



# The Second-Level Land Certification in Ethiopia

Performance and Way Forward

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From fragmentation to future: empowering communities,  
transforming agriculture & improving governance

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## Acronyms

AGP	Agricultural Growth Program
BG	Benishangul Gumz
BoEFLA	Bureau of Environment Forest and Land Administration
BoRLAU	Bureau of Rural Land Administration and Use
CALM	Climate Action through Landscape Management
CSA	Climate Smart Agriculture
CTA	Chief Technical Advisor
D/AD	Demarcation/Adjudication
DDE	Digitization and Data Entry
UKAID	Department of Foreign and International Development
DPs	Development Partners
ELAP	Ethiopia Land Administration Project
ELTAP	Ethiopia Land Tenure Administration Project
EMA	Ethiopian Mapping Agency
FAO	Food and Agricultural Organization
FLLC	First Level Land Certificate
GESI	Gender equality and Social Inclusion
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GoE	Government of Ethiopia
GRM	Grievance Redress Mechanisms
GTP	Growth and Transformation Plan
HRBA	Human Rights Based Approach
KIIs	Key Informants Interview
KLAUC	Kebele Land Administration and Use Committee
LA	Land Administration
LaGo	Land Governance

LIFT	Land Investment for Transformation
M&E	Monitoring and Evaluation
MELA	Monitoring and Evaluation of Land Administration
MoFA	Ministry of Foreign Affairs
MIS	Management Information System
MoA	Ministry of Agriculture
MTR	Mid Term Review
NRLAIS	National Rural Land Administration Information System
PAD	Program Appraisal Document
PD	Public Display
PIA	Public Information Awareness
PIM	Program Implementation Manual
PMT	Program Management Team
REILA	Responsible and Innovative Land Administration
RLAUD	Rural Land Administration and Use Directorate
RLLP	Resilient Landscape and Livelihood Program
SACOs	Saving and Credit Cooperatives
SLLC	Second Level Land Certificate
SLMP	Sustainable Land Management Program
SNNPR	Southern Nations Nationalities and Peoples Region
SVB	Supervisory Board
SWOT	Strength Weaknesses Opportunity and Threats
TA	Technical Assistances
TVET	Technical and Vocational Education and Trainings
UNEG	United Nations Evaluation Group
UK	United Kingdom
USAID	United States Agency for International Development
VGs	Vulnerable Groups
WB	World Bank

## Executive Summary

About 23 million Second-level Land Certifications (SLLCs) have been produced and distributed to small-holder farmers in Tigray, Amhara, Oromia, and the former SNNP Regions, largely supported by development partners. This represents nearly 50% of the estimated 50 million rural highland parcels in the country. Similarly, through the World Bank-funded CALM Programme, 342 Woredas have the National Rural Land Administration Information System (NRLAIS) constructed and operational, and 20 million parcels have been securely registered in the system as of September 2023.

Increased land rentals, SLLC-linked Rural Loans, Land Consolidation, and Contract Farming help small holders in NRLAIS functioning Woredas and are likely to benefit more. However, small holder farmers in areas where the SLLCs are not issued yet are increasingly demanding the above services, and the pressure on the Government is expected to get stronger in the foreseeable future. Thus, with support from GIZ LaGo Project, the MoA/RLAUD commissioned experts to assess large-scale SLLC Projects in Ethiopia to improve efficiency and lay down strategic directions to certify the remaining parcels in rural highlands in an efficient, harmonized, and standardized manner.

Accordingly, the performances of the four SLLC Projects/Programs that significantly contributed to rural land registrations and certifications in Ethiopia (LIFT, REILA, CALM, and RLLP) are assessed in this study to identify lessons and best practices that will inform the strategy and ways forward to certify the remaining rural lands. Evaluation criteria endorsed by the UN Evaluation Group are used for the assessment. The criteria include *relevance, efficiency, effectiveness, impact, and sustainability*. SWOT analyses were also performed for each Project/Program, concentrating on the important internal and external environments as well as the enabling/disabling factors.

### Relevance and Appropriateness

The establishment of an efficient land administration system was one of the targets in the First Growth and Transformation Plan (GTP I) and subsequent related strategies. All Land Registration and Certification Projects/Programs in this assessment align with Ethiopia's Perspective Plan 2020 to 2030, Ethiopia's Strategic Investment Framework for Sustainable Land Management (ESIF-3), and SDGs 1.4, 2.1, 5, 13.1, and 13.3.

### Efficiency of the Programs

The two large-scale SLLC Programs (LIFT and CALM), which have contributed almost 90% of registered and certified rural land parcels, have used output financing instead of input financing. The approach of 'Payment-for-Results' is thought to speed up the certification process and improve cost per parcel monitoring and timely remedial action. On top of that, the LIFT and CALM initiatives implemented robust monitoring mechanisms at each implementation level. Moreover, the regular financial reports and independent audits practiced by all Projects/Programs are assumed to have a positive contribution in terms of enhancing efficiency, transparency, and accountability.

The average cost per certificate was US\$ 5 for LIFT, US\$ 8.25 for CALM and Euros 3.8 and 9 for REILA in Amhara and Benishangul Regions respectively. Compared to other developing nations in Africa and other regions, the above costs are minimal. The cost per registered parcel for Rwanda LTRSP (2009-2013) was \$7.5, and that of Tanzania LTSP (2014-2019) was \$10.0 while Nigeria (GEMS Project) was \$12.0 (Menberu, et al, 2022). However, the cost calculations for each certificate vary between Projects/Programs. Thus, a simple, realistic, and uniform cost per parcel computation system is needed to measure Projects/Program's efficiency. On the other hand, the delay in procurements of the necessary inputs, materials, and equipment affected all these Projects'/Programs' efficiency though to a different extent. The dimensions of product quality also need proper attention. The independent verification of the project's output of CALM Program by an agency assigned by the donor (the World Bank) could be considered as a blueprint for existing and future projects as well.

### **Effectiveness of the Programs**

All the assessed SLLC Programs are guided by clearly defined theories of change. Short-term outcomes include secure land tenure, medium-term results include adoption of Sustainable Land-Management Practices (SLMPs) and reduced land degradation, and long-term outcomes include resilient and sustainable livelihoods. However, the relation or correlation between land certification and tenure security on one hand and between tenure security and investment on SLMP on the other is not always linear and direct one according to a number of research results. "Lack of formal land titles may not be the cause of tenure insecurity. Rather physical infrastructures, effective credit systems, and marketing institutions or access to credits had a greater impact on land improvements (Migot-Adhola et al, 1991)." However, the CALM LA's Theory of Change (ToC) and intervention components do not include credit systems (the SLLC-Liked Loans), land rental/lease, and other marketing infrastructures. In this regard, however, the RLLP and LIFT Programs serve as examples. Moreover, the Research, Policy and Enabling-environments are also not given due attention in all Projects/Programs except the LIFT Program.

### **Impacts of SLLC**

The SLLC especially increases perceived land tenure security for married women and female-headed households while decreasing perceived security among men as clearly indicated in both the Prindex 2021 data and ELTAP/ELAP Evaluation Report, 2022. Access to Credit using SLLC as collateral is another innovative approach that is benefiting landholders and the country in general. Two banks and 10 MFIs used the SLLC as collateral to lend Small Holder Farmers 2.7 Billion ETB as of June 2022. "Second-level certification increases the number of parcels rented out, the area rented out, and the probability of renting out land." Alvarado, et.al, 2022 "Certification reduces dispute resolution time, and more so for female-headed households and households farther from regional capitals. The reduction in dispute resolution time continues until 16 years after receiving any certificate, when dispute resolution time has decreased by more than 23 days." Alvarado, et.al, 2022 The SLLCs/NRLAIS are thought to enhance tax collection. Rapid assessments in a few Amhara and Oromia Woredas show this possibility.

### **Sustainability**

The Fit-For-Purpose (FFP) image-based techniques have been used by all Projects/Programs for rural land registration at low cost. Likewise, capacity building efforts have been conducted by all land registration and certification projects in Ethiopia. REILA Projects pioneered capacity building systems for rural land administration, including higher education scholars-



hips, TVET programs, and Fast-Track Courses for lower-level experts at Woreda and Kebele levels. These all are believed to enhance the technical sustainability of the SLLCs. Through the support of CALM Program, the National Rural Land Administrations Information System (NRLAIS), a system that enables continuous updating of SLLC data, has been installed and operationalized in plus 340 Woredas, as of June 2023. On top of that, the LIFT, RLLP, and REILA Programs had/have been supporting the Economic Empowerment activities beyond certifications. Hence, landowners have been recognizing the value of an up-to-date SLLC, which in turn will enhance the operational sustainability of SLLC/NRLAIS. Similarly, the demand for SLLC has been rising due to its benefits, such as access to credit and land rental/lease, as assessed in recent years. This could increase the possibilities of charging landowners reasonable fees for certification and land-transactions. These, in turn, are believed to improve the Program's financial sustainability. The REILA, CALM, and RLLP programs operate within the government system with minimal assistance from temporary project employees. This strategy may improve skills and knowledge transfer and help the Program's technical and institutional sustainability. However, no land administration professionals are available at Kebele level in the former SNNPR, Sidama, and South-West Regions of the country. Land Administration at Kebele level is mainly done by Natural Resource Management or Livestock Experts as a side job. Similarly, in the recent reorganization, Benishangul's Regional Bureau of Land Administration and Use combined with Bureau of Cooperatives Promotion, and Tigray's with Bureau of Mining. These institutional inadequacies and volatility may hinder Land Administration improvement in these Regions.

## **Summary of the SWOT Analysis of the SLLC Programs**

### **1. Strengths**

All the large-scale SLLC Projects/Programs in Ethiopian have applied the Fit-for-Purpose (FFP) Land Registration and Certification strategies that incorporate flexibility, inclusiveness, participation, affordability, reliability, attainability, and upgradeability among others. In addition, LIFT and CALM, two P4R or output financing programs, had/have effective monitoring and reporting systems that may have contributed to their impressive success. REILA has been supporting the establishment of National Level M&E System for Land Administration called MELA though the Project level M&E system were not strong. Moreover, the strong coordination and collaborations with government institutions, with the local community as well as among similar Projects/Programs are believed to be one of the main strengths of the SLLC Projects in Ethiopia. Likewise, the SLLC Programs' Public Awareness and Communications (PAC) strategy clearly defines target audiences, targeted messaging, and delivery mechanisms. Due to socio-cultural diversity and low literacy, Public Information and Awareness (PIA) efforts, especially at the kebele level, rely on face-to-face communication and women's focus groups. Remote rural villages get radio broadcasts and recorded audio messages in their local language. For decision-makers, especially government personnel, printed media is used in the form of desk calendars and articles in regional newspapers. Land sector experts, legal aides, and judges are trained by PIA. The PIA is also included in vocational and master's level rural land administration degree programs. All the SLLC Programs in Ethiopia are also designed and implemented in a manner that enhances Gender Equality and Social Inclusions. About 81% of the land certificates in 340 Woredas (plus 20 million parcels) are owned by women either as female HH heads or jointly with their husbands, as stated in the progress report of CALM April 2023. On top of that, all SLLC programs identify and support the Vulnerable Groups (VGs) mainly consisting of widows, orphans, the disabled and marginalized groups.

## 2. Weaknesses, Limitations and Gaps

*Procurement:* Inability to quickly procure the correct equipment and materials in the right amounts and quality for efficient implementations has impeded all SLLC Projects/Programs to variable degrees. RLLP and CALM Programs had persistent procurement issues, however, REILA and LIFT Projects resolved it in fewer years. Thus, lessons and experiences from the REILA and LIFT Programs are believed to have a significant contribution to alleviating the challenges. Support and facilitation of Project/Program's supervisory bodies like Steering Committees, Technical Committees, Supervisory Committees, etc. at all implementation levels could also handle procurement and other concerns. To effectively address these issues and inadequacies, procurement policy, regulations, and processes (particularly for donor-supported Projects/Programs) may need to be changed or amended.

*Unclear or Misalignments of Roles and Responsibilities:* The regional RLLP implementation structures, Bureau of Agriculture and Bureau of Land, have loose collaboration or opposing interests. In the CALM Program, important stakeholders like Environmental Protection Authorities, Agricultural Research Centers, and Offices of Women and Children Affairs need more clarity and alignment. Likewise, better alignment and coordination are needed with the Ministry of Finance, Regional Bureaus of Finance as well as RLAUD and Regional Bureaus of Land Administrations to ensure timely flow of Programs' budget and budget reports.

*Knowledge Management:* The Ethiopian SLLC Projects/Programs developed, tested, and scaled up/scaled out unique technologies, processes, and techniques; however, their knowledge management systems are weak, save for the LIFT Program.

*Standardization and Harmonization:* The RLAUD and Regional Offices of Land Administrations recently customized and officially endorsed the SLLC manual, PIA manual, and Standard and Specifications for IT Equipments, but only development partner-supported projects may apply them. In other words, the SLLC production process by Governments' Capital Budget violates these instructions, rules, and specifications. Hence, popularizations of these manuals, procedures, and guidelines are needed along with technical and materials support, specifically to Woredas.

*Unutilized potential support:* In all Projects except the LIFT Program, major stakeholders in government agencies including Women Affairs, Labor and Social Affairs, Environmental Protection, etc. were not adequately included. Likewise, the Civil Society Organizations (CSOs) and like-minded NGOs in project areas could have contributed to the PIA activities and the support to the VGs among others.

## 3. Opportunities

Landholders acknowledge the benefits of land certification. The government, political leaders, and decision-makers have shown considerable support for land registration and certifications in recent years. Additionally, worldwide support for climate change adaptations and related topics like land administration and governance is growing. Technological advancements can simplify tasks such as field surveying, mapping, data processing, storage, reporting, and communications.

## 4. Threats

Conflicts and security issues in various regions have hindered land registration and certification. Additionally, varying legislation and institutional setups for urban and rural lands have

caused implementation gaps, particularly in urban-peripheral areas. Likewise, using aerial photos or satellite imagery for ground delineation is challenging in dense forest areas like the West and South-West of the country. Moreover, Limited ICT infrastructure, particularly at the lower administration levels (Woreda and Kebele), is a potential obstacle to the success of SLLC activities in the country.

### **Key Strategic Actions**

Based on assessments and analyses, key priority areas and strategic objectives have been identified for the next decade with indicator targets. The plan encompasses six priority areas and eight strategic objectives, as follows:

1. **Accelerate SLLC Productions:** This involves modifying the current system employed by the government's capital funding, outsourcing SLLC activities to qualified private companies, and strengthening Woreda offices to undertake SLLCs in conflict-affected areas, among other measures.
2. **Enhance Efficiency of SLLC Projects/Programs:** Primarily, this involves implementing digital ground demarcation technology, improving the procurement system, and ensuring proper implementation of the output financing (P4R) system.
3. **Increase Effectiveness of SLLC Projects/Programs:** This focuses on enhanced complementary/support interventions and minimizing the level of informal land transactions.
4. **Amplify Impacts of SLLC Projects/Programs:** This includes utilizing the SLLC/NRLAIS data for tax collections, allocating land to rural youth from protected areas or communal lands, and monitoring communal lands/forest areas or land-use plans in these regions.
5. **Boost Sustainability of SLLC Projects/Programs:** This aims to enhance the technical, institutional, operational, and financial sustainability of the SLLC/NRLAIS.
6. **Strengthen Support System and Enabling Environment for SLLC Project/Programs:** Mainly, this involves establishing a National Level M&E System, implementing a Knowledge Management System, and enhancing research and policy dialogues, among other initiatives.

# 1. Introduction / Background

Located in the Horn of Africa, Ethiopia is ecologically and culturally diverse and stands as the most populous landlocked country globally. Its economy is heavily reliant on agriculture and the export of agricultural commodities, with farming and herding constituting key livelihoods for over 80% of the population (Anne Hennings, 2021).

The country's land area is 100 million hectares, and the total population has reached 109,224,559, of which 20.8% are urban residents, as per FAO: 2018 (FAOSTAT). The majority of the human population resides in the highland areas, with a population density of about 160 people per sq. km, while the density drops to less than 20 people per sq. km in lowland areas. This disparity explains why highland farmers typically have around 0.5 hectares of land per holding.

With increasing pressures on land due to degradation, climate change, and shifts towards commercial cultivation, farmers' tenure security and investment choices will be crucial for sustaining, let alone increasing, productivity and improving food security, according to numerous scholars in the sector. Eighty percent of Ethiopia's land surface is prone to moderate or severe soil degradation (World Bank 2020b), resulting in an estimated annual loss of US\$4.3 billion (Kato et al., 2021). Moreover, climatic and environmental challenges such as recent erratic precipitation are expected (FAO 2021).

Current rates of soil conservation and irrigation are low. According to the 2018-2019 Ethiopia Socioeconomic Survey Report (EPHI and ICF 2021), 22 percent of farm households in Tigray, 30 percent in Amhara, 45 percent in Oromia, and 59 percent in former SNNP had not adopted any soil conservation practices. Tenure insecurity is also a source of conflict affecting the safety and livelihoods of individuals and communities. More secure tenure and clear, enforceable property rights can reduce land-related disputes and conflicts within and between farmers, pastoralists, and commercial interests, as indicated in a number of research findings.

Some twenty years ago, the First-Level Land Certification (FLLC) was launched as a solution to secure the land use rights of farmers in the rural areas of Amhara, Oromia, Tigray, and the former Southern Nations, Nationalities, and Peoples' Region (SNNPR). Despite documented benefits, the FLLC had many limitations: it did not include any map, geographical location of the boundaries, nor size of the parcel. In most cases, FLLC was in paper format only and did not include any option to update the records in the case of a transaction.

The establishment of an efficient land administration system was one of the targets in the First Growth and Transformation Plan (GTP I) and subsequent related strategies. A pilot second-level land certification (SLLC) process was implemented in rural Tigray, Amhara, Oromia, and former SNNP from 2005 to 2013, issuing about 200,000 SLLCs.

Through the support from USAID (ELTAP/ELAP), the Government of Finland (REILA I and II), UK-funded (LIFT), GIZ-S2RAI, and WB-funded (CALM) Programmes, as well as the Government's capital budget, about 23 Million SLLCs were produced and distributed to smallholder farmers in Tigray, Amhara, Oromia, and former SNNP regions of the country. This constitutes about 50% of the total estimated number of parcels in rural highland areas of

the country (about 50 Million parcels).

Moreover, through the support of the WB-funded CALM Programme, the National Rural Land Administration Information System (NRLAIS) is installed and operationalized in 342 Woredas, and the data of plus 20 Million parcels are migrated to the system as of September 2023.

Smallholders in NRLAIS operational Woredas have been benefiting and are expected to benefit more through increased land rentals, the SLIC-linked Rural Loans, Land Consolidation and Contract Farming, and more efficient land transactions in general. These, in turn, are believed to increase the perceived tenure security, increased investment in Sustainable Land Management Practices (SLMPs) or Climate Smart Agriculture (CSA), and eventually increased rural income and improved food security. More importantly, NRLAIS Woredas are now sources of reliable data and information (owing to the updated data and reliable reporting system through the NRLAIS) for policy dialogue and reform measures.

However, smallholder farmers in areas where the SLICs are not issued yet are increasingly demanding the above services, and the pressure on the Government is expected to get stronger in the foreseeable future. On the other hand, the production of SLICs is a very technical process and requires skilled manpower, up-to-standard office equipment, logistics, and materials and significant capital investments in general. Moreover, the performance among different Projects and Programs differs concerning the cost per parcel or unit production cost of an SLIC (as indicated in table 2 in this report), the quality of the SLICs, and the SLIC's production time (shown in table 1) among others.

Thus, with the aim to enhance the efficiency of existing Projects/Programs and lay down strategic directions to certify the remaining parcels in rural highland parts of the country in an efficient, effective, harmonized, and standardized manner, the MoA/RLAUD commissioned experts to undertake the assessments of large-scale SLIC Projects in Ethiopia with support from GIZ-LaGo Project. Accordingly, the performances of the following four SLIC Projects/Programs that significantly contributed to the registrations and certifications of rural lands in Ethiopia are assessed with the aim to identify the lessons and best practices that are anticipated to inform the strategy and ways forward to certify the remaining parcels of rural lands in the Country:

1. The Climate Action through Landscape Management (CALM) program supported by the World Bank, from 2019/20 to 2023/24
2. The Land Investment for Transformation (LIFT) program, supported by UK-UKAID-Ethiopia, from 2014 to 2021
3. The Responsible and Innovative Land Administration (REILA-I/II) (REILA) supported by the Finland Government: 2011 to 2023
4. The Sustainable Land Management Program / Rural Landscape and Livelihood Project (RLLP) supported by the World Bank, from 2008 to 2024

The assessment is based on a set of evaluation criteria developed by the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) in the 1990s, which have been adopted by the UN Evaluation Group (UNEG). These criteria include relevance, efficiency, effectiveness, impact, and sustainability. In addition, an analysis of the Strengths, Weaknesses, Opportunities, and Threats (the SWOT analysis) was

undertaken for each Project/Program focusing on the following internal and external environment as well as the enabling/disabling factors:

- Design and technological choices of each Project/Program
- Implementation arrangements of each Project/Program
- Project/Program management (including the M&E system, procurement and financial management system)
- The level of cooperation and coordination with key stakeholders
- Effectiveness of Project's/Program's Communications
- The land policy, institutional arrangements, and other enabling environment
- Perception, attitude, and practices related to the SLLC and subsequent land transactions among smallholders in different areas of the country and
- Other external factors like peace and security issues, macro-economic factors as well as the topography and forest coverage of the areas, among others.

### **Box 1: UNEG Definition of Evaluation Criteria**

**Relevance:** The extent to which the objectives of a development intervention align with beneficiaries' requirements, country needs, global priorities, and the policies of partners and donors.

**Efficiency:** A measure of how resources/inputs (funds, expertise, time, etc.) are economically converted into results. It is most commonly applied to the input-output link in the causal chain of an intervention.

**Effectiveness:** The extent to which the objectives of the development intervention were achieved or are expected to be achieved, considering their relative importance. Effectiveness assesses the outcome level, intended as the uptake or result of an output.

**Impact:** Both positive and negative, primary and secondary long-term effects produced by a development intervention, whether directly or indirectly, and whether intended or unintended.

**Sustainability:** The continuation of benefits from a development intervention after major development assistance has been completed. It refers to the probability of continued long-term benefits and the resilience to the risk of net benefit flows over time.

*Source: United Nations Evaluation Group, Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance, March 2011*

## 2. Objectives

The overarching objective of the study is to assess and synthesize performance reports from rural land administration programs and develop practical, achievable strategies to expedite the second-level certification for the remaining 25 million uncertified land parcels in a timely manner. The specific objectives are as follows:

1. Evaluate and analyze the four assessment review reports appraising the performance of the CALM, LIFT, REILA, and SLMP/RLSLP programs, focusing on the SLLC component.
2. Identify synergies and gaps among the programs.
3. Determine actions and interventions to enhance the performance of the SLLC component within the four programs.
4. Formulate clear strategies and action plans for certifying the remaining rural lands in the highland areas of the country. This should be based on the performance assessment and incorporate lessons learned from both local and international best practices and experiences.

## 3. Methodology

The assessment primarily utilized a desk review of Project Documents, such as the Project's Strategy or PAD, Regular Reports, and Evaluation Reports, among others. Additionally, Key Informant Interviews (KIIs) were conducted at the Federal and Regional levels with selected experts who have experience working on the Projects/Programs under study. Relevant government officials, especially those involved in land administration, women's affairs, social affairs, environmental protection, and justice bodies at the Federal and Regional levels, were engaged through KIIs, utilizing various methods like physical meetings, video conferences, or telephone conversations. Furthermore, quantitative analysis of relevant data from secondary sources, such as regular reports, Mid-term Reviews (MTRs), and Final Evaluation Reports, was undertaken as required.

## 4. Performance Assessment of the Four Programs

### 4.1 The SLLC Process and Milestones

The key process activities and indicative schedules of the SLLC are depicted in the picture below. Implementation schedules are synchronized with the crop calendar in most non-pastoral areas of the country. This implies that ground demarcation and adjudication activities are challenging during the main rainy season and before crops are harvested. Therefore, the months of September, October, and November are allocated for preparation activities, including the procurement of field maps, office equipment, materials, and Public Awareness Campaigns at all levels of administration.

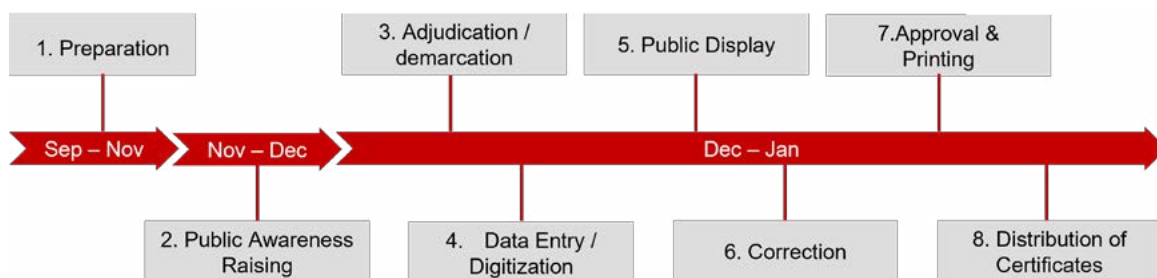


Image 1: Key process activities and indicative schedules of the SLLC

### 4.2 Contributions of Major Projects/Programs

As shown in table 1 below, the LIFT and CALM Programs have contributed for about 90% of the SLLCs produced and distributed to small-holder farmers so far in Ethiopia. All programs are operational at the time of this assessment except the LIFT Program that terminated in June 2021.

Table 1: Number of rural Land Certificates issued by major projects / programs

S/N	Project Name	Donor Agency	Number of SLLC	Remark
	LIFT	UK	14,262,522	As of July, 2021
	CALM	The World Bank	6,121,128	As of September, 2023
	REILA	Finland	1,221,216	As of August, 2023
	RLLP	The World Bank	1,267,641	As of March, 2023
		<b>TOTAL</b>	<b>22,872,507</b>	

Source: Progress Reports of Projects / Programs

### 4.3 Relevance and Appropriateness of SLLC Projects/Programs

This criterion assesses the extent to which the objectives of a development intervention align with beneficiaries' requirements, country needs, global priorities, and partners' and donors' policies (UN-Evaluation Group Guidance, 2011).



The establishment of an efficient land administration system was a targeted objective in the First Growth and Transformation Plan (GTP I) and subsequent related strategies. All Land Registration and Certification Projects/Programs under assessment align with Ethiopia's Perspective Plan 2020 to 2030, the Ethiopian Sustainable Land Management Investment Framework (ESIF-3), as well as SDGs 1.4; 2.1; 5; 13.1, and 13.3.

The Second Level Land Certificates (SLLCs) produced and distributed by these Projects/Programs are perceived as highly relevant by direct beneficiaries in rural areas (landowners/landless; women/men; old/youth; vulnerable groups), according to a survey conducted by the LIFT Program in 2021. Beneficiaries surveyed during the Mid-Term Review (MTR) of RELA II and LIFT Program in 2020 and 2021, respectively, state that the SLLC has helped them „build confidence,“ providing more security, reducing disputes, motivating farmers to care for their land, and instilling a sense of security among women over their land holdings.

In contrast to the First-Level Land Certification (FLLC), the SLLC clearly indicates the shape and size of each parcel as well as all neighboring parcels. This has reduced incidents of border disputes and dispute resolution time, as per informants in the above surveys. Additionally, the recent practice of using the SLLC as collateral for loans from Microfinance Institutions (MFIs) and Banks has provided more security for land holdings, motivating farmers to care for their land parcels. The joint certification, which includes the names and/or photos of wives on the certificates, has enhanced perceived tenure security among women farmers, according to the above assessments.

This implies that the SLLC should be one of the priority strategic areas of intervention by the government or Ministry of Agriculture (MoA) and the Development Partners of Ethiopia in the foreseeable future.

#### 4.4 Efficiency of the Programs

This criterion measures how economically resources/inputs (funds, expertise, time, etc.) are converted to results, primarily applied to the input-output link in the causal chain of an intervention (UN-Evaluation Group Guidance, 2011).

##### 4.4.1 Output Financing System

In contrast to the more frequent practice of input financing, the two large-scale SLLC Programs (LIFT and CALM), which together have contributed to nearly 90% of the registered and certified rural land parcels so far, have used the output financing technique.

The parcel-based or certificate-correlated budgeting system between UKAID (the donor agency) and DAI (the implementing agency) during the implementation of the LIFT Program is believed to have a significant contribution to the successful issuance of over 14 million certificates in six years within the targeted cost-per-certificate.

Despite the difficulties associated with COVID-19 and the conflict in Tigray and the Northern parts of the country, the Payment for Results (P4R) financing approach between the World Bank and the Government (MoA/RLAUD) during the implementation of the CALM Program is also considered one of the driving factors for the demarcation of more than 8 million parcels and distribution of nearly 6 million certificates in the first four years of the Program's life.

These approaches are believed to contribute not only to speeding up the certification process but also enhancing the regular monitoring of the cost per parcel and making appropriate corrective measures on time.

However, while focusing on the quantity and production cost of land certificates in these kinds of implementation arrangements, the output quality could be negatively impacted. Additionally, communal lands, public lands, and forest areas of large size (mostly above 10 hectares) were not properly registered and certified in most SLIC Woredas so far. This could be considered as one of the few drawbacks of the P4R approaches of Project/Program financing. The demarcation/adjudication, dispute resolutions, and certification activities of large parcel size indeed involve higher costs compared to the average size of parcels held among smallholders. However, neither the LIFT nor the CALM Programs considered this fact in the payment system per each certificate. Hence, these areas have been overlooked in most of the SLIC Woredas of the two Programs.

Cognizant of the quality issues correlated with such financing approaches, the WB has introduced a verification system by an independent entity before the approval of any payment for each of the annually or semi-annually reported outputs by the implementing agency (MoA/RLAUD).

Similarly, RLAUD has been undertaking assessments of the overlooked large-size communal lands, public lands, and forest areas to take corrective measures in collaboration with development partners and other relevant stakeholders.

Even though the Financing systems of REILA Projects were not output financing or not 'Payment for Results,' REILA II Project set a different target of the certificate cost for Amhara and Benishangul-Gumuz Regions and has been monitoring the level of adherence to these targets.

#### 4.4.2 Cost-minimization techniques and approaches employed by the Programs

- To ensure cost savings from technology, the LIFT program implemented the use of open-source software for GIS, data entry, and administration purposes wherever possible.
- By providing financial assistance to Woredas only once per month and accounting for the number of actual parcels demarcated, multiplied by the target parcel unit cost, LIFT changed its strategy to become more efficient. This strategy led to Woredas monitoring the SLIC process much more closely to ensure the parcel unit cost was not exceeded because the Woredas, rather than LIFT, would be held accountable for any overspending (stated in the internal report of the Program, 2017).
- The CALM Program also monitors the parcel costs or the cost per each certificate at each Region and Woreda level. Regions and Woredas with a higher cost per certificate are asked to justify and make corrective actions. On top of that, Regions are strictly required to compensate for any overspending during the reporting period in subsequent times and subsequent Woredas.

- Similarly, the CALM Program established a Regional Performance Evaluation and Rewarding System. The cost per each certificate is one of the indicators of the evaluation system. Hence, Regions that registered a minimum cost per each certificate produced/distributed are awarded each year. The awards are both at the institutional level and individual level.
- Moreover, in areas where the kebeles are far from Woreda towns or poor road conditions, the front office teams or field teams were required to stay at each kebele until the ground demarcation/adjudications are finalized in that Kebele, instead of traveling each day between the Kebele and Woreda town. This approach saved the work hours of the field team as well as the fuel cost of the Program indeed.
- The LIFT and CALM programs established and implemented strong monitoring systems at each level of implementation.
- REILA works inside and through the government with a minimum number of TA staff (Project staff) which is intended to reduce the Project's operation cost and enhance knowledge and skill transfer.
- On top of that, the regular financial reports and independent audits practiced by all Projects/Programs are assumed to have a positive contribution in terms of enhancing proper use of resources, efficiency, transparency, and accountability.
- Strong coordination and collaborations with key stakeholders of the Program are also believed to have positive contributions to the cost minimizations of the land registration and certification Projects/Programs in Ethiopia.

Table 2: Average cost per certificate in the projects / programs

S/N	Project Name	Average Cost per Certificate	Remark
1	LIFT	5.0	
2	CALM	8.25	
3	REILA	3.81 (Euro) in Amhara	9.07 (Euro) in Benishangul
4	RLLP	N/A	

Source: Administrative reports of projects / programs

Compared to other developing nations in Africa and other regions, the above costs are very minimal. The cost per registered parcel for Rwanda LTRSP (2009-2013) was \$7.5, and that of Tanzania LTSP (2014-2019) was \$10.0, while Nigeria (GEMS Project) was \$12.0 (Menberu, et al., 2022).

However, the calculations of the cost per certificate are not uniform or standardized among these Projects/Programs. Accordingly, it requires designing a simple, realistic, and uniform system of cost per parcel calculation that will better measure or gauge the level of efficiency among Projects/Programs.

The difference in the cost of certificates in Amhara and Benishangul-Gumuz Regions was mainly due to the difference in the average size of parcels, the hardship related to security issues and weather conditions in BG, and a low level of infrastructure, among other factors, as informed by experts of the REILA project.

On the other hand, the delay in procurements of the necessary inputs, materials, and equipment affected all these Projects'/Programs' efficiency, though to a different extent. Similarly, Digital Ground Demarcation tools that could enhance efficiency have not been utilized yet beyond limited piloting and testing activities.

#### 4.4.3 Quality of Outputs

The dimensions of product quality also need proper attention. The independent verification of the project's output of the CALM Program by an agency assigned by the donor (WB) could be considered as a blueprint for existing and future projects as well.

Likewise, the immediate migration of the SLLC data to the NRLAIS system could help as one of the quality assurance systems of the land registration and certification process. This is for the fact that only the data of those land certificates properly produced with the required spatial and attribute data could easily migrate to the NRLAIS.

### 4.5 Effectiveness of the Programs

Effectiveness measures the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance. Effectiveness assesses the outcome level, intended as an uptake or result of an output (UN-Evaluation Group Guidance, 2011).

All the assessed SLLC Programs are guided by a clearly defined theory of change. The theory of change of the Programs shows where to start and end. The theory of changes is clearly defined to show the hierarchical and horizontal linkages of the Programs' interventions and expected changes. It also shows impacts outside the Programs' direct span of control.

The PDO (short-term outcome) is secure land tenure while the adoption of SLMP and Reduced Land Degradations are the medium-term outcomes and Resilient and Sustainable Livelihood is the long-term outcome of these Programs.

However, despite the establishment of a strong data security and land administration system, individuals and community groups could feel insecurity or vice versa. Likewise, secure land tenure alone might not result in increased household investment in land or increased adoptions of SLMPs according to a number of research results and scholars.

The two paragraphs quoted in the text box below demonstrate this fact in a very clear way. The findings in the two paragraphs seem to indicate the importance of land markets (land rental or lease/share cropping), effective credit systems and marketing institutions or access to inputs/outputs market to have a greater impact on land improvements. The investments in land improvements, in turn, will enhance the perceived level of tenure security, according to a number of research and assessment findings.

### **Box 2: Land Certification, Tenure Security, and Investment in Land Improvements**

„Many of the findings on agricultural inputs are counterintuitive, not consistent by certification type (any or second-level), or not statistically significant regardless of the household head’s gender and should be explored further. In FGDs, farmers consistently noted difficulties in obtaining inputs, such as long distances to markets where they are available, lack of credit, and limited access to capital.“

*Alvarado, et.al, 2022*

„Having any certificate increases the probability that households invest in soil and water conservation, and dramatically so among female-headed households. Eight years after receiving any certificate, female household heads were on average just as likely as dual- or male-headed households to make soil and water conservation investments, closing an approximate gap of 20 percentage points. Across the entire sample, we do not find a statistically significant effect of second-level certification on investment in soil or water conservation measures using DID or CT estimates.“

*Alvarado, et.al, 2022*

Hence, supportive interventions and schemes like the SLLC-Linked Rural Loans, formalized and improved Land Rental/Lease, access to inputs required for Sustainable Land Management Practices (SLMP) or Climate Smart Agriculture (CSA), and access to a reliable market for products are necessitated to increase the chance of achieving the intended outcomes and results of the Land Certification Programs. In addition, SLLC should also be used for policy-level reform to enhance its impact for better land governance and improved living standards. Indeed, support measures could also capitalize on its impacts. SLLC is a perfect mirror of the existing tenure dictated by the law in place. Hence, SLLC and beyond should be the next target of MoA.

The RLLP project is guided by the principle of a participatory and integrated approach to intervention. In addition to the land administration interventions focusing on SLLC, project themes implemented in an integrated way include climate-smart watershed and landscape management; biodiversity and ecosystem protection, participatory land-use planning, and maintenance of communal resources and infrastructure.

Likewise, the LIFT Program had a component named ‘Economic Empowerment’ for smallholder farmers in target areas. This includes the SLLC-Linked Rural Loan, the formalized Land Rental System using the official land information system or the NRLAIS system, as well as the enhanced supply of climate-smart technologies and inputs. Similarly, the REILA Project has a plan that focuses on Economic Empowerment activities in the upcoming phases of the Program.

Even though the Economic-Empowerment components are missing in CALM’s Theory of Change (ToC) and intervention components, the rest of SLLC Projects/Programs (REILA, RLLP, and LIFT) have/had tried to address these issues. On the other hand, the RLAUD of MoA has been trying to promote the SLLC-Linked Rural Loan and Land Rental/Lease market in the CALM LA Woredas through the project named “Sustaining the LIFT Activities and Results” with support from the GIZ-S2RAI Ethiopia Project. CALM is kindly advised to include

these intervention components during the remaining life of the Program and probably in the next phases of the Program as the required scope, coverage, and resources appear to be far beyond this GIZ-LaGo supported project.

In addition, Communal-lands, Public-lands, and Forest-areas of large size (mostly above 10 ha) were overlooked during the registration and certifications in most of the SLLC Woredas. This could be mainly due to the fact that the Payment-for-Results (P4R) system of financing implemented by LIFT and CALM was simply based on the number of certificates issued irrespective of the size of the parcel. Likewise, Research, Policy, and Enabling-environments are also not given due attention in these Projects/Programs except in the LIFT and to some extent in the REILA Program. Moreover, the MoA/RLAUD is kindly advised to make the maximum use of the SLLC/NRLAIS data for future policy change and amendments in the LA.

## 4.6 Impacts of SLLC Projects/Programs

### 4.6.1 Perceived Tenure Security

The SLLC, especially, increases perceived land tenure security for married women and female-headed households while decreasing perceived security among men, as clearly indicated in both the Prindex 2021 data and ELTAP/ELAP report. This could be because certification formalizes or legalizes land-holding rights of women in Male-headed Households (MHHs) who were previously denied legal land rights before land registration/certification. Likewise, men's insecurity may arise due to the emerging legal rights of women, who can claim rights from joint certification contrary to the tradition or the „status quo“ that privileged men. For female-headed households, land certification may reduce perceived risks of land appropriation due to possible border disputes and renting land and sharecropping arrangements.

Similarly, the limited improvements in land markets, input utilization, and investments on land after the SLLCs could be among the main reasons for the decreasing level of perceived tenure security observed after 10 to 12 years among married men in ELTAP evaluation areas.

### 4.6.2 SLLC-Linked Rural Loans

Only 67 households in 2015 and 32 households in 2021 accessed credit through a land certificate in the ELTAP/ELAP Project areas according to the 2021 impact evaluation report.

In recent years, however, Access to Credit using SLLC as collateral is another innovative approach benefiting landholders and the country in general. This process has legal backing through Movable property security right proclamation number 1147/2019. This proclamation defines land use right (SLLC) as movable property, and using SLLC as collateral is legalized. Through support from LIFT and CALM Programs, the number of FIs disbursing the loan has reached 10 in June 2022. Likewise, plus 2.7 Billion ETB were disbursed to Small Holder Farmers by three banks and the 7 MFIs using the SLLC as collateral, as of June 2022. Plus, 14 MFIs and 3 Banks newly engaging (Under product development stage).

### 4.6.3 Agricultural Land Rental/Lease

The SLLC increases the probability of renting out agricultural land among Female-headed HHs than the Male-headed HHs according to the assessment findings of ELTAP 2022 quoted above. The female headed HHs are believed to have the necessary inputs like hired labor,

ploughing oxen, and cash to buy fertilizers and improved seeds less than the male headed HHs in most cases.

*„Second-level certification increases the number of parcels rented out, the area rented out, and the probability of renting out land. This is the case mainly among dual- or male-headed households. The impact of having a second-level certificate increases the probability of renting out in a non-linear way: the effect peaks at a 4.2 percentage point increase at year 6. Over time, female-headed households with any certificate, as opposed to second-level certificates particularly, were more likely to rent out land. After one year with any certification, Female-headed households are 2.3 percentage points more likely to rent out land. This effect peaks at year 12 for an increase of 14.4 percentage points. First-level certificates may have created sufficient clarity and security to increase the female household head's comfort and ability to rent out.“ (Alvarado, et.al, 2022)*

#### 4.6.4 Dispute Resolution

According to the statements in the above quotation, the SLLC is pro female-headed HHs and HHs in remote areas in terms of reducing the dispute resolution time. On top of that, the incidence of land disputes is reduced after the SLLCs. Hence, the holders could use the time and resources that used to be spent on land-related disputes for productive and other useful purposes.

*„Certification reduces dispute resolution time, and more so for female-headed households and households farther from regional capitals. The reduction in dispute resolution time continues until 16 years after receiving any certificate, when dispute resolution time has decreased by more than 23 days.“ (Alvarado, et.al, 2022)*

#### 4.6.5 Agricultural Inputs and Investment on Land Improvements

As already mentioned in different sections of this report, a number of researches and assessment results indicate the fact that the SLLC is a necessary but not sufficient condition to increase the input utilization rate and investment on land improvements. Supportive interventions in areas like credit services, land rental markets, and input supply markets, among others, are required to increase the investments in land improvements and the practice of sustainable land management.

#### 4.6.6 Other Impacts or Potential Positive Impacts of the SLLCs

- The SLLCs/NRLAIS is believed to improve the tax collection system. The rapid assessment undertaken in few Woredas of Amhara and Oromia Regions indicates this potential. Up-to-date landholding information improves tax revenues, lowers the tax collection costs, and increases participation, fairness, and good governance.
- Certified rural land administration information is beneficial to over 50% of the Woreda civil court cases according to the Mid-Term Review (MTR), 2020 of the REILA Project.
- The system is also believed to enhance or improve the land use planning as well as the input supply planning.
- Moreover, the SLLCs/NRLAIS is necessary to promote land consolidation and contract farming schemes in areas where plot fragmentations hinder mechanization and proper utilization of farm inputs.

- Furthermore, in order to give Vulnerable Groups (VGs) special support throughout the process, all SLLC Projects and Programs have been identifying VGs prior to the start of the field demarcation/adjudication process. The VGs consist of orphans, people with disabilities, ethnic minorities, female-headed HHs, women in polygamous marriage arrangements, the rural poor who seasonally migrate in search of off-farm income, etc.

## 4.7 Sustainability

This criterion measures the continuation of benefits from a development intervention after major development assistance has been completed. This means the probability of continued longterm benefits or the resilience to risk of the net benefit flows over time (UN-Evaluation Group Guidance, 2011). There are different dimensions of Project/Program's sustainability discussed below:

### 4.7.1 Technical Sustainability

The Fit-For-Purpose (FFP) image-based techniques have been used for rural land registration at a low cost.

*„Mass systematic registration is possible, and it has been shown it can be completed in a reasonable timeframe at a unit cost of Eur 10 per parcel or below (for parcels averaging 0.5-2 Ha). These programs have now covered millions of parcels of rural land in Ethiopia.“ (Menberu, et.al, 2022)*

All the land registration and certification Projects/Programs in the country have/had been undertaking a number of Capacity Building activities that are believed to enhance the technical sustainability of the SLLC in Ethiopia. REILA Projects are the first to develop different capacity-building systems for the rural land administration sector of the country, including the higher education program (scholarship for higher-level experts of LA), TVET program (for middle-level LA experts), and the Fast-Truck Courses (for lower-level LA experts mainly at Woreda and Kebele levels). Thousands of ground demarcation experts as well as digitization and data entry experts were trained and participated in the SLLC Process during the life of the LIFT Program. The CALM Program has been supporting short-term trainings of 2 to 3 months named the 'Fast Truck Courses' or summer courses for about 7000 experts at Woreda's and Kebele's levels, in addition to other technical trainings. In general, the academic and training institutions in the country have been producing skilled manpower for land administration at different capacities (Certificate, Diploma, First-Degree, and Master's-Degree levels).

However, the efficacy of these trainings and capacity-building interventions need to be assessed, and the required adjustments/amendments taken to further enhance the technical sustainability of SLLC Projects/Programs. On top of that, other feasible systems of incentives and motivations should be designed and implemented to enhance the chances of retaining the trained and skilled manpower in the Land Administration Sector.

### 4.7.2 Operational Sustainability

All the land registration and certification data will become obsolete in the absence of a system that will enable updating the subsequent land exchange or land transactions. Cognizant of this fact, the REILA and LIFT Program had established a system known as Interim Woreda Rural Land Administration Information System (I-WoRLAIS) that enabled updating the land information until the rollout of the National Rural Land Administration Information System (NRLAIS). Towards this goal, GIZ-LaGo II is also training NRLAIS system administration in



the new regions of the former SNNPRS. NRLAIS is a web-distributed and computerized rural cadaster software system designed to manage systematic land registration (mass registration) and the maintenance of the land register through subsequent transactions. The system incorporates both spatial and textual components of each parcel and replaced a manual (paper-based) land information database that lacked spatial data. Similarly, with the establishment of the NRLAIS, updating and maintaining land information required less time and resources. The cadastral information of plus 22 million parcels is securely recorded in the NRLAIS as of July 2023. This means, the NRLAIS is operationalized in plus 340 Woredas of Amhara, Oromia, and former SNNP Regions and has been registering 23 different types of land transactions. Boundary corrections, inheritance, gifts, land rentals/leases, SLLC-linked rural loans, and marriage are the most common of these transactions.

Through the prospect of accessing EEU innovations, landowners have recognized the value of an up-to-date SLLC, according to the 2018 annual progress reports of LIFT Program. They are more likely to record subsequent changes, resulting in an accurate land registry. The combination of LIFT's market system components and a land certification program has proven to be extremely valuable, as stated in LIFT reports.

The RLAUD has been enhancing activities beyond certification though these activities were not planned and budgeted by CALM LA so far. Among these activities are the formalizations of land rental/lease and the SLLC-Linked Rural Loans. Due to the benefits from these schemes among others, the demand for SLLC has been increasing according to some assessments in recent years. This in turn could enhance the possibility to charge the land holders reasonable amounts of service fee for certification and subsequent transactions as well. This could enhance the financial sustainability of the Program as well.

#### 4.7.3 Financial Sustainability

*„Evidence from existing Programs indicates that many landholders are willing to contribute to the costs of registration as they are increasingly aware of benefits. Local authorities may be willing to co-finance (Palestine). In Tanzania, a beneficiary contribution model is now being tested where applicants pay fees to a service provider who facilitates the registration on their behalf through a revolving fund. Indeed, GIZ is now testing a self-financing approach in Uganda where applicants themselves partially fund the registration process with donor agencies providing technical equipment and backstopping.“ (Menberu, et.al, 2022).*

Based on a careful analysis of the results of piloting and testing in Tanzania and Uganda and making the necessary adjustments or customizations, it seems feasible to undertake some piloting and testing in Ethiopia as well. SLLC/NRLAIS as a land administration tool helps to know/inform at least who possesses which land and where. As a result, information about who possesses/holds which property or land is crucial to decide for payment of ecosystem service (PES). The SLLC/NRLAIS data could also enhance the system of traceability in value chains. The Payments for Ecosystem Services (PES) is one of the incentive packages of the RLLP designed in the project in which landholders are paid to change practices. It is a mechanism designed to provide farmers or landowners with an incentive in exchange for managing their land to provide an ecological usage. Such incentives and schemes in turn could enhance the financial sustainability of SLLC/NRLAIS. So far however, the regulation on PES mainly sees the state as the owner of land and protector of ecosystems and the benefits have not been properly trickling down to the individuals and small-holder farmers.

#### 4.7.4 Institutional Sustainability

The REILA, CALM, and RLLP Programs are working through the existing structure of the government with minimum support from the contractual temporary project staffs. This approach is believed to enhance skills and knowledge transfer that could also contribute to the technical and institutional sustainability of the Program. Moreover, the capacity-building activities that have been implemented by all SLLC Programs from the kebele level experts to higher officials and decision-makers are believed to have positive contributions towards technical and institutional sustainability of the SLLC.

However, there is a lack of land administration experts at the Kebele level in the former SNNP, Sidama, and South-West Regions of the country. Land administration activities at the Kebele level are typically carried out by experts in Natural Resource Management or Livestock, who view these responsibilities as secondary duties. Additionally, the Regional Land Administration offices in these Regions fall under the jurisdiction of Agriculture Bureaus, which hinders their autonomy, decision-making, and overall operational efficiency.

Moreover, in recent restructuring efforts, the Regional Bureau of Land Administration and Use in Benishangul was merged with the Bureau of Cooperatives Promotion, while in the Tigray Region, it was merged with the Bureau of Mining. These institutional rearrangements and instabilities are believed to have a significantly negative impact on the progress and development of Land Administration in these Regions.

The effectiveness of capacity-building activities undertaken so far has not been assessed or evaluated, necessitating adjustments and corrective measures. It is crucial to conduct regular assessments of the retention rates of trained and qualified personnel at the Regional Bureaus, Zone, and Woreda offices of Land Administrations. This will facilitate the implementation of corrective measures, such as the development of appropriate incentive and motivation schemes, among other strategies.

## 5. SWOT Analysis of the SLLC Projects/Programs

### 5.1 Strengths of the SLLC Programs

#### 5.1.1 Fit-for-Purpose Land Registration and Certification Strategy

All the large-scale SLLC Projects/Programs in Ethiopia have applied the Fit-for-Purpose (FFP) Land Registration and Certification strategies that incorporate flexibility, inclusiveness, participation, affordability, reliability, attainability, and upgradeability in relation to land administration design.

The REILA Program is the first to introduce the image-based boundary definition customized from Rwanda in the second-level land certification (SLLC) and piloted in different regions of Ethiopia. From 2011 to 2013, the system was tested and found to be efficient, scalable, and effective.

#### 5.1.2 Strong Monitoring and Reporting

The two Programs implemented through the P4R or output financing (LIFT and CALM) have also established strong monitoring and reporting systems that are believed to have significant contributions to the impressive results achieved by these Projects. The automated Management Information System (MIS) established by the LIFT Program for the regular monitoring and reporting of the SLLC process activities later on customized and employed by the CALM program. The CALM Program has been monitoring the key SLLC Process activities (demarcation/adjudication, digitization, data entry, public display, certificate approval, printing, and distributions among others) on a weekly basis.

In addition, CALM LA has been conducting frequent and regular discussion workshops at the Federal and Regional levels, where the performances of each Regional State are evaluated, challenges encountered, measures taken, and lessons learned are discussed among the management team and program implementers. The Regions also undertake regular field monitoring and supervisions in each SLLC Woreda and provide feedback on time.

Moreover, the RLAUD has established a performance monitoring and rewarding system with the aim to incentivize better performance and achievements both at individuals and institutional levels.

#### 5.1.3 Strong Coordination and Cooperation

##### **With Government Institutions**

All the SLLC Projects/Programs have/had been working in close collaboration with the RLAUD at MoA and Regional Land Administration Bureaus up to the Zone, Woreda, and Kebele level structures of the Government.

The REILA works inside and through the government. The REILA office is in MOA premises in the same room as LAUD. In Benishangul Gumz and Amhara, the office arrangement is

similar to the regional bureaus. The approach of REILA is also directly institutionalizing the developed systems into the government structures. This implementation arrangement is mainly aimed at ensuring efficiency and sustainability of the Project's results, among other benefits.

The LIFT program had been closely working with the Land Administration Institutions across the structure of government from Federal to Regions, Zones, Woredas, and Kebeles. In addition, LIFT had been closely working with Woreda offices of Women/Youth/Children affairs, the Woreda social affairs, as well as other relevant government institutions with the aim to address the crosscutting issues like gender equality, Vulnerable Groups, and Environmental Issues, among others.

The RLLP and CALM Programs are directly implemented by the Government Institutions across the administrative structure of government from Federal to Regions, Zones, Woredas, and Kebeles.

### **Coordination with Local Community**

The Kebele Land Administration Committees (KLACs), usually consisting of experts, women farmers, elders, community leaders, and religious leaders, play an irreplaceable role in the SLLC Process. The KLAC members provide reliable information for the field demarcation and adjudication team. On top of that, more than 90 percent of the conflicts and disputes that arise during the registration and certification process are resolved by the KLACs according to the data from plus 120 Woredas of CALM Program. However, the system of incentives and motivations for the KLACs and Community Leaders needs significant improvements. Proper training should be provided to these groups at each phase of the SLLC process. The per diem or the daily subsistence allowance for these groups should be regularly revised and improved depending on the rate of inflation or cost of living. Likewise, the disputed parties or the defendants should pay a reasonable amount of fee for the KLACs and mediators during the dispute-resolution by these entities.

Moreover, the CALM Program's field demarcation teams have received substantial support from local communities, particularly during the ground demarcation/adjudication processes. Particularly in regions where the Kebeles are distant from the Woreda towns or where road conditions do not permit the daily transportation of the field team from Woreda to Kebeles in the morning and back to Woreda towns at the end of the workday. In such cases, the field teams will remain at the kebele until demarcation activities in that kebele are complete. In the majority of Kebeles in Ethiopia, however, there are no cafeterias, food stores, or room service. Hence, the local community provides them sustenance and shelter.

### **Coordination among Projects and Programs**

After the piloting and testing by the REILA Project, other subsequent Projects and Programs like the UK funded LIFT Program and the WB funded CALM Program have scaled out the SLLC activities. Today SLLC has covered plus 22 million parcels. Commitments are made for an additional 4 million parcels (mainly by CALM and others like RLLP). This is about half of all estimated 50 million parcels in rural highland part of Ethiopia.

Similarly, the information and data of the plus 14 million parcels certified by the LIFT Program could have become progressively obsolete if the NRLAIS had not been operationalized by the CALM program in all LIFT woredas. Likewise, CALM has been installing and operationalizing the NRLAIS in areas where the SLLCs were issued by the RLLP.

#### 5.1.4 Effective Communication

The Public Awareness and Communications (PAC) strategy of the SLLC Programs have been well-designed and clearly defined the target audiences, tailored messages, and channels for delivering the messages. It also employed various outreach awareness raising platforms. The strategy had been aligned with the identified key stakeholders of the Projects/Programs.

Given socio-cultural diversity and low literacy levels, the Public Information and Awareness (PIA) activities, especially at the kebele level, depend on face-to-face communication and women's focus groups. Community activities are frequently accompanied by radio broadcasts and recorded audio messages transmitted to remote rural communities in their local language.

For decision-makers, especially government personnel, printed media is used in the form of desk calendars and articles in regional newspapers. Land sector experts, legal aides, and judges are trained by PIA. The PIA is also included in vocational and master's level rural land administration degree programs.

Furthermore, through the Kebele Land Administration Committee (KLAC) members, an additional PIA outreach mechanism known as „Bet le Bet,“ or house-to-house visits, was carried out in SLLC Woredas of the REILA Project in the Benishangul Gumz Region. This was done in response to the Mid-Term Review (MTR) 2020's findings of shortcomings and suggestions regarding women's participation and comprehension levels of the SLLC process in those areas.

The lessons and best practices from REILA might thus be applied to other current or future projects and programs, provided that further evaluations ascertain the effectiveness and efficiency of each of the aforementioned methods and channels, or any combination of them.

On the other hand, the monitoring of PAC activities implemented by the RLLP and CALM Programs needs enhancement and improvements though these programs have been undertaking the PIA activities based on the National Standard and PIA Manual.



Image 2: Public Information and Awareness at one of the Woredas of Oromia Region

### 5.1.5 Gender Equality and Social Inclusions

#### Support for Women Farmers

The REILA Projects have established an effective Public Information and Communication (PIA) strategy, manuals, and guidelines that were adopted and improved by subsequent Projects like the LIFT and CALM. The LIFT Program changed its approach and strategy during the first two years of implementations after observing the challenges and gaps mainly related to the awareness of women holders regarding their land use rights. The number of Social Development Officers (SDOs) at each Woreda was increased, and so were the monitoring systems of LIFT Program. Likewise, the percentage of SLLCs in which women holders are registered on the certificate either as female-headed HHs or jointly with their husbands is one of the Program's Development Objectives (PDOs) of the CALM LA Program. Accordingly, the CALM Program targeted the maximum achievable percentage registered by the LIFT Program, which was 81%. Thus, based on the NRLAIS data extracted from 320 operational Woredas, as of May 2023, the percentage of rural land parcels registered by women holders either as Female-headed HHs or jointly with their spouses was 81%.

The impact assessment undertaken by the LIFT Program in Oromia, Amhara, and former SNNP regions in the year 2020 revealed that 71% of all parcels were held jointly by husband and wife, while 73.8% of households in the sample were married couples. This implies that for almost all households with married couples, the process of including the wife on the certificate was implemented effectively. This is a testimony to the effective implementation of the SLLC process and presents a large improvement to how the first level Land certificate (FLLC) was administered in terms of gender inclusion.

SLLC process was perceived as fair, both by male and female respondents, and by male and female-headed households. This includes equal perceptions that both males and females were equally involved in the process by LIFT field teams, perceptions of female respondents confirming that they were not discriminated against, and perceptions regarding the treatment of peoples with disabilities and poor and non-poor households (Impact Assessment of LIFT, 2020).

#### Support for Vulnerable Groups (VGs)

In order to give Vulnerable Groups (VGs) special support throughout the SLLC process, the National Land Registration and Certification Manual necessitate the identifications of these groups prior to the commencements of ground demarcations/adjudication activities and provide them special support throughout the SLLC process. Accordingly, all the SLLC Projects and Programs have been identifying VGs prior to the start of the field demarcation/adjudication process. The VGs consist of orphans, people with disabilities, ethnic minorities, female-headed HHs, women in polygamous marriage arrangements, the rural poor who seasonally migrate in search of off-farm income, etc.

On top of that, the RLLP has been establishing the Common Interest groups (CIGs) consisting of land-less rural youth, women, and the rural poor and provide them technical, financial, and materials support aimed at livelihood diversifications and increased income for the group members.

### 5.1.6 Policy and Enabling Environment

The 1995 constitution of Ethiopia has paved the way for developments of land administration legal frameworks at the federal and regional levels. The basic concepts and guiding principles related to property rights, land ownership and use rights of women, vulnerable groups, farmers, pastoralists, and investors are clearly stated in the constitution and subsequent legislations. There are some provisions in the Constitution of the country that indicate the necessity of consultation and participation of women, vulnerable groups, the community, and key stakeholders in the processes of policy formulation and implementations.

The House of People's Representatives (HPR) at the federal level formulate and endorse land legislation. The regional state councils pass their laws based on the federal law framework. At the federal level, for rural land administration, proclamation 89/1997 was the first proclamation that is replaced by proclamation 456/2005. The current Proclamation has only one provision on land registration, Article 6, under the heading of 'Rural Land Measurement, Registration and Holding Certificate'. Article 6(1) of Proclamation No. 465/2005 provides that the size, land use, and level of fertility of rural lands under private, communal, governmental and non-governmental organizations shall be measured as appropriate using cultural and modern measurement equipment. Sub-Article 2 stipulates that the land holdings shall be given cadastral maps showing their boundaries. And Sub-Article 3 provides that holding certificate shall be given that indicates the size of the land, land use type and cover, level of fertility and borders, as well as the obligations and rights of the land-holder. Sub-Article 4 states that where land is jointly held by husband and wife or by other persons, the holding certificate shall be prepared in the name of all the joint holders. Sub-Article 5 puts the key principle of land registration by stating that the information that describes the holder of rural land, the holders of the bordering lands, the types of use, and the rights and obligation of the holder thereof shall be registered in a database and kept by the competent authority. The provision also implies the possibility of registering land rights other than landholding by mentioning, under Sub-Article 6, that any rural land that is held through lease or rental shall be registered.

Hence, the Ethiopian land registration and certification programs are grounded in the Federal Constitution and land laws that mandate regional governments the authority to administer land and other natural resources in accordance with Federal laws. However, these rules are believed to be too brief to address matters of land registration in Ethiopia. The Draft Rural Lands Administration and Use legislation has taken more than a decade for enactment. The Draft covers various matters as compared with the existing national land registration legislation. For example, it defines the concepts of 'land registration', 'cadastre', 'parcel', 'parcel map', 'cadastral surveying', and 'registrar'. It also embodies rules on the management of lands under the holding of pastoralists and semi-pastoralists.

Accordingly, the CALM Program has been supporting and incentivizing the enactment of the Draft Proclamation that replaces the Federal Level Land Administration and Use Proclamation No. 456/2005. Despite the delay in the approval process of the Draft Rural Land Administration and Use Proclamation at the Federal Level, support has been provided to the regional states in the amendment of their land administration laws. In this process, the draft federal land law has substantially and positively influenced regional states to adopt the provisions incorporated in the draft law. Amhara (proclamation number 252/2017 and regulation number 159/2018); Benishangul Gumuz (Proclamation number 152/2018 and regulation number 160/2023); Oromia (proclamation number 248/2023); and Sidama National Regional State have revised and approved their laws after the federal draft land law is drafted. All these

laws adopted almost all provisions in the federal draft Proclamation. Consequently, the revised proclamations/regulations of each regional state adequately address key issues pertaining to the SLLC, NRLAIS, Land-information, Land Rental/Lease, and SLLC-Linked Rural Loans, among others. These are believed to provide a solid legal foundation for the SLLCs/NRLAIS, present and future activities and achievements.

Likewise, the Revised Family Code of the Federal Government of Ethiopia (2000) has several provisions that guarantee the equal property (including land resources) rights of women with men during marriage and its dissolution. The new directive recently enacted by the National Bank of Ethiopia is believed to have a significant impact on the SLLC-Linked Rural Loan. Nonetheless, supporting the revised legislations and directives with operational guidelines and manuals is the next step that needs proper attention. On top of that, training and awareness-raising activities on these revised legislations need proper attention from existing and future Projects/Programs. Moreover, research and impact evaluations of the SLLC Programs need more focus than the current activities.

## 5.2 Limitations and Gaps of the SLLC Programs in Ethiopia

### 5.2.1 Procurement

Although to varying degrees, all of the SLLC Projects/Programs have been hampered by the inability to quickly get the necessary equipment and materials in the right quantities and of the right quality for effective implementations. While the issue persisted with RLLP and CALM Programs, REILA and LIFT Projects were able to address the problems and challenges linked to procurements in comparatively few project years. The inability to timely procure the right quality IT equipment, office materials, and other critical inputs for SLLC/NRLAIS have been affecting the efficiency of the CALM LA Program. Above all, the procurement of Project vehicles has not yet happened (at 4th project year), and the Program has been using rental vehicles in all Regions and Woredas of implementations. The lessons and experiences from the REILA and LIFT Programs are believed to have significant contributions to alleviate the challenges related to procurements of projects' equipment and materials. REILA decided to undertake procurements of vehicles as well as key machineries, equipment, and materials by the international consulting team (the entity assigned to provide TAs) rather than government institutions. The UKAID (donor of the LIFT Program) quickly changed the prior assumed system of procurement to be undertaken by the implementing entity (DAI) and assigned another independent entity (the Crown Agents) to undertake all the Procurement activities of the LIFT Program. In addition, support and facilitations for the proper functioning of Project's/Programs' supervisory bodies like the Steering Committees, Technical Committees, Supervisory Committees, etc. at all level of implementations could solve some of the challenges related to procurements and similar issues. Moreover, changes/amendments of the procurement policy, legislations, and procedures (especially for donor-supported Projects/Programs) might be necessitated for effective tackling of these challenges and gaps.

### 5.2.2 Unclear or Misalignments of Roles and Responsibilities

There is loose collaboration or conflicting interests between the two core implementing structures of the RLLP at the regional level, Bureau of Agriculture and Bureau of Land. Most regional states have established land administration and use institutions and structured up to the community level to implement land administration activities, mainly SLLC activities. On the other hand, the coordination office of RLLP project is hosted by Bureau of Agriculture at



regional levels. That means SLLC activities of the Project are also mandated to be coordinated by Bureau of Agriculture. However, experts and officials working in the Bureaus of Land, mainly in Oromiya and Amhara regional states are not happy with this arrangement. This arrangement has implications on the timely release of the Program's budget to the land offices, as well as the proper use of vehicles, equipment, and materials, among others, as indicated during the KII of this assessment. Concerning the CALM Program, the roles of key stakeholders such as the Environmental Protection Authorities, Agricultural Research Centers, and Offices of Women and Children Affairs, among others, require better clarification and alignment. The flow of financial reports from Woredas to Regions and then to the Ministry of Finance (MoF) on one hand and the flow of Program's budget from MoF to Regional Bureaus of Finance (BoF) and then to Woreda offices on the other have been not in a timely manner. These have been causing delays of budget release for the implementations of Program activities in most target areas of CALM LA and RLLP. Consequently, the institutions accountable for financial reports and budget flow should have equivalent or comparable duties and responsibilities to those responsible for implementations of Projects'/Programs' activities.

### 5.2.3 Weak System of Knowledge Management

Despite the development, testing, and scaling up/scaling out of various novel technologies, processes, and methodologies by the SLLC Projects/Programs in Ethiopia, the knowledge management systems of the Projects are not very robust, with the exception of the LIFT Program. The lessons learned and best practices used during the testing, adjusting, and amending of new technologies, processes, and procedures should be thoroughly recorded and disseminated to relevant stakeholders using appropriate communication channels.

### 5.2.4 Standardization and Harmonization at National Level

While the customization and official endorsements of the SLLC manual, PIA manual, as well as the Standard and Specifications for IT equipment, among others, were recently undertaken by the RLAUD and Regional Offices of Land Administrations, the implementations of these manuals and standards are limited to only those projects supported by development partners. In other words, the production process of SLLCs produced by the Government's Capital Budget does not comply with these manuals, standards, and specifications. Additionally, the Regional bureaus of LA usually allocate small amounts of annual capital budgets for the production of SLLCs to a large number of Woredas in an irregular manner. Consequently, it takes more than a decade for Woredas offices to complete the certifications of rural parcels in their district. Moreover, information and data of these SLLCs become obsolete due to the natural process of land transactions through inheritance, gift, parcel-split, marriage, exchange, etc., and the absence of an automated system of updating like IWoRLAIS or the NRLAIS in these Woredas. As a result, this system of SLLC production may be viewed as resource waste. Likewise, issues related to the registrations and certifications of communal lands, public lands, public/community forests, etc. need to be addressed in a standardized and harmonized manner among regional states and across the nation.

### 5.2.5 Absence of National-level Monitoring and Reporting System for LA

A sector-wide land administration M&E is a key tool to ensure the sustainable development of the entire sector, enabling federal, regional, and Woreda-level authorities to monitor activity implementation progress in a timely manner and target funding accordingly. It also enables the use of the data for decision-making beyond the land sector itself. Moreover, such a system will

enhance coordination and synergies among different actors and stakeholders in the country. However, there is no legislative mandate or legal obligation for the LA Bureaus of Regional States to submit regular reports to the RLAUD. Hence, only the SLLC Projects/Programs supported by Development Partners have a strong system of monitoring and reporting. The RLAUD collects reports and data which are limited to few activity/output indicators from Regions only when needs arise. Cognizant of this challenge, RLAUD has been trying to establish a national-level M&E System known as the Monitoring and Evaluations of Land Administration (MELA) with support from REILA II Project for the last three years. Nonetheless, more support and coordination are needed to speed up the process and establish a system that will operate sustainably without external assistance or with minimum support from Projects/Programs.

### 5.2.6 Unutilized Potential Support from Stakeholders

The participation and involvement of key stakeholders in government institutions like the Children, Youth and Women Affairs, the Labor and Social Affairs, Environmental Protection, etc. at all levels were not up to the required level in all Projects except the LIFT Program. Collaboration and coordination with these institutions could have supported the PIA activities as well as the identification and special support for the Vulnerable Groups during the SLLC process. Likewise, Civil Society Organizations (CSOs) and like-minded NGOs in project areas could have contributed to the PIA activities and the support to the VGs among others.

## 5.3 Opportunities of the SLLCs

- The benefits that result from land certification have been recognized by landholders. The demand for certification and the resultant benefits are opportunities for wider implementation of SLLC in the Country.
- There has been strong attention and support from Government, political leaders and decision-makers at all levels for the land registration and certifications since recent years.
- Likewise, there has been increasing attention and support at the international level for Climate Change and related issues like the Land Administration and Governance among others.
- The data from SLLC/NRLAIS could be used by other institutions like the urban land administrations, revenue/tax authorities and investment offices, etc.
- The dynamic and ever-increasing technological advancements that could support or make easier activities like field surveying, field mapping, data processing, data storage, reporting, and communications among others.
- Likewise, the expanding land rental/lease market and the SLLC-Linked Rural Loan could motivate contributions of financial support or service fees for SLLC activities among the landholder community.
- The possibility of private sector participation in the SLLC processing.
- The achievements so far are attracting additional investments (other Projects and Programs to the LA sector).

## 5.4 Threats of the Land Certification Projects/Programs

- The conflict and security issues in different parts of the country have been affecting the land registration and certification activities.
- The different legislations and institutional setups regarding the urban and rural lands have been resulting in implementation gaps, especially related to the urban peripheral areas. These areas are demarcated in the jurisdictions of the urban land and are not included in the rural land registration and certification projects/programs in most cases. The registration and certifications of the urban land, on the other hand, is a very slow process. Only less than 10% of the estimated parcels in the urban centers of the country were registered in the cadastral information system (in the legal urban land cadastre of the country), as of December 2022.
- Hence, the land resource in the urban-peripheral areas has been exposed to a high level of corruption and expropriation without consent and appropriate compensations.
- It is difficult to make use of aerial-photography or satellite images for ground demarcation/adjudications in areas covered by dense forest canopy like the West and South-West parts of the country.
- The low level of development of ICT infrastructure, especially at the lower level of administrations (Woreda and Kebele level) is also assumed to be one of the limiting factors for the progress of SLIC activities in the Country.
- The existence of a high level of informal land transactions in most rural parts of the country, evidenced by a number of researches and impact evaluations, could make the land registration/certifications data obsolete in the absence of follow-up activities that will incentivize the formal transactions and reduce the costs of land transactions. A study on Formal and Informal Land Transactions in LIFT Programme Woredas undertaken by CIAPACs International in August 2019, for instance, indicates the following:

*“Only 31.6% of all land transactions were formally registered by landholders, with inheritance being the most likely to be formally registered with 39% of transactions registered. Gifting was only formally registered in 5.7% of all cases, likely due to many cases of gifting occurring within the immediate or extended family.”*

*“The percentage of formally registered transactions drops to 12.6% when the sharecropping transactions are included.”*

## 6. Summary of identified Gaps and Recommendations

Areas of Focus	Identified Gaps	Recommendations to fill Gaps
Project's Design and Technological Choices	Difficult to procure Ortho-photos on time	Procure Ortho-photos of the areas planned for Certifications ahead of time as much as possible  Use the high resolution and geo-referenced Satellite Images according to the SLLC Manual  Assess a low cost imagery sources that are compatible with the digital ground demarcation tools
	Some projects forced to use Ortho-photos produced several years ago (e.g, RLLP)	Use Ortho-photos of recent years that aligns well with existing situation on the ground  In cases when it is difficult to find Ortho-photos or recent Ortho-photos, use the Satellite images of acceptable resolutions, stated in the SLLC manual
	Ortho-photos and satellite images may not be suitable for ground-demarcations in areas covered by dense forests (e.g, the West and South-West regions of the country)	Seek other suitable technologies for areas characterized by dense forests and mountainous topography.
	Digital ground demarcation tools not utilized extensively beyond limited piloting and testing activities	Conduct robust piloting, testing, re-testing, and rollout of digital ground demarcation tools (software) that can automate reporting from Kebele to Woredas.  This system alone is expected to increase the efficiency of the SLLC process by 15 to 20 percent.
	Use of old office equipment with limited capacity hindering smooth implementations of SLLC/NRLAIS in some Woredas of SLLC Programs	Ensure that server computers and client computers have the right capacity and specifications as stated in the SLLC Manual, considering the large size of SLLC data, especially spatial data.  Ensure that the local area network, backup system and equipment, and other materials meet the required standards.  Revise the SLLC manual, guideline, specifications, and standards at least every five years to accommodate technological advancements and emerging demands.
	Limited utilization of new communication tools and social media for effective communication and reporting	Utilize social media and communication tools like Telegram, WhatsApp, WeChat, etc., for effective communication and reporting, while being supported by proper protocols and strict guidelines.
Implementation Arrangements of Programs and Projects	Unclear and competing roles among Regional level implementers of RLLP (Bureaus of Agriculture and Bureaus of LA)	Revise the implementation roles along with the allocations of Project's resources.  Necessary cares should be taken in the design of future Projects/Programs

Areas of Focus	Identified Gaps	Recommendations to fill Gaps
[cont.] Implementation Arrangements of Programs and Projects	Unclear roles of the Environmental Protection Authorities, Federal Anti-corruption Commission and Ombudsman Commission in CALM Program	Clarify the roles of these entity and allocate the necessary resources to help them deliver according to the assigned roles
	Unclear roles or loose alignment between Regional Bureaus of Finance and Bureaus of LA in CALM Program	Clarify the roles and strengthen the coordination among these institutions both at Regional and Woreda level
	Input Financed Projects/Programs produced less number of SLLCs compared to those with Output financing modes (Payment-for-Results)	Payment for Results (P4R) approaches are recommended for future Projects/Programs with proper system of verifications & quality control  The P4R System should also consider the size of parcels rather than just the number of certificates
Procurement	Delay in procurements of project equipment and materials affecting timely implementations of SLLC activities in all Programs	Encourage and support Projects/Programs to Plan the procurement activities well ahead of time  Use the Steering Committee and Technical Committees to speedup procurement activities as much as possible  Push for the revisions/amendments of the legislations and regulations of Government's Procurement System (particularly for donor supported Projects/Programs)
	Delay in procurement increasing the planned costs of materials	Plan the procurement activities well ahead of time with contingency budget for possible price increments  Plan and undertake bulk purchases as much as possible to increase the chances of better price offer through the economies of scale
	Delay in procurement affecting quality of procured equipment and materials	Never compromise the quality and specified standards of SLLC Manual for the sake of implementation progress  Such acts have the potential to jeopardize the entire data and system of LA
Proper identifications and Coordination with Key Stakeholders	Key stakeholders like Woreda offices of women and children, Labor and social affairs and the Justice bodies are not participating to sufficient extent in all currently operating Projects/Programs	Develop a clear roles and expected contributions from these stakeholders  Allocate the necessary resources for coordinating with these stakeholders  Establish working modalities as well as reporting and communication systems with each stakeholder
	Key stakeholders like the Local NGOs and Civil Society Organizations (CSOs) are not participating in SLLC Processes in all Projects/Programs	Identify local NGOs and CSOs (particularly those whose duties and interventions coincide with support to the Vulnerable Groups (VGs))  Establish working modalities as well as reporting and communication systems with each stakeholder
Public Information and Awareness Activities (PIAs)	PIA activities have not been properly implemented to the level required in the National PIA Manual (CALM and RLLP)	PIA activities should be included to the Disbursement-Linked-Indicators or in the mandatory activities (like the environmental & social safeguard) in all the P4R Projects/Programs in future

Areas of Focus	Identified Gaps	Recommendations to fill Gaps
[cont.] Public Information and Awareness Activities (PIAs)	PIA activities are not regularly monitored and reported along with the other SLLC activities and milestones in all Projects/Programs	The Establishment of Monitoring System should incorporate PIA activities  PIA activities should be regularly monitored along with other activities of SLLC
	No sufficient assessments or evaluations conducted on the effectiveness of different communication messages, methods, or channels of communication	The efficacy of specific PIA activities should be evaluated at regular interval  Amendments or adjustments should be undertaken by Projects/Programs based on the results of the assessments  Amendments or adjustments should be undertaken to the National PIA Manual based on the assessment results
Increase SLLC Production by Modifying and Strengthening the Current Production System through Government's Capital Funding	The number of SLLCs produced by Governments' Capital budget are very small, compared to those financed by Development Partners (DPs)	Capacitate Woredas with Trainings, TAs and Materials support  Provide financial supports to Woredas based on P4R or output financing system  Design and implement specific system of incentives and motivations for these Woredas
	The production process of SLLCs through the Governments' Capital Budgets is not harmonized and standardized	Training and TAs for Woreda offices on proper implementations of the PIAs and SLLCs manuals  Materials support to Woredas offices of LA to meet the standard and requirements of SLLC manual
	SLLCs Produced through the Governments' Capital Budgets are not securely registered in automated information updating system (like the IWoRLAIS or the NRLAIS) for long years	Change the current implementation system of Government funded SLLCs. The Regional budget should focus on a limited number of Woredas to complete the SLLCs in a maximum of two to three years.  Then, the SLLC data should migrate soon to the NRLAIS for proper registrations of subsequent transactions and continuous updating
	Conflict and Security Issues are hindering the Productions of SLLCs in a significant number of Woredas in the Country	Capacitate Woredas in those areas with Trainings, TAs and Materials support  Provide financial supports to Woredas based on P4R or output financing system  Design and implement specific system of incentives and motivations for those Woredas
Accelerate the Productions of SLLCs by outsourcing some of the process activities to qualified private companies	It is very difficult to reach out to all the remote and difficult areas of the country in a short period of time, using only the experts of Government and Project/Program staffs	Establish a system of outsourcing some of the quantifiable activities of SLLC Process to qualified private companies  Pilot and test the system in few areas (Woredas)  Rollout the system along with strong system of monitoring, supervisions and quality control
Improved Effectiveness of SLLC Project/Programs	Supplementary intervention activities to the SLLCs are not properly incorporated in current Projects/Programs	Current and future Projects should incorporate supplementary interventions like the promotions of the formal land rental/lease, SLLC-linked Loans, Land Consolidations and Contract Farming, etc.

Areas of Focus	Identified Gaps	Recommendations to fill Gaps
[cont.] Improved Effectiveness of SLLC Project/Programs	High level of informal land transactions in many parts of the country	<p>Continuous implementations of well-designed PIA activities at community level is needed to raise the awareness about benefits of formal transactions and the dangers of informal land transactions</p> <p>Continuous assistance and a system of rewards for Woreda offices of Land Administrations to help them deliver better services to holders and customers of LA</p> <p>Rollout the applications of LandPKS in the Land Rental, SLLC-Linked Loan and Land consolidation activities to a meaningful extent</p> <p>Identify and address any legislation gaps related to the informal land transactions</p> <p>Enhance marketing systems and market-infrastructures (for both the inputs and farm-outputs), focusing on the SLMP and Climate-Smart Agriculture</p>
Enhanced Impacts of SLLCs	The use of SLLC/NRLAIS data for better conservation and environmental protection is still in its infancy	<p>Register and Certify all the Communal Lands<sup>{1}</sup>, Public-lands, Protected Areas, Forest-Areas in SLLC Woredas</p> <p>Ensure the SLLC data of the above lands are securely registered in the NRLAIS</p> <p>Establish A System of Continued Monitoring of the Proper Implementations of the agreed Land-Use Plans for these areas, in collaboration with relevant stakeholders</p>
	The potential of SLLC/NRLAIS data to enhance social impacts has not yet been fully utilized	<p>Upgrade the NRLAIS to accommodate registrations of rural lands allocated for youth groups (from communal lands, public lands, protected areas, etc.)</p> <p>Use the NRLAIS to monitor the proper implementations of the agreed Land-Use Plans by the Youth groups</p> <p>Analyze the data of land transactions in NRLAIS like the inheritance, gift, marriage/divorce, etc. that could shed light to the gender dynamics and other social indicators</p>
	Unrealized potential exists in the utilization of SLLC/NRLAIS data to enhance economic impacts	Use the NRLAIS data for improved collection system of rural land-use tax or rural income-tax. However, this should be promoted later on after the farmers realize the benefits of SLLCs. Otherwise, the increased tax could trigger negative attitude on the SLLCs among small-holder farmers
	The unintended impacts of SLLC/NRLAIS have not been properly monitored or assessed to take corrective measures on time	<p>The unintended impacts (decreased level of tenure security among married male, the possible negative attitude correlated with increased land-use tax for the farmers, etc.) should be monitored &amp; Corrective actions need to be taken on time.</p> <p>The revisions and amendments of LA legislations should consider these and similar issues. As an illustration, the revised proclamation of Oromia (2023) stipulates that in order for one spouse to assert the right to share agricultural land upon divorce, the marriage must have endured for a minimum of ten years.</p>

Areas of Focus	Identified Gaps	Recommendations to fill Gaps
Improved Sustainability of SLLC Projects/ Programs	Though extensive trainings and capacity building activities have been undertaken by Projects, aimed at enhancing technical sustainability, the efficacy of these interventions were not assessed yet to take the necessary corrective actions or amendments	Evaluate the effectiveness of the trainings and capacity building activities undertaken by Projects and Programs at different level  Make the necessary changes or amendments on the trainings and capacity building schemes based on the assessment results
	The extent to which the LA institutions have been retaining the trained and skilled man power is not assessed yet	Assess the extent to which the trained and skilled man-power has been retained in the LA sector or  Assess the level of staff-turnover in the LA institutions at all level and in different Regions
	A System of Incentives and Motivations not designed and implemented to enhance the chances of retaining the trained and skilled man-power in the LA sector	Design and implement a feasible system of incentives and motivations for experts in the LA sector
	Supplementary intervention schemes to SLLCs (Economic Empowerment Interventions), that could enhance Operational & Financial sustainability have not been implemented to the required level	Existing Projects/Programs should incorporate these components to the possible level  Future SLLC Projects should incorporate these interventions as much as possible  Other economic empowerment Projects/Program should align their intervention areas with SLLC Woredas as much as possible
	The data of SLLCs produced by the Governments' Capital budget do not immediately migrate to NRLAIS for continued updating (operational sustainability)	Prioritize Woredas where there are large number of SLLCs produced by Government's capital budget, to complete the SLLCs and operationalize the NRLAIS in those Woredas
	The Urban-Rural Dichotomy has been affecting the institutional sustainability of LA sector as well as the certifications of land areas in Urban-peripheral areas	Establish a regular policy dialogue forum to bring the issues to the attentions of political leaders and policy makers  Propose a draft policy changes or legislation amendments that could resolve the challenges
	Frequent restructuring and reshuffling of staffs of the Regional Bureaus of LA and experts of Woreda offices have been affecting institutional sustainability of the LA sector (current situation in Tigray and Benishangul)	Design and implement a constant Public Awareness and Information Campaigns on this issue targeting the Political Leaders and Decision Makers at Region and Woreda level  A policy or legislation that necessitate proper discussions and consultations before such restructuring should be in place
	Absence of Kebele Land Administration Experts in some regions (FORMER SNNP, Sidama and SW) could affect the institutional sustainability of LA	Present the issue at a policy discussion forum and to the Regional Council, along with the possible negative impacts  Follow up and Support the decisions for corrective measures



Areas of Focus	Identified Gaps	Recommendations to fill Gaps
[cont.] Improved Sustainability of SLLC Projects/ Programs	All the SLLC activities and the subsequent interventions have been highly dependent on the support from Development Partners, putting the Financial Sustainability of these Projects under a question	<p>Enhance the benefits of SLLCs in already certified areas</p> <p>Promote the tangible benefits of SLLC in areas not certified yet</p> <p>Undertake some piloting and testing of cost-sharing mechanisms for productions of SLLCs with land holders</p> <p>Rollout the mechanism in a better productive areas</p> <p>Induce a reasonable service charge for selected land transactions, after the holders realize benefits of the SLLCs (updated SLLC data)</p> <p>Promote and expand the system of payment for eco-system services and other similar schemes in SLLC Woredas</p>
Support Systems and Enabling Environment	No regular system of reporting between the RLAUD and Regional States	Accelerate the implementations of the MELA system that has been under development since the last few years
	The current need based reports are also limited to few activities/output indicators	Incorporate relevant outcome, results and impact indicators in the MELA system
	No system of verifications for the reported data from Regional States	Integrate a system of verification and data quality audits (mainly using the Zone level experts) in the MELA system
	No system of incentives and motivations to enhance the reporting between RLAUD and Regions	Integrate a feasible system of incentives and motivations to the MELA system to ensure sustainable operations of the system
	No regular system of evaluations on the impacts and results of SLLC/NRLAIS	Include a regular system of evaluations (every three or five years) in the MELA system
	No legislative requirements on the reporting between RLAUD and Regional offices of LA	<p>Incorporate the issue as one of the areas where policy/legislative amendments are needed</p> <p>Follow up and support legislative amendments on this issue</p>
	No strong system of Knowledge Management in all SLLC Projects/ Programs, except the LIFT Program	<p>Existing and Future Projects should be encouraged/ required to have a system of regular identification or formulations of lessons and best practices:</p> <p>A system of proper recording and documentations of lessons and best practices, as well as</p> <p>A system of proper disseminations and distributions of lessons and best practices</p> <p>A system of Knowledge Management at the National Level should be incorporated to the MELA system</p>
	Absence of Routine Dialogues and Discussion Forums Regarding Land Policy and Institutional Arrangements	Organize events for policy dialogue on land policy and institutional setups at a regular interval (at least annually or bi-annually)

Areas of Focus	Identified Gaps	Recommendations to fill Gaps
[cont.] Support Systems and Enabling Environment	Absence of Routine Discussions and Dialogues among implementers of SLLC Projects/Programs to enhance Coordination and Synergy	Organize events for discussion and dialogue to enhance coordination and synergy among the key stakeholders of SLLC/NRLAIS at a regular interval
	Insufficient popularizations of new/improved policy/legislations and new institutional arrangements	Undertake strong popularizations or promotions for new/improved policy, legislations and institutional arrangements  Ensure that each new legislations are backed by supportive regulations, guidelines and implementation-manuals

## 7. Priority Areas, Strategy and Action Plan

### 7.1 Objectives and Scope of the Strategy

The Strategic Plan aims to address the registration and certification of agricultural land in rural highland areas of Ethiopia. It includes supplementary and subsequent interventions to enhance the efficiency, effectiveness, impacts, and sustainability of present and future Projects/Programs. The Strategy and Action Plan are part of Ethiopia's National Strategic Investment Framework for Sustainable Land Management.

The National Strategy and Action Plan for the Registration and Certification of Remaining Rural Lands in Ethiopia was developed through stakeholder consultations led by the assessment team. The team, hired by MoA/RLAUD and supported by the GIZ-LaGo Ethiopia Project, conducted performance assessments of the four major SLLC Projects/Programs that account for over 90% of issued land certificates to date. The team leader of the consulting team analyzed and compiled evaluation reports, which were then used to construct this strategy and action plan.

The Strategy and Action Plan provide a comprehensive framework and roadmap for improving the performance of existing projects and guiding the design and implementation of future SLLC Projects/Programs in a more coordinated manner within a supportive and enabling environment. Additionally, it is expected to facilitate and guide coordinated resource mobilization efforts to certify the remaining parcels of rural land in Ethiopia.

### 7.2 Framework of the Strategic Plan

<b>VISION</b>	Develop a Rural Land Administration and Governance System that is Highly Efficient and Makes Significant Positive Contributions on Economic, Social, and Environmental Progress of Ethiopia.
<b>GOAL</b>	Register and certify all parcels of rural land in non-rangeland areas of Ethiopia by 2034, along with implementing a functional Land Information System.
<b>OBJECTIVE 1</b>	Accelerate the production of SLLCs by utilizing current government facilities, employees, and supplies more effectively.
<b>OBJECTIVE 2</b>	Accelerate the production of SLLCs by outsourcing some of the process activities to qualified private companies.
<b>OBJECTIVE 3</b>	Speed up the production of SLLCs in conflict-affected areas or areas with security issues through the mechanisms outlined in Objectives 1 or 2, or a combination of both.
<b>OBJECTIVE 4</b>	Increase the efficiency of SLLC Projects/Programs by incorporating digital ground demarcation technologies and improving procurement, monitoring and evaluation, implementation arrangements, as well as standardizing and harmonizing the SLLC process, particularly those produced by the government's capital budget.
<b>OBJECTIVE 5</b>	Increase the effectiveness of SLLC Projects/Programs by implementing supplementary intervention schemes in a coordinated manner and reducing informal land transactions.

<b>OBJECTIVE 6</b>	Enhance the impacts of SLLC by utilizing SLLC data for greater economic, social, and environmental benefits while mitigating unintended negative impacts.
<b>OBJECTIVE 7</b>	Improve the technical, operational, institutional, and financial sustainability of SLLC Projects/Programs through the proper use of new technologies, effective capacity building, appropriate institutional arrangements, and implementing new revenue generation schemes, among other measures.
<b>OBJECTIVE 8</b>	Enhance the support system and enabling environment through the establishment of a national-level Monitoring and Evaluation System (MELA) and Knowledge Management, as well as improvements in research, policy, and institutional arrangements.

### 7.3 Overarching Principles and Approaches

The National Strategy for Fit-for-Purpose (FFP) Land Registration and Certification will be guided by the following key principles:

- Flexibility
- Inclusiveness
- Participation
- Affordability
- Reliability
- Attainability
- Upgradeability

Additionally, the implementation of this strategy will be guided by the following core principles of effective land administration:

- Guarantee ownership and secure tenure
- Support the land and property tax system
- Serve as security for credit systems
- Develop and monitor land markets
- Protect state lands
- Reduce land disputes
- Facilitate land reform

### 7.4 Timeframe

The Strategy and Action Plan will be implemented over a ten-year period from 2024 to 2033. The plan will be implemented in phases as follows:

- Phase I: Short-term actions to be implemented over one to two years
- Phase II: Medium-term actions to be implemented over three to five years
- Phase III: Long-term actions to be implemented over six to ten years

Adjustments may be made to this phasing periodically based on available resources and evidence.

## 7.5 Priority Areas and Strategic Objectives

The implementation of the plan will focus on six priority areas and eight strategic objectives:

1. Accelerate the production of SLLCs
2. Increase the efficiency of SLLC projects/programs
3. Increase the effectiveness of SLLC projects/programs
4. Enhance the impacts of SLLC projects/programs
5. Improve the sustainability of SLLC projects/programs
6. Enhance the support system and enabling environment for SLLC projects/programs

In order to achieve the targets of each priority area, the following strategic objectives will be implemented:

### **STRATEGIC OBJECTIVE 1: Increase SLLC Production by Modifying and Strengthening the Current Production System of SLLCs through Government's Capital Funding**

- Provide trainings, technical assistance, and material support to empower Woredas (administrative divisions)
- Ensure harmonization and standardization of the production process for SLLCs issued through government funding
- Establish Memorandums of Understanding (MoUs) or contract agreements with Woredas and provide financial support based on the Payment for Results (P4R) or output financing system
- Restructure the implementation system of government-funded SLLCs to accelerate completion and minimize data obsolescence
- Design and implement incentives and motivations for Woredas
- Build capacity and support the Zonal administrative level to supervise and verify the quality of SLLCs produced by Woreda offices of Land Administration (WoLAUs)

### **STRATEGIC OBJECTIVE 2: Accelerate the Production of SLLCs by Outsourcing Some Process Activities to Qualified Private Companies**

- Establish a system for outsourcing quantifiable activities of the SLLC process to qualified private companies
- Pilot and test the system in selected areas (Woredas)
- Roll out the system with robust monitoring, supervision, and quality control mechanisms

### **STRATEGIC OBJECTIVE 3: Speed up the Production of SLLCs in Conflict-Affected or Security-Impacted Areas**

- Utilize government institutions
- Harness the capabilities of private companies
- Employ a combined approach to address challenges in conflict-affected or security-impacted areas

#### **STRATEGIC OBJECTIVE 4: Increase the Efficiency of SLLC Projects/Programs**

- Leverage appropriate technologies
  - Implement digital ground demarcation technology and tools
  - Identify and utilize suitable technologies for areas with dense forest and mountainous topography
- Improve procurement systems for SLLC projects/programs
- Standardize and harmonize the SLLC process, especially for those produced through government funding
- Implement output-financing (P4R) approaches for all SLLC projects/programs, supported by effective verification systems

#### **STRATEGIC OBJECTIVE 5: Improve the Effectiveness of SLLC Projects/Programs**

- Enhance complementary/support interventions
  - Promote the formal land rental/lease system, including sharecropping
  - Expand the SLLC-linked loan program
  - Increase land consolidation and contract farming
  - Implement Land Potential Knowledge System (LandPKS)
  - Enhance marketing systems and market infrastructure, focusing on the Sustainable Land Management Program (SLMP) and Climate-Smart Agriculture
- Minimize informal land transactions
  - Regularly assess the extent and trends of informal land transactions
  - Conduct public awareness campaigns highlighting the benefits of formal transactions and the risks of informal land transactions
  - Enhance the capacity of Woreda offices of Land Administration to deliver efficient services and reduce time and costs associated with land transactions.

#### **STRATEGIC OBJECTIVE 6: Enhance the Impacts of SLLC Projects/Programs**

- Improve the collection system of rural land-use tax or rural income tax using the SLLC/NRLAIS data
- Enhance the protection and conservation of forest areas, protected areas, and communal lands using the SLLC/NRLAIS
- Improve the allocation of land to rural landless youth from communal land or protected/rehabilitated areas using the SLLC/NRLAIS data
- Utilize the NRLAIS for effective monitoring of the proper implementation of the Land-use Plans among farmers and youth groups
- Analyze land transaction data in the NRLAIS, such as inheritance, gifts, marriage, and divorce, to understand gender dynamics and other social indicators
- Minimize unintended impacts, such as decreased tenure security among married men and potential negative attitudes resulting from increased land-use tax for farmers.

**STRATEGIC OBJECTIVE 7: Enhance the Sustainability of SLLC Projects/Programs:**

- Technical Sustainability
  - Make appropriate technological choices for each activity of SLLC/NRLAIS
  - Assess the effectiveness of trainings and capacity building activities and make necessary changes or amendments
  - Evaluate the level of retention of skilled/qualified manpower in Regional, Zonal, and Woreda offices of land administration
  - Design and implement systems of incentives/motivations to minimize staff turnover in government institutions.
- Operational Sustainability
  - Ensure sustainable operations of the NRLAIS and supplementary interventions
- Institutional Sustainability
  - Advocate for changes to the urban-rural dichotomy in land administration legislation and institutional arrangements
  - Support the institutional upgrading (autonomy) of Regional offices of Land Administrations in certain regions
  - Minimize frequent restructuring and reshuffling of staff in Regional Bureaus and experts in Woreda offices
  - Address the absence of Kebele land administration experts in some regions.
- Financial Sustainability
  - Consider delaying the implementation of fees for formal land transactions until the benefits of SLLC are ensured and the proportion of formal transactions improves
  - Pilot and implement a system of payment for ecosystem services in selected high productivity areas
  - Explore strategies to promote and expand the system of payment for eco-system services.

**STRATEGIC OBJECTIVE 8: Enhance the Support Systems and Enabling Environment**

- Monitoring and Evaluations of Land Administrations at National Level
  - Implement the MELA System
  - Establish incentive and verification systems for MELA
  - Automate MELA reporting
  - Conduct regular evaluations
  - Develop legislations on reporting requirements between RLAUD and Regional offices of LA
- The Knowledge Management System
  - Regularly identify and formulate lessons learned and best practices
  - Properly record and document lessons learned and best practices
  - Ensure appropriate dissemination and distribution of lessons and best practices
- Enhanced Research and Policy Dialogues
  - Conduct research, assessments, and evaluations on SLLCs

- Organize regular forums and dialogues on land policy and institutional arrangements
- Foster coordination and synergy among key stakeholders through regular forums and dialogues to ensure proper implementation of complementary interventions and activities related to policy and enabling environment
- Improve existing legislations and institutional setup to address challenges related to the certification of land parcels in urban-peripheral areas
- Popularize new/improved policies, legislations, and institutional arrangements.

## 7.6 Budgetary Considerations and Contingency Actions:

- The successful implementation of the strategic plan and the achievement of specified targets will depend on securing adequate funding. To achieve this, multiple funding agencies must be involved in supporting the projects and programs outlined in the plan. The government of Ethiopia/MoA and Regional Bureaus of LA will demonstrate their commitment by allocating resources to core staff positions and key projects.
- In addition to government funding, funds will be pursued through program grants and project grants. Grant applications and project proposals will be prepared and submitted to potential funding agencies, including Development Partners who have previously supported LA activities and related interventions in Ethiopia. With recent achievements in rural land administrations and associated outcomes and results, it is anticipated that the capacity to attract necessary funds will significantly increase. However, if sufficient resources cannot be secured, the MoA/RLAUD and Regional Bureaus will need to prioritize a limited number of core strategic actions, focusing on them as the main targets for land registrations and certifications in rural areas.
- Furthermore, as contingency actions, RLAUD will enhance the implementation of activities and schemes to improve the financial sustainability of SLLC/NRLAIS. This may involve introducing contributions for certifications from landholders, implementing service charges for selected land transactions, and exploring opportunities to sell the NRLAIS data to different institutions, among other measures.

## 7.7 Action Plans to Certify Remaining Land Parcels in Rural Ethiopia:

Strategy	Activity	Time-line	Indicators	Target	Lead Agency or Institution Responsible
Modify and Strengthen the Current Production System of SLLCs Using Government's Capital Funding	Discussion meetings or workshops with Regional Bureaus of LA	Phase 1	# of discussion meetings	Meetings with 9 regions	The RLAUD of the CEO of LAU at MoA
	Regions sign MoUs or Contract agreement and provided with financial supports based on the Payment for Results (P4R), if funds from DPs are available at RLAUD	Phase 1	# of MoUs signed	9 MoUs signed with Regions	The RLAUD of the CEO of LAU at MoA
	Regions allocate sufficient SLLC-budgets to selected few Woredas to complete certifications in a maximum of two years	Phase 1	# of Woredas	20 Woredas in 5 regions	Regional Bureaus of LA



Strategy	Activity	Time-line	Indicators	Target	Lead Agency or Institution Responsible
[cont.] Modify and Strengthen the Current Production System of SLLCs Using Government's Capital Funding	Selected Woredas are capacitated through Trainings, TAs and Materials support from RLAUD and Regions	Phase 1	# of Woredas	20 Woredas in 5 regions	RLAUD and Regional Bureaus of LA
	Quality and up to the standard SLLCs produced within two years, through Government's Capital Funding	Phase 2	# of SLLCs	1 Million in phase 2 & 5 Mln in phase 3	RLAUD and Regional Bureaus of LA
	The NRLAIS installed and operationalized in Woredas that completed SLLCs above 90% of parcels in the Woreda	Phase 2	# of Woredas	60 Woredas	RLAUD and Regional Bureaus of LA
	Design and implement specific system of incentives and motivations for these Woredas	Phase 2	# of Woredas	60 Woredas	RLAUD and Regional Bureaus of LA
	Capacitate and support the Zonal administrative level to provide supportive supervisions and verifications of the quality of SLLCs produced by Woreda offices of LA	Phase 2	# of Zones	12 Zones	RLAUD and Regional Bureaus of LA
Accelerate the Productions of SLLCs by Outsourcing some of the process activities to qualified private companies	Establish a system of outsourcing some of the quantifiable activities of SLLC Process to qualified private companies	Phase 1	A system document produced, discussed & agreed	One	RLAUD
	Pilot and test the system in few areas (Woredas)	Phase 2	# of Woredas	Five Woredas	RLAUD
	Rollout the system along with strong system of monitoring, supervisions and quality control	Phase 2	# of Woredas	20 Woredas in phase 2 and 60 Woredas in phase 3	RLAUD and Regional Bureaus
Speedup the Productions of SLLCs in the Conflict-affected areas or areas with security issues	Using the Government Institutions	Phase 1	# of Woredas	Five Woredas	RLAUD
	Using Private Companies	Phase 2	# of Woredas	Five Woredas	RLAUD and Regional Bureaus
	Combination of the two above	Phase 3	# of Woredas	40 Woredas	RLAUD and Regional Bureaus
Increase the efficiency of SLLC Projects/ Programs	Implement a digital ground demarcation technology and tools	Phase 2	# of Woredas	60 Woredas	RLAUD, Regional Bureaus, WoLAUs & Private companies
	Identify and make use of suitable technologies for areas characterized by dense forest and mountainous topography	Phase 2	# of new techs identified and tested	3 technologies	RLAUD and Projects supported by DPs

Strategy	Activity	Time-line	Indicators	Target	Lead Agency or Institution Responsible
[cont.] Increase the efficiency of SLLC Projects/Programs	Improved systems of Procurement for SLLC Projects/Programs	Phase 2	# of improved legislations & regulations	One at Federal & at each Regional states	RLAUD, Regions and Projects supported by DPs
	Proper implementations of the Output-Financing (P4R) Approaches for all SLLC Projects/programs, supported by effective system of verifications	Phase 2 and 3	# of Projects and Programs with P4R system of financing	Five	RLAUD and Projects supported by DPs
Improve the effectiveness of SLLC Projects/Programs	I. Enhanced Complementary/Support interventions				
	a) Promote the Formal Land Rental/Lease System (including the share cropping system)	All phases	# of Formal Land Rental/Lease agreements registered in NRLAIS	600,000	RLAUD, Regions and Projects supported by DPs
	b) Expansion of the SLLC-Linked Loan	All phases	# of the SLLC-Linked Loans registered in NRLAIS	800,000	RLAUD, Regions and Projects supported by DPs
	c) Increased Land Consolidation and Contract Farming	All phases	# of land consolidation # of farmers engaged in contract farming	50,000 20,000	RLAUD, Regions and Projects supported by DPs
	d) Proper application/implementations of LandPKS (Land Potential Knowledge System)	All phases	# of Woredas	150	RLAUD, Regions and Projects supported by DPs
	e) Enhancement of marketing systems and market-infrastructures (for both the inputs and farm-outputs), focusing on the SLMP and Climate-Smart Agriculture	All phases	# of Woredas	150	RLAUD, Regions and Projects supported by DPs
	II. Through minimizing the level of informal land transactions				
	a) Undertake assessments on the extent and trends of the informal land transactions at a regular intervals	All phases	Transaction assessments at a national level	One assessment at each phase	RLAUD, Regions and Projects supported by DPs
	b) Design and implement PIA activities to raise the awareness about benefits of formal transactions and the dangers of informal land transactions	All phases	PIA activities implemented at grass root level	PIAs implemented every year	RLAUD, Regions and Projects supported by DPs

Strategy	Activity	Time-line	Indicators	Target	Lead Agency or Institution Responsible
[cont.] Improve the effectiveness of SLLC Projects/Programs	c) Capacitate the Woreda offices of Land Administrations to enable them deliver efficient services that will reduce the time and monetary costs of undertaking land-transactions	All phases	# of Capacitated Woreda offices of LA	600	RLAUD, Regions and Projects supported by DPs
Enhance the impacts of SLLC Projects/Programs	Improved collection system of rural land-use tax or rural income-tax using the SLLC/NRLAIS data	All phases	# of Woredas using SLLC/NRLAIS data to collect rural land-use tax	320	Revenue authority, Bureaus of finance & economic development, Regions and Woredas
	Improved protection and conservation of forest areas/protected areas/communal lands using the SLLC/NRLAIS	All phases	# of Woredas using SLLC/NRLAIS data to monitor land-use plans of communal lands, forest areas and protected areas	420	RLAUD, Regional land bureaus, Environmental protection authorities and DPs
	Improved allocation of land to rural landless youth from communal land or protected/rehabilitated areas, etc. using the SLLC/NRLAIS data	All phases	# of landless youth that accessed land (with land-use plans registered in NRLAIS)	120,000	RLAUD, Regional land bureaus, youth employment agencies at region and Woredas
	Use the NRLAIS for effective monitoring of the proper implementation of the Land-use Plans (both among farmers and the youth groups)	All phases	# of approved land-use plans integrated to NRLAIS	1,200	RLAUD, Regional land bureaus, Environmental protection authorities and DPs
	Analyze the data of land transactions in NRLAIS like the inheritance, gift, marriage and divorce, etc. that could shed light to the gender dynamics and other social indicators	All phases	# of analyzed reports from NRLAIS data	At least once in a year	RLAUD, Ministry of Women & Children, Social affairs and Regional Bureaus,
	Minimize the unintended impacts (decreased level of tenure security among married male, the possible negative attitude correlated with increased land-use tax for the farmers, etc.)	All phases	# of assessments on this issue # of legislative amendments on this issue	One assessment at each phase  One @Federal @four regions	RLAUD, Council of Ministers and the Parliament
	Enhance the sustainability of SLLC Projects/Programs	I. Technical Sustainability			
Make the proper technological choices for each activity of SLLC/NRLAIS		Phase 1&2	# of new technologies identified, piloted and implemented	3 new techniques	RLAUD and DPs

Strategy	Activity	Time-line	Indicators	Target	Lead Agency or Institution Responsible	
[cont.] Enhance the sustainability of SLLC Projects/ Programs	Assess the effectiveness of the trainings and capacity building activities so far and make the necessary changes or amendments	Phase 1&2	# of assessments	2 assessments	RLAUD and DPs	
	Assess the level of retention of skilled/qualified man power among Regional, Zonal and Woreda offices of land administration	Phase 1&2	# of assessments	2 assessments	RLAUD and DPs	
	Design and implement the proper systems of incentives/motivations to minimize the level of staff turnover in the LA Institutions	Phase 3	# of incentives and motivation systems designed and implemented	One	RLAUD and DPs	
	II. Operational Sustainability					
	Ensure the installations and continuous operations of NRLAIS in all SLLC completed Woredas	All phases	# of NRLAIS operational Woredas	600	RLAUD, Regions and DPs	
	Ensure implementations of complementary or support activities in all SLLC Woredas	All phases	# of Woredas with complementary support activities	600	RLAUD, Regions and DPs	
	III. Institutional Sustainability					
	Lobby for the change of the urban-rural dichotomy in the legislations and institutional arrangements of land administrations in the country	All phases	# of discussion forums on land-policy & Institutional setups	A discussion forum in a year	RLAUD and DPs	
	Support the institutional upgrading (autonomy) of Regional offices of Land Administrations in some regions	All phases				
	Minimize the frequent restructuring and reshuffling of staffs of the Regional Bureaus and experts of Woreda offices	All phases	# of awareness raising workshops for decision makers	A discussion workshop at all regions, at least once in a year	RLAUD, Regions and DPs	
	Mitigate the absence of Kebele land administration experts in some regions	Phase 1	Bring the issue & its impacts to the attentions of decision makers	At least once in a year	RLAUD and DPs	
		Phase 2 & 3	Follow-up and support policy change	At least twice in a year	RLAUD and Regional Bureaus	
	IV. Financial Sustainability					
	Pilot and implement a system of cost sharing with holders for SLLCs in selected high productivity areas, for further expansion to other areas	Phase 2 & 3	# of Woredas where the system is implemented	Two Woredas in each Region	RLAUD and Regional Bureaus	

Strategy	Activity	Time-line	Indicators	Target	Lead Agency or Institution Responsible
[cont.] Enhance the sustainability of SLLC Projects/ Programs	Pilot and implement a system of service charges for selected land transactions	Phase 2 & 3	# of Woredas where the system is implemented	Two Woredas in each Region	RLAUD and Regional Bureaus
	Promote and expand the system of payment for eco-system services	Phase 2 & 3	# of new policy enacted to trickledown benefits to farmers	A policy or legislation at least at Federal level	RLAUD, DPs and Regional Bureaus
Enhance the Support Systems and Enabling Environment	Establish a Monitoring and Evaluations of Land Administrations at National Level (MELA)	Phase 1 & 2	# of M&E system	A National level M&E system	RLAUD, DPs and Regional Bureaus
	Establish a System of Knowledge Management at a National Level	Phase 1 & 2	# of KM system	A National level KM system	RLAUD, DPs and Regional Bureaus
	Enhanced Research and Policy Dialogues	All phases	# of researches and assessments # of events organized for policy dialogues	3 researches /assessments and a policy forum each year	RLAUD, DPs and Regional Bureaus

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