementation of the programme. A separate livelihoods capacity building budget of $15m per year is dedicated to CD for the livelihoods component. The regional management budget will cover the costs of the CD Coordinator at regional level.

5.0 Monitoring the CD Strategy

The PSNP 4 design document contains placeholders for indicators to measure progress on CD in general and on the CD Strategy specifically. The following output level indicators will be incorporated in the PSNP 4 logframe to fill these placeholders. These will be monitored by the regular GoE monitoring system. These reflect the five strategic objectives of the Strategy.

Strategic Objectives	Indicators
1. To ensure adequate human and physical resources are in place to implement PSNP 4	- % of vacant positions (by job title) at specific reporting times
2. To adopt a systematic approach to CD across the entire PSNP 4	- % of CD following CD approach
3. To develop and deliver needs-based CD programmes to address technical gaps in programme implementation	- % of CD programming materials meeting CD standards (data from CD Facility) - % of achievement of CD plans
4. To support the implementation of coordination and programme management mechanisms for improved programme delivery	- # of TC and SC meetings held (disaggregated by level of government) - Attendance of stakeholders at TC and SC meetings
5. To develop and implement an exit strategy to institutionalise CD within the GoE.	- # of CDTAC meetings held - Progress towards implementation of exit strategy (to re refined once exit strategy is finalised)

In addition to these specific CD indicators, many of the output indicators related to the transfers, public works and access to social services, livelihoods, and management and operational processes are also proxy indicators for CD, as the success of these components is dependent on adequate capacity being in place to implement them. The same holds true for the outcome level. Distinct capacity related indicators are not required at this level as the existence of adequate capacity is a pre-requisite and enabler for the outcome level results to be achieved i.e. CD is a means to an end for PSNP. In addition to the core programme indicators, the CD Facility will also monitor CD and the implementation of the CD Strategy.

The CD Strategy will be reviewed as an input into the PSNP mid-term review and recommendations to adjust the strategy or the ToRs of the CD Facility will be considered at this time. An end of programme review will also take place.