**MID TERM REVIEW**


*RESPONSIBLE AND INNOVATIVE*
*LAND ADMINISTRATION (REILA) PROJECT*
*PHASE II*



MANKETTI

**FINAL REPORT**
**6 December 2020**

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**ANNEXES:**

| ABBREVIATIONS | |
|---|---|
| ADLI | Agricultural Development Led Industrialization |
| AgroBIG | Agro-Business Induced Growth (Programme) in Amhara Region |
| ATA | Agricultural Transformation Agency |
| BDU | Bahir Dar University |
| BG | Benishangul-Gumuz |
| BGRS | Benishangul – Gumuz Regional State |
| BoEFLA | Bureau of Environment, Forestry and Land Administration of BG Regional State |
| BoRLAU | Bureau of Rural Land Administration and Use of Amhara regional State |
| CAADP | Comprehensive Africa Agricultural Development Program |
| CALM | Climate Action through Landscape Management (WB Programme) |
| CORS | Continuously Operating Reference Station |
| DFID | Department for International Development, UK |
| EGII | Ethiopian Geo-spatial Information Institute |
| ESIF | Ethiopia Strategic Investment Framework |
| GDP | Gross Domestic Product |
| GEF | Global Environmental Facility |
| GESI | Gender Equality and Social Inclusion |
| GoE | Government of Ethiopia |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit |
| GTP II | Growth and Transformation Plan II (2015) |
| HRBA | Human Right Based Approach |
| IIED | International Institute for Environment and Development |
| ISLA | Information System for Land Administration |
| LA | Land Administration |
| LAND | Land Administration to Nurture Development, USAID |
| LAUD | Land Administration and Use Directorate |
| LIFT | Land Investment for Transformation (Project funded by DFID) |
| M&E | Monitoring and Evaluation |
| MELA | Monitoring and Evaluation for Land Administration |
| MFA | Ministry for Foreign Affairs of Finland |
| MIS | Management Information System |
| MFI | Micro Finance Institution |
| MoA | Ministry of Agriculture |
| MoFEC | Ministry of Finance and Economic Cooperation |
| NRLAIS | National Rural Land Administration and Information System |
| PIA | Public Information and Awareness |
| PIM | Project Implementation Manual |
| PMT | Project Management Team |
| REILA | Responsible and Innovative Land Administration |
| RLAS | Rural land Administration System |
| RLAUD | Rural Land Administration and Use Directorate |
| RLLP | Resilient Landscapes and Livelihoods Project |
| SLLC | Second Level Land Certification |
| SLM | Sustainable Land Management |
| SLMP | Sustainable Land Management Project |
| SVB | Supervisory Board |
| TA | Technical Assistance |
| TVET | Technical, Vocational and Educational Training College |
| WB | World Bank |
| WLAO | Woreda Land Administration Office |

**REILA II FINAL MTR REPORT 2020**

## 1. EXECUTIVE SUMMARY

Responsible and Innovative Land Administration Phase I (REILA I) commenced in July 2011 as a five-year programme (2011-2016). The Finnish contribution to the project budget was EUR 12.8 million consisting of technical assistance (TA) (EUR 5.9 million) and financial support (EUR 6.9 million). The direct contribution from the Government of Ethiopia (GoE) was about EUR 1.1 million, largely in kind.

The second phase of REILA started in September 2017 and runs until August 2021. The overall budget of REILA II is 8.8 million Euros, of which Finland contributes 7.1 million Euros. According to the Result Framework in the Inception Report of REILA II, the expected impact is: "People in rural Ethiopia have land tenure security and are empowered to participatory land management to reduce land degradation." The Results Framework has two outcomes and several result areas. (See annex 5.) The outcome target of REILA II is "*To have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users*". From the GoE side, the project is managed by the Directorate of Rural Land Administration and Use (RLAUD) at the Ministry of Agriculture (MoA).

The two outcomes of the project are:
- Outcome 1: Equitable and transparent land administration system is established in Amhara, BG and other regional states (Main result areas: SLLC, NRLAIS, MELA)
- Outcome 2: Rural land administration and land use capacity is increased in Amhara, BG and other regional states (Main result areas: TVET, Scholarships).

The purpose of the Mid-Term Review (MTR) of REILA II is:
- To provide an independent (re)view of the implementation of REILA II.
- Its aim is to analyse needs for possible revisions and to provide recommendations to improve the project implementation.
- The MTR should assess the progress of the REILA II project and its opportunities to reach the set results and outcomes both at the federal and regional level.
- The MTR should also assess the need to continue the REILA project after its foreseen end in August 2021

The MTR was started in February, halted after the Inception Phase in April 2020 and carried out in October-November 2020[1].

REILA has made essential contributions to the first phases of the implementation of the roadmap towards a sustainable Rural Land Administration System (RLAS). These contributions have been accomplished in close cooperation with the GoE through RLAUD and the Land Administration offices of the two regions.

With the sustained support of international development partners, the GoE is making remarkable progress. But establishing an administration on land takes time and ongoing support of partners will be needed.

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[1] Exceptional global COVID-19 outbreak has affected to the MTR schedule.

# REILA II FINAL MTR REPORT 2020

The MTR recommends to extend REILA II by another year. This extension should be used to sustain and further develop crucial contributions to the land sector infrastructure (NRLAIS, MELA and capacity building) and to execute a number of essential assessments related to required sustainability of the rural land administration system.

Also, the third phase of REILA is recommended. The outcomes of the above mentioned assessments would also support the scoping of REILA III REILA is already uniquely positioned to support the GoE through development of best practices in the areas of land use holder engagement, rural land administration information services and improvement of the livelihood of the rural population.

With REILA I and II, Finland has been able to significantly contribute to the development of the rural land administration system as a basis for land tenure security and improvement of the livelihood of the rural population. Based on the needs it could further extend its contribution in the next years by supporting the development of best practices to increase land use holder engagement, development of the rural land administration information services and implemention of best practices to improve the livelihood of the rural population through value added services such as access to finance and developing the rental market.

Recommendations of the MTR are presented in the following table which also shows the logical connection to the findings and conclusions that are behind the recommendations.

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
| | **Relevance** | | |
| 1 | The REILA II project is aligned with Ethiopia's Perspective Plan 2020 – 2030, the Ethiopian Sustainable Land Management Investment Framework (ESIF-3), and SDGs 1.4, 2.1, 5, 13.1, 13.3. It is also aligned with the Finland's Development Policy 2020, with the country strategy between Ethiopia and Finland, 2021-2024 and the draft Country Programme for Ethiopia 2021-24.<br><br>It can be concluded that the project is very relevant. It delivers important building blocks towards the implementation of above policies and strategies. | The REILA II project should continue implementing activities and deliver results against its set objectives. | TA -team |
| 2 | The Second Level Land Certification (SLLC) under REILA II is perceived as very relevant by the direct beneficiaries in rural areas (landowners/ landless; women/men; old/youth; vulnerable groups). Surveyed beneficiaries state that the SLLC has helped them "to build confidence", gives them more security, reduces disputes, motivates farmers to take care of their land and makes women feel more safe. | Same as above | TA -team |
| | **Impact and effectiveness** | | |
| 3 | The REILA II programme has significantly contributed to achieving its targets related "to have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users." | The REILA II project should continue implementing activities and deliver results against its set objectives. | TA -team |

# REILA II FINAL MTR REPORT 2020

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
| | Around 124 thousand households have secured their land rights through SLLC. The REILA II programme has achieved 69% of the revised target for distributed SLLC during 71% of the project time. Up to June 2020, more than 486 thousand certificates were distributed. By June 2020, the NRLAIS system was operational in 35 Woredas. The system supports continuous updating of land records which contributes to land tenure security, transparency and dealing with cross cutting issues. | | |
| 4 | The potential time lag between SLLC performed in the selected Kebeles of the REILA II Woredas and the Woreda achieving full NRLAIS operational status could have a serious impact on the registration. maintenance and transparency of the Woreda rural land administration system. | To protect the SLLC investments made by REILA II, the programme should ensure that that SLLC in the REILA II woredas is as soon as possible completed with priority by CALM. | LAUD, SVB |
| 5 | In Amhara, SLLC as collateral has improved access to finance. Implementation in BG has not started yet. This is due to delayed implementation of regulation. | Access to finance is a clear benefit of SLLC. It is recommended that REILA II would start promoting access to finance with SLLC as collateral. Cooperation with AgroBIG II and its Women and Youth Loan Funds should be considered. | TA -team, SVB |
| 6 | While offline use of NRLAIS is possible, internet connectivity a critical component to allow support, maintenance, data exchange and back-up. Currently, internet connections are not available in most WLAOs. | To ensure relevant support to the user community and to secure effectiveness of NRLAIS operational status, actions should be taken to ensure that WLAOs have proper internet connection. | LAUD |
| 7 | The MELA system is a fundamental component for quality assurance and quality control. The system is still in a consultative stage and so no benefits can yet be derived from it. The original MELA programme milestone for June 2020 has not been met. Currently REILA II is working together with LIFT to customise the LIFT MIS system to support the CALM programme. | Implementing a full-scope MELA system, covering all identified indictors is not recommended for completion in the REILA II programme. The MTR recommends to focus on a subset of indicators, covering step I till VI of the RLAS Implementation roadmap. These steps are: SLLC, NRLAIS operational and WLAO operational, land user engagement, Front office at Kebele level, improving the benefits of formal transacting. The indicators should include result-oriented indictors and indicators for quality assurance and control (including GESI and cross cutting issue related indicators). | LAUD, TA -team, SVB |
| 8 | Considering the quality aspects of the SLLC processes along with the relevant process actors, the MTR established deficiencies. These deficiencies could have had an impact on gender equality and social inclusion | Improve supervision, monitoring and evaluation of the quality of SLLC, PIA activities and intermediate results: <br> • M&E process and data quality should be audited in the field. | TA -team, LAUD, SVB |

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
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| | aspects, overall completeness and accuracy of the SLLC and data maintenance of the NRLAIS system.<br><br>Re-allocation of REILA II resources and revised targets to support the CALM objectives has led to reduced focus on the original objectives of REILA II, especially with regard to SLLC. | • Monitoring and evaluation of the quality of the SLLC and PIA activities and intermediate SLLC results should be strengthened through field cross checking.<br>• TA support Amhara should be re-established to support Quality assurance and Quality control.<br>• Based on Audit results M&E capacity on project level may need to be strengthened.<br>• Assure that proper priority is given to completing SLLC in the non-REILA II Kebeles by CALM.<br>• Bring SLLC activities under the CALM programme. | |
| 9 | **Cross cutting issues**:<br>The SLLC data from two regions report 24% female headed households, 19% male headed households and 53% married couples. These figures indicate that at a household level, women are more or less equally represented as that of men.<br><br>However, these figures do not give any certainty of the correct representation of women in case of polygamy (The M&E indicators do not give enough detail and are not reported continuously over time).<br><br>Next to thorough baseline assessments of the household composition at the start of the SLLC activities for a Kebele, GESI results are highly depended on the quality of the execution of the SLLC and PIA activities and can only be assured through close monitoring and evaluation of the quality of the SLLC and PIA activities and intermediate results.<br><br>The SLLC data from two regions indicate that at a household level, women are more or less equally represented as men. The data on subsequent transactions from Amhara[2] however shows a clear prevalence of male beneficiaries, which does not align with the SLLC observed household composition ratios. | Establish and included accurate baseline information of household composition.<br><br>PIA indicator for Reach (under target group for SLLC) should be be added.<br><br>Monitoring and evaluation of the quality of the SLLC and PIA activities and intermediate SLLC results should be strengthened as described in the recommendation number 8. | TA -team |
| | **Efficiency** | | |
| 10 | The actual costs per parcel are below target in Amhara and, despite challenges, on target in BG. | Continue monitoring the cost structure and search for possible further efficiencies. | TA -team |
| 11 | In July 2019, the SVB approved the allocation of REILA II TA and key Subject Matter Expert capacity to support | REILA II should focus on the deliverables that the programme is uniquely | SVB, LAUD |

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[2] Report: Gender disaggregated subsequent transactions by transaction type in Amhara January – June 2020

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
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| | LAUD in the implementation of land programmes, including CALM.<br><br>The targets for central NRLAIS TA support funded by REILA, have been raised from 25[3] to 174 Woredas by June 2021[4]. At the end of June 2020, 35 NRLAIS installations were reported operational.<br><br>As a result of the reallocation of REILA II resources and revised targets to support the CALM objectives there is reduced focus on the original objectives of REILA II, especially with regard to SLLC. | positioned to do. It should concentrate on i) NRLAIS functionality development, maintenance and support to the regional rollout team and ii) MELA development and deployment.<br><br>The SLLC activities should be handed over to the CALM programme no later than August 2021. | |
| 12 | NRLAIS operations are facing NRLAIS service disruptions and ongoing staff turnover (due to structural factors such as comparatively low renumeration, missing performance incentives, insufficient management attention).<br><br><br>The set-up of NRLAIS support and maintenance organisation and user community needs be able to support the growing number of Regions and Woredas with an NRLAIS which operates with a minimum of service disruptions. | An action plan should be developed based on an assessment of NRLAIS issues related to for getting the status NRLAIS operational and for keeping the status NRLAIS operational.<br><br>Relevant sector developments should be assessed to early identify latent needs for new functionality before it becomes manifest so that IT development can support business processes timely and effectively.<br><br>The CALM NRLAIS support and maintenance organisation should be scaled up. It should deliver the necessary capability and capacity (including an approach to tackle staff turnover) to support the growing number of Regions and WLAOs.<br><br>MELA indicators on service delivery by WLAOs and the support organisation should be implemented. | TA-team<br><br><br><br><br>LAUD with support from TA-team |
| | **Aid Effectiveness** | | |
| | Related to the aid effectiveness, the NRLAIS system is already being used by all main SLLC programmes and it can be concluded that the NRLAIS system will continue to be used by all the main SLLC programmes in the land sector including CALM. NRLAIS is also recognised as the source for rural land administration information system, which other information systems intend to build on (Commercial Agriculture Management | The REILA II project should continue implementing activities and deliver results against its set objectives. | TA -team |

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[3] Source: inception report REILA II

[4] Approved by SVB June 2020

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
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| | Information System, Urban land administration system). | | |
| | **Sustainability** | | |
| 13 | SLLC, NRLAIS, MELA, PIA and TVET are all essential components towards a sustainable Rural Land Administration System in Ethiopia.<br><br>These components will only be sustained when RLAS is fully functional and when it has reached operational, institutional and financial sustainability. This is currently not the case and given the challenge and the scope and size of REILA II, not achievable by REILA II.<br><br>The development of the rural land administration system has captured momentum (institutional capacity build-up by CALM, number of NRLAIS operational and the coming years' SLLC targets). Many development partners have joined the effort to further develop the Rural Land Administration System towards operational, institutional and financial sustainability.<br><br>The capacity of RLAUD and the regions is improving but still limited. The CALM program aims to develop an effective GOE capacity. However, TA support from development partners will be necessary to support the GOE in their efforts to reach the required operational, institutional and financial capabilities. | REILA should focus its efforts on outputs where it has provided or can provide comparative advantage.<br>• Focus on MELA development and deployment.<br>• Focus on NRLAIS functionality development, software maintenance and support to the regions.<br>• TVET<br><br>Align all land sector initiatives/donor programmes (related to improve land tenure security, good land governance, GESI, improve rural livelihood, ..) with the roadmap towards sustainability of RLAS.<br>(REILA II Extension could support LAUD with an assessment of the content of building blocks which need to be in place for the implementation of RLAS implementation phases III till VI (see figure section 4.5)). | TA -team, LAUD, SVB<br><br><br><br><br><br><br>LAUD |
| | **Programme Design, Management and Implementation** | | |
| 14 | The 2019 KPMG audit highlighted a number of improvement areas for the programme and the MTR also noted the complex programme governance set-up and challenge to transparent decision-making. Programme management and control is not yet comprehensively established. | Establish an action log with due dates and responsible persons to support comprehensive follow-up of the actions agreed at the SVB. | SVB |
| 15 | The NRLAIS maintenance contract provides opportunity to leverage both for central and WLAO level needs.<br><br>By the end of June 2020, the remaining unutilised maintenance budget was EUR 530 000. This is still a very substantial part of the available maintenance support. The current contract does not provide for a timeline extension, there is no opportunity to use the budget beyond mid-year 2021. | There is an urgent need for the NRLAIS IT team to:<br>- Review legal provisions in the contract and identify possible options to extend beyond mid 2021.<br>- Alternatively fill the pipeline to ensure full use of the budget.<br>  - Gather all known NRLAIS bugs and anticipated functionality extensions.<br>  - Identify all WLAO NRLAIS operational related pain points and any additional impediments | TA-team |

|  | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
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|  |  | to the sustainable functioning of the system in the Woredas.<br>- Prioritise fixes for known bugs and perform an urgent feasibility assessment to fast track the design, development and testing of new functionality.<br>- Increase central IT capacity where needed, to be able to fully leverage the maintenance budget.<br>An extension of maintenance contract needs to be negotiated. |  |
|  | **Project Risk Assessment** | | |
| 16 | The REILA II programme has an established risk assessment and reporting process, with a Risk Matrix encompassing a broad spectrum of risk factors. The MTR observed materialised risks and has made recommendations to address these.<br><br>The situation related to Risk factor 1.1a highlighting the further decline in the human rights situation and political and democratic freedoms has been evolving during the MTR. | Considering potential project impacts arising from the worsening security and political situation, the REILA II programme should consider several measures.:<br>- To establish a potential exit strategy or means to effectively pause the REILA II work in the short term<br>- To secure the SLLC data by creating a comprehensive, validated data back-up and off-line copies etc. | LAUD |
|  | **REILA II Extension** | | |
| 17 | SLLC, NRLAIS, MELA, PIA and TVET are all essential components towards a sustainable Rural Land Administration System in Ethiopia. Specifically, NRLAIS, MELA and TVET are relevant for all development activities in the land sector and should therefore be sustained and further strengthened by REILA II during the extension.<br><br>The project team has reported that as per current financial planning, the REILA II budget up to August 2021, will have a potential carry-over of EUR 1 million. The option of EUR 700 000 for TA services is an additional amount, over and above the EUR 1 million carry-over. | Before commencing follow-on actions, a new plan for the extension should be submitted.<br><br>The extension should not provide further support for SLLC operations. This should be left to LIFT UP, CALM and potentially other programs.<br><br>The extension should ensure continuity of NRLAIS (functionalities, software maintenance, technical support) till August 2022 and should give assurance to bridge funding gaps in funding till the next support programme starts.<br><br>The action plan for the extension should include:<br>- Design of the future maintenance and support organisation which | MFA, Finnish Embassy, SVB, MoA |

|  | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
|  |  | should achieve maintenance and support service levels with minimal disruptions at Woreda, regional and federal level. The design should be scalable and should not only support IT related matters but also the broader functioning of RLAS.<br>- Ramp up of MELA (see 18)<br>- Development of the curriculum for fast track courses (see 19)<br>- Execute assessment of the challenges and deliverables in REILA III related to land use right holder engagement.<br>- Execute assessment of the challenges and deliverables in REILA III related to improvement of livelihood rural households.<br>- Support NSDI-information services related study for development of legal framework on intellectual property, freedom of information, information sharing, pricing, licensing of rural land administration data. |  |
| 18 | MELA has still not been developed and implemented. | MELA should now be ramped up quickly. It should not be limited to the small set of CALM indicators for SLLC and NRLAIS but should effectively include M&E results and quality indictors required during the implementation of the rural land administration system during phase I SLLC, II NRLAIS operational, III WLAO operational, IV Awareness campaigns, V land holder engagement and VI front office at Kebele level. | SVB |
| 19 | The current throughput of the training institutions is limited and needs to increase quickly and significantly. The existing TVET program need to be distributed to other regions. There is a need for a significant increase of trainers and budget for equipment. There is also a need to introduce fast track courses. | Under the extension REILA II should already start to assess the curriculum for fast-track courses. | SVB |
| | **REILA III** | | |
| 20 | The draft Country Programme for Ethiopia 2021-24 defines under "Impact 2: People in rural Ethiopia are empowered to enjoy sustainable growth and decent livelihoods" with 3 outcomes: | The MTR recommends to continue to give support towards establishing sustained land tenure security with a focus on GESI, transparency, accessibility of the services and value | MFA, Finnish Embassy, MoA |

| FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|
| • People in rural Ethiopia have land tenure security and are empowered to participatory land management to mitigate land degradation<br>• Land administration system in Ethiopia is improved and the sector is transparent and harmonized<br>• Agriculture provides a decent and sustainable livelihood to people in (selected) rural areas in Amhara regional state<br><br>A future contribution should be assessed against the above outcomes and the challenges the rural land administration system faces to sustainably deliver against these outcomes. | creation of the rural land administration system during subsequent transactions.<br><br>REILA should, given the size of the project, not commit to large scale implementations but stick to development of best practices.<br><br>- Focus on sustained land use right holder engagement<br>- Focus on RLAS information services - NSDI<br>- Focus on further measures to improve livelihood rural households | |

## 2. INTRODUCTION

### 2.1. Purpose and Objectives

The purpose of the MTR is to provide an independent (re)view of the implementation of REILA II. Its aim is to analyse needs for possible revisions and to provide recommendations to improve the project implementation. The MTR should assess the progress of the REILA II project and its opportunities to reach the set results and outcomes both at the federal and regional level. The MTR findings and recommendations will be studied and discussed by the Supervisory Board and decisions will be taken accordingly. The MTR should also assess the need to continue the REILA project after its foreseen end in August 2021.

A mid-term review (MTR) of the REILA II project was originally planned to be carried out in February-March 2020. However, considering the COVID 19 constraints on travel both within and to Ethiopia, the MTR was finally performed during Q4 2020.

### 2.2. Approach and Methodology

The MTR methodology includes mainly qualitative methods, some quantitative methods, as well as triangulation to ensure most reliable analysis of the programme implementation. For example, efficiency data unit cost per parcel were compared to the results from LIFT programme. Various data collection methods were used, including a literature review, key informant interviews, data collection from various stakeholders and observations. Interviews were held at the federal, regional, Woreda and Kebele levels with actors within the rural land administration sector, REILA project staff members and consultants, beneficiaries, stakeholders in the land governance system and development partners. As a part of the data collection, semi-structured questionnaires were used to ensure comparability of the observations with the recorded data and vice versa. Besides these qualitative methods, we have conducted quantitative reviews by analysing the most relevant available numeric reports.

The MFA was consulted during the MTR process regarding possible changes or challenges during the MTR. During the mission, a participatory session was held in order to test the collected findings and collect feedback from the core actors of the programme. The MTR has reviewed the programme status for substantial deviations in the expected results, budget, implementation modality or any other item; and how these changes have been justified and administered.

The entire MTR has been impacted by the global COVID-19 outbreak. Specifically, the plan had to adapt to perform the MTR in Q4 2020, though it was originally planned for February-April 2020. The approach was adapted accordingly, which meant that field visits were limited to Woredas close to Assosa and Bahir Dar. Considering COVID-19 measures, such as travelling to Ethiopia would have required 14 days quarantine, the team leader worked off site. Therefore, a number of interviews have been performed through conference calls and Ethiopian team members conducted interviews physically in Amhara and Benishangul-Gumuz .

During the field visit and interview phase, the primary data was gathered through the semi-structured interviews (more suitable for the MTR than unstructured), and through visiting including some virtually - the relevant offices and sites. The visits were conducted in Addis Ababa, Benishangul

Gumuz, and Amhara Regions.  In the meetings with the MoA, the team reviewed how the project aligns with and supports MoA's organisational strategy and objectives. In the meeting with the implementing authorities, the team reviewed the training facilities, personnel's competence and support functions. The team also interviewed relevant donor organisations. The team had consultations with the beneficiary communities, women, men and other possible parties who are benefitting from REILA II services.

## 3. ETHIOPIAN CONTEXT AND REILA II PROGRAMME

### 3.1. Ethiopian Country Context

Ethiopia covers an estimated 1.1 million square kilometre area. It is the second most populous nation in Africa with 109 (2018) million people. The population growth rate is estimated at 2.6 %, adding about 3 million more people to the population each year and the nominal GDP per capita is 772 USD (World Bank 2018). Ethiopia´s economic growth has been amongst the fastest in the world, at the level of 8-11% for more than ten years period.  Despite of these impressive growth figures, Ethiopia is still one of the poorest countries in the world, with GDP per capita 783 USD. Ethiopia aims to reach lower-middle-income status by 2025 (CRGE, 2011). About 80% of the Ethiopia's population lives in rural areas, and are employed in agriculture, but services are taking over the position of being the principal source of GDP. This growth in economy has played a role in poverty reduction in both urban and rural areas; the share of the population living below the national poverty line decreased from 30% in 2011 to 24% in 2016.

During the recent years, Ethiopia has gone through significant changes, and this transformation is expected to continue on various fronts, at governance (political) and structural (sectoral) levels. Several economic and legislative reforms are already ongoing, most of which are bearing impressive positive social, ecological and economic impacts. Besides the strengthening of governmental institutions, liberalization of civil societies has improved, political freedom is opening up and Ethiopia's relation with neighbouring countries advancing significantly. Nonetheless, the country is still far from being fully stable, and there has been civil unrest in several regions in 2020[5] which have added even more complexity to the already volatile political and socio-economic environment.

### 3.2. Ethiopian Sector Context

Despite the gradual decline in its role in the GDP in recent years, agriculture is still the foundation of Ethiopia's economy, accounting for half of gross domestic product (GDP), 83.9% of exports, and 80% of total employment. Given its huge socio-economic significance, the Ethiopian government has made many reforms to modernize, and boost performance and productivity of the sector. A number of recent economic development policies, starting from ADLI in the 1990s up to the recent Growth and Transformation Plan II (GTP, 2015) have made agriculture sector their main focus.

One of the many reforms Ethiopia made to ensure improvement of agriculture sector is in the land policy. Land is the main production factor in agriculture, and how land is owned and used impacts the sector' performance. In Ethiopia, land is owned by the state[6] and farmers have only right to use

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[5]  Most recently in Tigray Region, November 2020
[6]  The Ethiopian Constitution asserts state ownership of land; there are no private property rights in land.

the land. Many scholars and donor communities have made the state ownership of land responsible for tenure insecurity and restrictive of rights on land, hence reducing incentives to productively invest in land, which in turn, pose significant constraints to agricultural growth and natural resource management. This has led to land policy reforms in Ethiopia in recent decades, aiming at improving tenure security. Here for instance, the issuance of the revised Federal Rural Land Administration Proclamation in 2005 (Proclamation No. 456/2005) is worth mentioning. This latter reform focuses on land registration and issuing of land certification to individual farmers as well as communal land holdings.

The land registration and certification were perceived positively by farmers because they felt it would stop the governments from pursuing land redistribution (which on several occasions has stripped farmers of rights or reduced landholdings). Empirical studies like IIED (2005); Deininger, et al. (2007; 2008) also re-affirmed multiple positive impacts of the first level land registration and certification program such as
• Increased tenure security;
• Increased investment on soil and water conservation, including terracing and bunding;
• Increased tree and perennial crops planting; Increased land rental market participation;
• Improved access of women to land; and
• Reduced land related disputes.

Moreover, the Ethiopian Government approved and endorsed the Ethiopian Strategic Investment Framework for Sustainable Land Management (ESIF/SLM) in 2008, where land administration and certification is one of the components. ESIF provides the framework for a comprehensive support to the development of land administration and land use planning in the country. This framework has been supported by many donor communities, bilateral and multi-lateral, and many programs have been launched to lay the ground for establishing and implementing good land administration system in Ethiopia. REILA is one of the long running such LA programmes under implementation in Ethiopia with the support of Finnish government.

### 3.3.    REILA II Programme

The second phase of REILA started in September 2017 and it is planned to be run until August 2021. The overall budget of REILA II is 8.8 million Euros, of which Finland contributes 7.1 million Euros. The outcome target of REILA II is "To have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users". On the Ethiopian side, the project is managed by the Directorate of Rural Land Administration and Use (RLAUD) at the Ministry of Agriculture (MoA).

According to the TOR for the MTR, REILA II responds to the Ethiopian government's development needs in agriculture and land sectors. It is also based on the priorities of the Finland's Development Policy and draft Country Programme for Ethiopia 2021-24. The program also responds to the SDG 1.4, regarding securing land tenure rights with legally recognized documentation and SDG 5.a, regarding women's equal right and access to ownership and control over land. REILA is contributing to combat climate change by addressing land degradation and promoting sustainable land management. When farmers have clear rights to their land, they take better care of it, and invest more into it.

According to the Result Framework in the Inception Report of REILA II, the expected impact is: "People in rural Ethiopia have land tenure security and are empowered to participatory land management to reduce land degradation." The Results Framework has two outcomes and several outputs.

MoA has mandated REILA II to have a lead responsibility in developing the National Rural Land Administration Information System (NRLAIS) and a sector wide M&E system (MELA). Thus, REILA II activities have concentrated in the land administration sector's system development and capacity development, in addition to performing the land registration activities in Amhara (8 Woredas) and Benishangul Gumuz (6 Woredas) regions. REILA I and REILA II have been involved in several system development processes.

By October 2020 when the MTR was ongoing, REILA II has been implemented for 37 months. There are still 11 months left of the implementation time until the planned programme ending date August 2021.

### 3.4. Stakeholders and Beneficiaries

**Land holders**: The direct and main beneficiaries are the current and potential holders of land use rights, be that individual, joint or communal land holders, or private sector investors in agriculture. The total number of beneficiaries of the programme are expected to be over 400.000 households (about 2.2 million people). The particular aim of the Finnish support is that for the beneficiaries, the rights of women, the poorest and vulnerable people as well as the future rights of the youth are addressed and safeguarded.

**Ethiopian and Finnish Stakeholders**: Embassy of Finland, MFA Finland, RLAUD / MoA, NIRAS TA - Team, REILA II Project Management Team, members of the SVB, Ethiopian Geo-spatial Information Agency (EGII, successor of the Ethiopian Mapping Agency), Court and Judges dealing with land disputes, Regional TA team members, Kebele Land Administration Committee (KLAC), BoRLAU (Bureau of Rural Land Administration and Use of Amhara regional state), BoEFLA (Bureau of Environment, Forestry and Land Administration of BG Regional State), the Woreda Land Administration offices, land holders, land users, farmers, herders, forest users, Regional environment, land and investment Bureau, Women, youth and children unit in land administration bureau, Bahir Dar University (Land Management and Administration Dept) and AgroBIG II.

**Donors and other stakeholders**. WB's and its Climate Action through Landscape Management (CALM) program & Resilient Landscape and Livelihood Program (RLLP);; GIZ German's Support to Responsible Agricultural Investments (S2RAI), LGAF (USAID), LIFT: Land Investment For Transformation, NRLAIS maintenance and development staff, the IT staff.

## 4. KEY FINDINGS AND CONCLUSIONS

### 4.1. Relevance

The MTR assessment of the program relevance is based on the Theory of Change of the MFA of Finland, observations by the MTR field team, relevant studies commissioned by LIFT (2019 SLLC outcome survey report, the Business case study for Rural Land Administration Information Services 2018) and the GESI activity field mission reports.

In late 2008, the World Bank (WB) / Global Environmental Facility (GEF) began the Sustainable Land Management Project (SLMP) to support ESIF and scale up good practices. At this time, Finland became interested and saw SLMP as a possible vehicle for supporting the sustainable use of natural resources and land in particular. Environment was a focus area in the Finnish Development Policy of that time. Subsequently, a report on the Strategy for the Support of Finland to Ethiopian Sustainable Land Management Investment Framework 2 (ESIF-2) was prepared in which Finland made a long-term commitment to support the development of Ethiopia's land administration (LA) sector and the strategy generally described the first five-year phase of this commitment. The strategy paper was followed by the project document for Responsible and Innovative Land Administration Project (REILA). REILA II is relevant in terms of ESIF key guiding principles and REILA II activities support the overall development objective of ESIF-3.

Ethiopia has several key policies, strategies and legislation which sets framework for the objectives of the land administration programme such as REILA II. In addition, during 2020, Finland has developed new theory of change models and it is in the process of developing a country strategy with Ethiopia.

The Ethiopia Perspective Plan 2020-2030 is the successor of GTP-II. It comprises of 6 strategic pillars. The MTR established that REILA II is sufficiently in line and it is relevantly aligned with the following pillars:
- Pillar 1 Ensure quality growth. One of the focus areas to ensure quality growth is a modern agriculture. The objectives for a modern agriculture can be linked to sustained land tenure security.
- Pillar 3 Undertake institutional transformation. REILA also supports pillar 3 institutional transformation (Build democratic and judicial institutions that ensure elite bargain, national consensus, common vision and government legitimacy). NRLAIS can be linked with the urban land registration and cadastre system, modern property valuation and digital revenue collection.
- Pillar 5 Ensure equitable participation of women and children. The pillar is supported by REILA II's land tenure security objective and the GESI PIA activities.
- Pillar 6 Build climate resilient green economy. REILA supports pillar 6 through NRLAIS as a basis for effective land use planning and land use development.

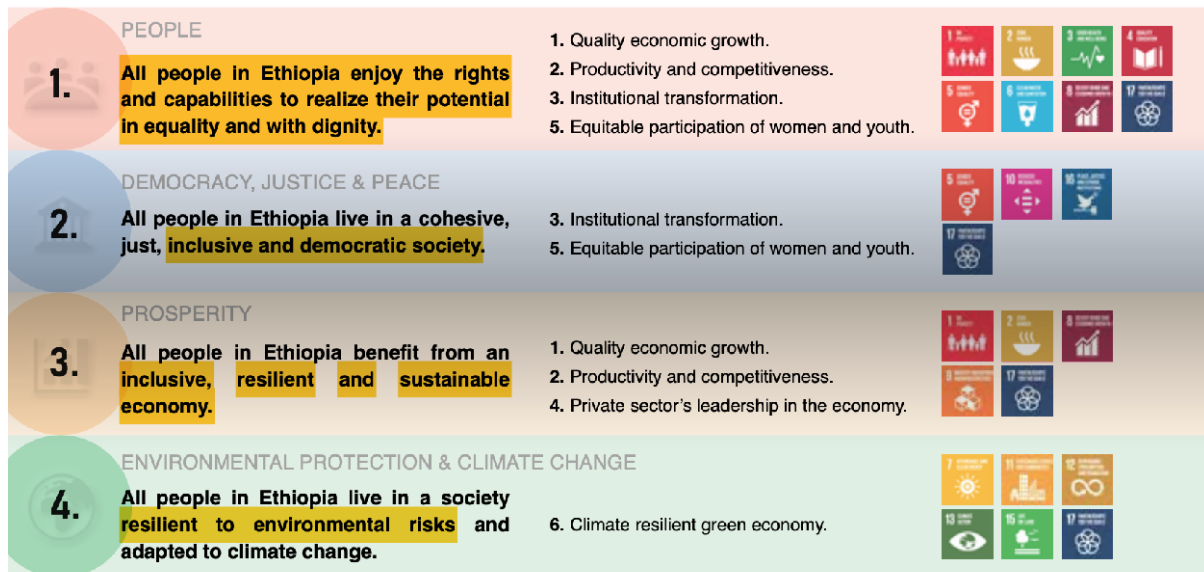Alignment with the Ten-Year Perspective Plan and SDGs:



*Figure 1 The Perspective plan 2020-2030 is aligned with the SDGs (Source: Ten Years Perspective Development Plan (2021 – 2030)) .*

REILA II activities support the overall development objective of ESIF-3 (ESIF-3 2019 – 2024). ESIF-3 overall development objective is to improve the livelihoods and economic well-being of the country's farmers, herders and forest resource users. One of the programme outcomes is to remove the key barrier of insecure land tenure/user rights by, among other things, SLLC and building the capacity of federal, regional and Woreda land institutions.

Sustainable Land Management under the ESIF should be based on the following key guiding principles:
- Ecological Sustainability
- Social and Cultural Sustainability
- Economic Sustainability
- Livelihood Sustainability
- Institutional Sustainability
- Secure land user rights

REILA II outputs and outcomes are also well aligned with several Sustainable Development Goals (SDGs) goals:
- Outcome 4: All people have improved possibilities to produce and access safe, nutritious, and adequate food relates to the SDG2.1 By end of 2030, end hunger and ensure access by all people, in particular poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year around. (and supports also SDG 13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries and 13.3 Improve education, awareness-raising and human an institutional capacity on climate change mitigation, adaptation, impact reductions and early warning).
- Output 2: Smallholder farmers (incl. persons with disabilities), with special attention paid to women, indigenous and local communities have secure access and control over land relates to the SDG 1.4 by 2030 ensure that all men and women, particularly the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership, and control over land and other forms of property, inheritance, natural resources, appropriate new

technology, and financial services including microfinance. By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment.

- REILA II also links to the following SDGS which are related to (access) to land:
  - SDG 5.A Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.
    - SDG 5.a.1 (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure.
    - SDG 5.a.2 Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control.
  - SDG 13. Combat climate change by addressing land degradation and promoting sustainable land management and land registration.

The Theories of Change and Aggregate Indicators for Finland's Development Policy 2020 is a guiding document of the Finnish ODA. It lists several land related objectives and REILA II is specifically relevant for the Output 4.4.2. Smallholder farmers (incl. persons with disabilities), with special attention paid to women, indigenous and local communities have secure access and control over land.

The country strategy between Ethiopia and Finland, 2021-2024 and the draft Country Programme for Ethiopia 2021-24 include key elements which show that REILA II is aligned with the strategy and programme.

**Rural Economic development incl. Land Administration**
IMPACT 2: People in rural Ethiopia are empowered to enjoy sustainable growth and decent livelihoods

| **2.1. Outcome:** People in rural Ethiopia have land tenure security and are empowered to participatory land management to mitigate land degradation | **2.2. Outcome:** Land administration system in Ethiopia is improved and the sector is transparent and harmonized | **2.3. Outcome:** Agriculture provides a decent and sustainable livelihood to people in (selected) rural areas in Amhara regional state |
|---|---|---|

Finland's support to the rural development sector in Ethiopia includes AgroBIG II for agribusiness and value chain development and REILA II for land registration and administration.

The Second Level Land Certification under REILA II is perceived as very relevant to the direct beneficiaries in rural areas (landowners/ landless; women/men; old/youth; vulnerable groups). Surveyed beneficiaries state that the SLLC has helped them "to build confidence", gives them more security, reduces disputes, motivates farmers to take care of their land and makes women feel more safe.

By introducing, HRBA reflecting public awareness campaigns, there is certification of land with strong attention on women rights. The certification is also leading to an increase in access to finance where the land can be used as collateral, which is a relevant economic development path for beneficiaries.

## 4.2.  Impact and Effectiveness

The MTR specifically looked at the achieved results in the defined result areas 1 and 2 and the quality assurance and control around result area 1 (SLLC and NRLAIS processes).

### 4.2.1.  <u>Programme contribution</u>

The REILA II programme has substantially contributed to achieving its targets related "to have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users."

### <u>Second Level Land Certification (SLLC)</u>
Around 124 thousand households have secured their land rights through SLLC by June 2020.

Up to June 2020, 486.843 certificates have been distributed to beneficiaries. (Amhara: 430.177 certificates, BG: 56.666 certificates). By June 2020, the project achieved 69% of the revised target during 71% of the project life time.

In 2020, the Supervisory Board adjusted the cumulative targets to be achieved for distributed second level certificates by June 2021, from 787.854 to 839.061 (Amhara from 597.692 to 698.147 and BG 140.914). With an original baseline of 195.434 at the beginning of REILA II, the adjusted REILA II target will be 643.627 by June 2021. REILA II still needs to distribute 156.784 certificates to meet the end June 2021 target.

The pool of work in progress shows 471.085 demarcated parcels. This is three times the target certificates still to be distributed. Based on the progress made and the remaining time, the project is on track and the end target appears achievable[7].

The REILA II target by end of the project life time is 693.627 certificates.

Attention needs to be paid to minimising the potential time lag between SLLC issued in the targeted Kebeles by REILA II, and the Woreda being fully covered by SLLC through the support of CALM. Delays could impact the Woreda's ability to move on to the next roadmap implementation phase

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[7] During the third quarter 2020, 94,169 certificates were distributed to 22,097 households.

which is NRLAIS operational status. Introduction delays impact ability to maintain the data and hinders transparency.

**National Rural Land Administration Information System (NRLAIS)**

NRLAIS supports continuous updating of land records from land use rights transactions and has the potential to significantly contribute to transparency of the land administration system.

NRLAIS has become the national land administration information system for SLLC data from all rural land sector programs in Ethiopia and is now, with support of these programmes, being rolled out to all LIFT, RLLP, REILA and GOE Woredas. Data from different programmes, after being cleaned, are migrated to the uniform maintenance environment, which is also compliant with the ISO Land Administration Data Model standard. This provides more assurance for proper registration of the subsequent transactions and the SLLC investments made by different donor programmes.

The targets for NRLAIS operational in Woredas, which are relevant for REILA TA support, have been raised from originally 25 to 174 woredas by June 2021.

By June 2020, the NRLAIS system was reported operational[8] in 35 Woredas[9].

Currently, internet connections are not available in most WLAOs. While offline use is possible, internet connectivity is a critical component to allow support, maintenance, data exchange and back-up.

**MELA**

MELA is designed as a Monitoring and Evaluation tool for the land sector of Ethiopia. It will eventually support the four functions of land administration and land management namely, (I) Land Tenure Security, (II) Land Valuation and taxation, (III) Land Use, and (IV) Land Development. The purpose is to provide information to ensure that the sector is developing towards expected project impact and cross cutting objectives.

The system is for the main part still in a consultative stage. The original MELA programme milestone for June 2020 has not been met.

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[8] "NRLAIS operational" is defined as:
- Data is cleaned and migrated. WLAO data meets minimum data quality standards (At least 90% of the SLLCs issued have been migrated into NRLAIS)
- Office is equipped
- NRLAIS system functions according to specifications
- Staff is trained and able to operate the system effectively
- Woreda network connection, capacity and power supply function according the specifications
- Data security measures are implemented and function

[9] The World Bank joint mission in October 2020 was not able to confirm the results due to COVID-19. The MTR was able to visit one LIFT Woreda in Amhara with NRLAIS operational.

The current version of the MELA system focuses on CALM indicators. M&E information is being collated manually, but automation of this system is the current challenge[10]. Efforts to improve the collection and management of data include greater attention to the quality and content of the progress reports to ensure results are presented in a consistent, concise, well organized manner. Currently REILA II is working with LIFT, to customise the LIFT MIS system to support CALM.

**Capacity building**

TVET graduates are important for the land administration and the land sector in general. The TVET has been sustained and fully funded by the GoE during REILA II. During this period 131 students have graduated. TVET contributes to the cross cutting objectives by developing/increasing skilled labour and bringing more women into the sector.

REILA II is working in partnership with the Institute of Land Administration (ILA) at Bahir Dar University. REILA sponsored 53 trainees during REILA I and REILA II continued the trainee sponsorship. In August 2019, 23 GoE staff members started their MSc. Study (22 males, 1 female). Graduation has been delayed due to COVID.

### 4.2.2. Use of the SLLC by beneficiaries (subsequent transactions)

Subsequent transactions are transactions which are registered at the rural land administration office after SLLC has been performed[11]. The reporting on subsequent transactions gives insights in how beneficiaries are using their land certificates.

| Woredas | Inheritance | | | Rent | | | Exchange | | | Gift | | | Divorce | | | Grand Total | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Male | Female | Total | Male | Female | Total | Male | Female | Total | Male | Female | Total | Male | Female | Total | Male | Female | Total |
| BahirDarZuriya | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| North Mecha | 61 | 24 | 85 | 48 | 15 | 63 | 24 | 14 | 38 | 128 | 61 | 189 | 0 | 0 | 0 | 261 | 114 | 375 |
| SouthAchefer | 85 | 45 | 130 | 51 | 10 | 61 | 27 | 15 | 42 | 103 | 50 | 153 | 0 | 0 | 0 | 266 | 120 | 386 |
| NorthAchefer | 64 | 80 | 144 | 94 | 29 | 123 | 22 | 8 | 30 | 290 | 136 | 426 | 0 | 0 | 0 | 470 | 253 | 723 |
| Fogera | 147 | 101 | 248 | 26 | 10 | 36 | 63 | 43 | 106 | 338 | 132 | 470 | 0 | 0 | 0 | 574 | 286 | 860 |
| LiboKemkem | 115 | 113 | 228 | 58 | 5 | 63 | 26 | 28 | 54 | 324 | 334 | 658 | 0 | 0 | 0 | 523 | 480 | 1,003 |
| Gonder Zuriya | 43 | 19 | 62 | 5 | 0 | 5 | 9 | 0 | 9 | 26 | 4 | 30 | 0 | 0 | 0 | 83 | 23 | 106 |
| EastDembiya | 172 | 43 | 215 | 16 | 17 | 33 | 7 | 8 | 15 | 263 | 124 | 387 | 0 | 0 | 0 | 458 | 192 | 650 |
| Total | 687 | 425 | 1,112 | 298 | 86 | 384 | 178 | 116 | 294 | 1472 | 841 | 2313 | 0 | 0 | 0 | 2,635 | 1,468 | 4,103 |
| In the transaction % | 61.8 | 38.2 | 100.0 | 77.6 | 22.4 | 100.0 | 60.5 | 39.5 | 100.0 | 63.6 | 36.4 | 100 | 0 | 0 | 0 | 64.2 | 35.8 | 100.0 |
| Between transactions % | | | 27.1 | | | 9.4 | | | 7.2 | | | 56.4 | | | | | | 100 |

*Table 1: Gender disaggregated subsequent transactions by transaction type in Amhara January – June 2020.*

*(Source: Annual report REILA II Jan-Jun 2020)*

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[10] Aide Memoire WB CALM October 2020.

[11] Subsequent transactions is not a result area in REILA II, but it is important in terms of sustainability and impact of the project.

During the reporting period in total 4,103 transactions were registered in Amhara (Table 1: Gender disaggregated subsequent transactions by transaction type in Amhara January – June 2020.). Some of the transactions concern only one parcel and some of them concern more than one parcel. The gift is the dominant transaction, which was 56.4% followed by inheritance that was 27.1%. In all the transaction types, the share of the female is lower than the male receivers. Although the data is incomplete[12], due to inconsistencies in the monitoring and reporting, the data does clearly show that for all subsequent transactions types, the male was the main recipient of land (of the total transactions 64.2% were male and 35.8% were female). REILA II did not receive information on subsequent transaction in 2020 from BG. The analysis provides insights into gender related cross cutting issues.

Other studies[13] have pointed out the importance of ongoing awareness raising and the influence of underlying socio-economic and cultural factors.

**SLLC improves access to finance.**
This was one of the outcomes of the LIFT 2019 SLLC Outcome survey February 2020. In the LIFT Woredas, access to finance has increased overall, especially for female-headed households and in locations where TA support was available**.** The percentage of households that have taken-out credit has increased by 20.5% since Baseline (from 34% to 41% of all landholders). The increase in access to credit is especially pronounced for female-headed households and households living in locations where the SLLC-linked loan is available. A total of 12.5% of households indicated that they were more likely to have taken out a loan since SLLC took place. Access to finance, has also increased by considering the increased average loan sum per Household (reported ETB 71.000) to the average groups loan sum.

The potential demand for credit is high. In a 2018 study commissioned by LIFT (Business case Rural land Administration Information Services), MFI's indicated that about 50% of the rural agricultural households would be interested and eligible for a loan. Due to supply side restrictions and competition from other financial service providers, MFIs will only be able to service 50% of the interested and eligible market.

New NRLAIS functionality supports the registration process of SLLC backed loans.

Regulation for using SLLC as a collateral implemented in Amhara and to be implemented in BG

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[12] There was no registered transaction in Bahir Dar Woreda. There were no divorce transactions registered. As commented by the National social scientist of REILA II, regarding divorce, the problem is related to monitoring and reporting. In his assessment, the expert found that there were about 5-10 divorce cases in Fogera Woreda and about 50 divorce cases in Mecha Woreda per year, formally reported to the land administration office. But the Woredas are not requested either by the zone or by the region to report divorce subsequent transactions. Divorce is not included in the list of reporting format for subsequent transactions prepared. As a result of this, the Woreda does not give much emphasis on the monitoring and reporting of this subsequent transaction.
[13] LIFT 2019 SLLC Outcome survey report February 2020

Amhara: Article 19 of the Amhara Rural Land Administration and Use Proclamation number 252/2017 stipulates the possibility using SLLC as a collateral to access to credit. In BG, due to delayed implementation of regional directives no transactions have been recorded with SLLC as a collateral.

ACSI MFI has been active in REILA II Woredas. Given the potential, the uptake of loans with SLLC as collateral is there but still at a low level with 0,4% (see Table 2 : Uptake loans with SLLC as collateral (Source: Numbers based on annual REILA II reports)) of the total number of households with SLLC distributed.

| | # HH | # of HHS who got Loan using their SLLC | | | | Percentage HHS who got Loan using their SLLC | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | 9/2017-5/2019 | 6/2019-12/2019 | 1/2020-6/2020 | Total | 9/2017-5/2019 | 6/2019-12/2019 | 1/2020-6/2020 | Total |
| Married | 91972 | 175 | 94 | 92 | 361 | 0,19% | 0,10% | 0,10% | 0,39% |
| FHH | 41385 | 67 | 23 | 6 | 96 | 0,16% | 0,06% | 0,01% | 0,23% |
| MHH | 31940 | 150 | 34 | 25 | 209 | 0,47% | 0,11% | 0,08% | 0,65% |
| Total | 165297 | 392 | 151 | 123 | 666 | 0,24% | 0,09% | 0,07% | 0,40% |

*Table 2 : Uptake loans with SLLC as collateral (Source: Numbers based on annual REILA II reports)*

REILA has not allocated budget to promote access to finance via MFIs (not a project result area).

SLLC supports the development of the rental market.
SLLC is a positive factor for the development of the rental market. This was one of the outcomes of the LIFT 2019 SLLC Outcome survey February 2020. The survey reports that the rental market is expanding, draws-in more first-time renters and female-headed households, and reaches out to tenants from outside of the community more often. The percentage of households engaging in cash rental and sharecropping have significantly increased. Cash rental has nearly doubled with an increase of 81.6% since Baseline, while sharecropping has increased by 23.5%. First time renting grew significantly following SLLC, at 20.2% out of all rental agreements, while 6.5% of those had rented out more land. One-quarter of those who were renting out land argued that they were renting out for longer periods following SLLC. Three- quarters of landlords felt that they would further expand renting in the next two years. A lower, but still higher than expected, number of households rented out to tenants from outside their communities for the first time (11.2%). SLLC was an important factor in this decision for over half of all households. Furthermore, female-headed households were more likely to have rented out land for the first time following SLLC than male-headed households, showing that increased tenure security expands to female heads. Development of the rental market also improves access to land by the younger part of the population.

### 4.2.3. REILA II M&E

Considering the quality aspects of the SLLC processes along with the relevant process actors, the MTR established deficiencies in REILA II M&E e.g. in the areas of the baseline for SLLC, weaknesses in the regional PIA implementation, weaknesses in quality assurance and quality control of SLLC. These deficiencies could have had an impact on gender equality and social inclusion aspects, overall completeness and accuracy of the SLLC and data maintenance of the NRLAIS system. The MTR field mission observed:

- Low accountability and negligence of the contract staff, affecting quality of the data. Poor follow up of the Woreda technical staff (BG).
- Weak M&E and follow up[14] (BG and Amhara)
- PIA measures not being fully implemented (BG).
- Delays in salaries for contract staff affects commitment and staff morale. Poor incentives for experienced contract staff (BG).
- Weak public participation during demarcation and public display. People fear increases of tax by the revenue authorities (BG and Amhara).
- Weak regional support for PIA activities (TA, budget support, materials) (BG and Amhara)[15].
- Awareness raising under pressure due to COVID (BG and Amhara).
- Short term contract staff (contract renewal every three months) not committed to produce clean data (BG).
- Sense of ownership by the public office remains a challenge (BG). Cadastre activities are not included neither in their plan nor in the report of regional parties (BG). Insufficient matching fund, proper allocation of staff for the programme (BG).

As there are no thorough baseline assessments of the household composition at the start of the SLLC activities for a Kebele, GESI results are highly dependent on the quality of the execution of the SLLC and PIA activities and can only be assured through close supervision and monitoring and evaluation (M&E) of the quality of the SLLC and PIA activities and intermediate results.

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[14] The SLLC M&E manual clearly describes all required procedures, roles and responsibilities and the data to be collected. The MTR considered important points in the SLLC process (including PIA) and established quality control and assurance deficiencies in the M&E:

- Field reporting:
  - Woreda reports are generally accepted by region and TA staff and not cross checked through field visits (Given reason: Lack of budget for field visits).
- Observed focus shift from SLLC M&E at project office level.
  - REILA II has chosen to prioritize sector wide system development (including digitalization) rather than verification of manual project specific data collection.
  - Funding the National MELA expert instead of National M&A expert to do was a decision to prioritize system wide development.
- Reporting SLLC regions to project office:
  - The resulting reliance on manual, paper-based processes has led to gaps, inconsistencies and limited possibilities to verify the SLLC data (REILA II Annual Report June 2020). CTA cross checks results progress and finds on this high level inaccuracies.
- Identified gaps in staffing and support organisation and overall resourcing issues:
  - REILA II TA support staff member not available in Amhara.
  - Regions do not visit woredas because of budget issues.
  - Important contributors in the SLLC process are not motivated because of pay issues and lack of management attention.

[15] The GESI field missions report weak PIA implementation in visited Woredas such as
  - PIA activities not well integrated in regional SLLC project planning (BG).
  - Weak management attention due to frequent changes of woreda heads and higher officials (BG).
  - Lack of assistance from the Woreda land administration.
  - Limited Woreda budget to support PIA activities.
  - KLAC members not emphasizing the importance of women and vulnerable groups in key stages of land registration. They believe that it is sufficient for the husband to attend the demarcation and public display.
  - Inaccuracies in public awareness messages.
  - PIA, conducted as a one-time event during adjudication and demarcation with no follow up and proper monitoring of emerging issues.

The REILA II M&E system does not provide accurate and complete information for quality assurance and quality control and so the extent of above deficiencies could not be established. The resulting reliance on manual, paper-based processes has led to gaps, inconsistencies and limited possibilities to verify the SLLC data (REILA II Annual Report June 2020). There is no REILA II M&E expert at project level at this point.

The REILA II programme currently tracks the absolute number of participants, attending PIA activities. The number of participants is not an accurate indicator for reach among population (participants/eligible members population). People can also participate in several events. Based on the PIA field mission reports and MTR field mission, the following SLLC related indicators would increase the transparency and effectiveness of the land administration. Note that the SLLC related indicators are distinct from the subsequent transactions (section 4.2.6. of this report).

- A baseline of GESI household composition at Kebele/Woreda level where the number of spouses in polygamous households are also specified. This creates the baseline for to be expected participation and it should be carefully established before the start of SLLC.
- SLLC indicators on GESI participation during the SLLC process should be added to provide the level of participation of females and disadvantaged groups during various stages of SLLC from adjudication, demarcation, public display and eventually certificate distribution.
- PIA indicators should be added giving more detail of the implemented PIA activities and the general and GESI attendance during the different stages of the SLLC process.
- SLLC indicators for data quality assurance should be added.
- After SLLC for a Kebele has been finished, the data migrated to NRLAIS will form the updated baseline.

The SLLC activities of REILA II only partially cover the 14 REILA Woredas. This is not an optimal situation for harmonising the rural land administration activities in these Woredas as there will be SLLC and non-SLLC Kebeles within one and the same Woreda.  The consequence is that the WLAO will have to use two different information systems at the same time; one to administer NRLAIS supported Kebeles and one to administer Kebeles under the old system. To avoid this situation to continue in the mid-term, all Kebeles within a Woreda will be completed by the CALM programme.

### 4.2.4.  HRBA and cross cutting issues

Gender equality and non discrimination are integrated in the programme design of SLLC (see SLLC manual) and they will bring the planned outcome, when implementation is executed according to the SLLC manual.  REILA II has no data available on climate-smart land use. Promotion of climate resilience is not a result area of the program and there are no related indicators. However, increased rural land tenure security, is seen a pre-condition for increased focus on climate-smart land management.

Users benefits, derived from the rural land administration system based on SLLC and NRLAIS

The following user benefits are derived from introduction of the rural land administration system based on SLLC and NRLAIS:

- Provision of certified land administration information enables land users to better enjoy the fruits of their rights on land and to better secure their rights in case of disputes.
- Provision of certified land administration information supports the farmer to acquire (individual) micro finance loans with higher limits and with no dependencies on other farmers.
- Rural land administration information services enable correct, reliable and efficient micro finance application processing.
- Land administration parcel location information enables micro-insurers to lower their transaction costs.
- The rental agreement is entered in the Land Register database as a restriction on the holding right on a parcel; Rural land information therefore provides for safer rental agreements.
- The provision of historical information on rental transactions enables parties to negotiate "fair" land rental prices. This supports fair land rental incomes for land holders and encourages productive land use by renters.
- Better accessible information on available land for rent exposes available land to a larger pool of potential renters. This would enable land holders in their efforts to obtain higher land rental incomes and it would encourage renters to increase land productivity.
- Commercial renters wanting to rent larger pieces of land consisting of multiple parcels could use the rural land administration information to optimize the location and size of the land they would like to rent. Additionally, the Rural Land Information Service can provide information on the extent of land occupied and 'owned" by the regional and/federal governments and therefore first-hand information on "unoccupied land" which could be used for large scale agricultural investment.
- Reliable rural land administration data enables the development, initiation and impact monitoring of regional land use planning and land use management.
- Cadastral data (parcel identification, location and size) connects and relates the agricultural study results to land holdings, their land size and eventually land holders. This enables researchers to more accurately incorporate actual land holding situation into their assessments and enables them to better target their support to farmers.
- Up to date land holding 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.
- Rural land administration information improves the ability to plan and manage the future use of rural land. It is also important for the fringe areas around cities. It supports efforts to build transparency and trust in the government.
- Rural land administration information enables the accurate planning and management of agricultural investments.

These benefits are in line with and support specific good practices of an HRBA such as empowerment and reduction of disparity, inclusion, evaluation of both process and outcomes, locally owned development process, increased accountability, etcetera.

The human rights-based approach also focuses on those who are most marginalized, excluded or discriminated against. This often requires an analysis of gender norms, different forms of discrimination and power imbalances to ensure that interventions reach the most marginalized segments of the population.

The SLLC gender disaggregated data for January-June 2020 reports that 53% of the households in Amhara and 54% households in BG are married couples, 20% of the households in Amhara and 21% in BG are female headed household and 16% of the households in Amhara and 17% in BG are male headed households. These figures indicate that women at a household level are more or less equally represented compared to men. However, these figures do not give any certainty of the correct representation of women in case of polygamy (The M&E indicators do not give enough detail and are not reported continuously over time).

| Results Indicator | Unit of Measure | Number of HH with SLLC REILA I | Number of HH End of project target REILA I&II | Number of HH End of project target REILA II | Number of HH REILA II per 6/2020 | Status HH division % REILA II per 6/2020 | Achievement REILA II per 6/2020 (%) |
|---|---|---|---|---|---|---|---|
| Second level land certificates are distributed to land holding households in **14 Woredas** | Female-headed household | 11.284 | 48.322 | 37.038 | 30.101 | 24% | 81% |
| | Married couples | 26.838 | 117.429 | 90.591 | 65.134 | 53% | 72% |
| | Male-headed household | 8.662 | 36.081 | 27.419 | 23.278 | 19% | 85% |
| | Others | 981 | Target not set | Current # 6.466 | 5.485 | 4% | N.A. |
| | Total | 47765 | 202771 | 171763 | 123998 | 100% | 80% |

*Table 3 SLLC distribution under female, married and male lead households (source: Annual report REILA II January to June 2020 4th Nov 2020).*

### 4.2.5. Usability of NRLAIS and MELA to increase the transparency and effectiveness of the land administration and to monitor cross cutting issues

MELA indicators, related to transparency and cross cutting issues are described in section 4.6 of the Strategic Roadmap for Implementation of Monitoring and Evaluation of the Land Sector version 4. MELA will use several information sources to collect the required data. NRLAIS will source data for a large number of MELA indicators.

At the moment, in the first phase of MELA, the implemented MELA framework is supporting, a still limited set of indicators for, the WB CALM programme.
NRLAIS can provide data on the status and changes on land holding composition, land right users, location and size of the parcels, and rights. To be up to date it is crucial that land land use right report all changes and that these changes are registered (the subsequent transactions).

MELA has defined indicators for subsequent transactions. The indicators focus on:
• The number of submitted subsequent transactions
• The number of subsequent transaction applications with completed supporting documents, and thereby ready for review and approval and processing
• The number of subsequent transactions that have been final approved, entered into NRLAIS, and as relevant where updated certificates have been issued or other official approval has been issued

NRLAIS will improve transparency and effectiveness of the land administration and monitoring of cross cutting issues because:
- The business process rules will enforce standard operating procedures
- Service levels including charges can be more easily standardized, communicated and monitored
- It can provide information on accessibility of the rural land administration system
- It can provide information on the rights being transferred, the beneficiaries and the conditions of the transaction.
- It can provide information on development of access to credit (rights being transferred, the beneficiaries and the loan conditions)
  - Proportion of SLCC linked loans used for agricultural related small scale investments
  - Percentage of Vulnerable Group members (VG) who are able to access credit using their SLLC as collateral.
- It can provide information on development of the rental market (rights being transferred, the beneficiaries and the rental conditions)
  - Land market functions efficiently (time, cost and trustworthiness)
  - % of formal and registered land rental transactions in rural areas
  - % of rural households renting out their land
  - % of rural households renting in land
  - % of VGs households renting out their land
  - % of parcels rented out by households in rural areas
  - Amount of money collected from formal rental transaction
- It can provide information on access to land (rights being held, land holding size)
- It can help to enforce Women and VGs land rights implemented according to the relevant laws
- It supports fair land taxation

The following additional Indicators would further increase the transparency and effectiveness of the land administration with regard to subsequent transactions:
- Indicators on adoption of the rural land administration by the local population
- Indicators on the recipient of the rights (Source NRLAIS). NRLAIS can provide information on the participation of females and disadvantaged groups as party in subsequent formalized land transactions.
- Information on the reasons for informal transactions. Follow-up field assessments can be performed to establish the cause of low registration levels. MELA should be extended to also provide information on the number, type and reasons for informal transactions, while NRLAIS can provide information on production levels, service levels, the success of certain interventions.

### 4.3. Efficiency

The costs per certificate issued have significantly decreased compared to REILA-I. Unit costs per parcel in BG are, however, still significantly higher than in Amhara. The main reason is that Amhara used existing data in ISLA for their field visits to establish the changes, which is not the case in BG. This reduced the time needed for demarcation and adjudication. In BG demarcation and adjudication have to be done fully and under more difficult institutional and security conditions.

The costs per parcel in Amhara are EUR 2,96/parcel (excluding aerial photographs, vehicle investments and TA) and EUR 3,81/parcel (including aerial photographs, vehicle investments and

TA). The costs per parcel BG are EUR 9,07/parcel (excluding aerial photographs, vehicle investments and TA) and EUR 14,72/parcel (including aerial photographs, vehicle investments and TA).

The REILA II inception report set out targets for the costs per parcel to be EUR 5 for Amhara and EUR 9 for BG (both excluding aerial photographs, vehicle investments and TA). On 17 April 2018, the SVB approved these target costs per parcel. The actual costs are below target in Amhara, hence efficient and in BG the costs are on target.

Also compared to the received data from LIFT (£3.45 per parcel against a target of £3.75 per parcel), the REILA II costs per parcel in Amhara seem to be efficient. But since calculation principles among the projects have not been harmonised, it is difficult to draw strong conclusions.

By the end of June 2020, EUR 4.1 million of the Finnish contribution to the REILA was used (including advances, but not commitments). Therefore EUR 3 million (+ 700 000€ option) is left for the period after June 2020. The total NRLAIS maintenance and support services contract amount is EUR 700 000 of which EUR 176 000 was paid by the end of June 2020, leaving a commitment of EUR 530 000 for the period after June 2020.

Approved budgets for 1-12/2020 are in total EUR 1.55 million and the TA -team has estimated that the actual spending for this period will be EUR 1.15 million. Consequently TA-team has estimated that at the end of the current project period, August 2021, there will be about EUR 1 million (+ 700 000€ option) remaining of the Finnish contribution. According to the TA-team, the remaining EUR 1 million is available for all budget categories and the optional EUR 700 000 could be used only for TA. The TA-team estimates that these funds would be sufficient to cover an additional 12 months .

The reports show implementation challenges in BG. For the remaining time period, activities in BG should be re-planned to have efficiency in the implementation. Capacitating local people and ensuring their ownership are key starting points. Based on the field mission and other information available, it seems that the programme is struggling to build strong local ownership and capacity in BG.

### 4.3.1. <u>Role of the current TA structure in leading NRLAIS and MELA development</u>

The targets for NRLAIS operational Woredas, which are relevant for REILA TA support, have been raised from 25 (Source: inception report REILA II) to 174 by June 2021 (Approved by SVB June 2020). At the end of June 2020, 35 NRLAIS installations of 86 were operational (as per the revised plan).

In July 2019, the SVB approved the allocation of REILA II TA capacity to support LAUD in the implementation of land programmes, including CALM.
- CTA, 30% of the time for three months. Advisor to Director LAUD. Project management and organization.
- NRLAIS expert 50% of the time for three months. NRLAIS implementation.

- Deputy Team Leader, 10% of the time for three months. SLLC advisor.
- Procurement expert, 5% of the time for three months, procurement advisor.
- Procurement expert, 50% of the time for three months, procurement processes.
- MELA advisor (80% of the time until the end of June 2020).

A further support extension has been approved by the SVB in June 2020.

The MTR field mission reports, that due to SLLC data quality issues, bugs and missing functionality WLAOs experience disruptions on an ongoing basis. NRLAIS software bug fixing and functionality improvement is underway but at the same time the number of installed NRLAIS sites is increasing rapidly. This is a serious challenge because it means that the impact of a bug or missing functionality is replicated to more and more Woredas and this impacts operations. Between January and October 2020, 35 bugs have been registered by the IT team, many are reported to have been fixed and roll out of the updates has started.

Land administration data from different SLLC projects needs to be cleaned before migration to NRLAIS and before the Woreda Land Administration and Use office can effectively start to use the system to provide daily services with NRLAIS to land use right holders and private and public institutions.

The MTR field visits to Amhara and BG show that Woredas which have started with data cleaning and migration are struggling. Data cleaning requires well trained staff capacity and more technical support. The fact that data cleaning is so prominent also emphasises the need for improved data quality assurance and control along the steps of the SLLC process. There is also a strong need for re-training WLAO staff at the REILA Woredas to ensure that they can operate the system effectively. This need of re-training is amplified by frequent staff turnover

Not being able to use NRLAIS means that a backlog is building up of subsequent transactions which need to be recorded at some point in NRLAIS.

### 4.4. Aid Effectiveness

The Rural Land Administration System (RLAS) in Ethiopia focusses on the maintenance of the land register (populated through systematic SLLC) for continuous updating of the land records from land holding rights' transactions. It also provides land information (services) for country development purposes. It is supported by a computerised system, the National Rural Land Administration Information System (NRLAIS). NRLAIS is the key information and management system within the land administration sector. NRLAIS is a comprehensive rural cadastre software system for handling systematic land registration (mass registration) and the maintenance of the land register through subsequent transactions with a capability to aggregate the cadastre data from Woreda to federal levels. It is also the key element of the national ICT strategy for rural land administration. NRLAIS has reached operational status and further implementation will make it a strong driver for harmonization of land administration across the country.

SLLC is considered to be the best practice by other programmes operating in Ethiopia. The SLLC method is used by REILA II, LIFT and CALM. This shows the program has clearly made a significant contribution beyond the REILA scope and has the potential to support sustainability and harmonisation among multiple programmes.

SLLC, NRLAIS and MELA are the crucial pillars for the development of a harmonised Ethiopian rural land administration system. NRLAIS is used by all main SLLC programmes in the land sector including CALM. NRLAIS is recognised as the basis for other information systems (Commercial Agriculture Management Information System, Urban land administration system).

A major development in the environment of REILA II has been the start of World Bank CALM Programme in 2019. CALM is planned to run until 2024. CALM will support the issuance of 8.000.000 Second Level Landholding Certificates (SLLC) and the coverage of 280 programme Woredas by operational NRLAIS with SLLCs digitised (including REILA II Woredas). MoA is implementing CALM in co-operation with the regions and Woredas by using government human resources and hiring contracted staff and consultants. Recruitments via government system will however take time. LAUD has needed more support to start the CALM programme. REILA has provided TA support to LAUD which have supported to start the CALM programmes, thus there has been good coordination. The migration to NRLAIS of SLLC data from different sources (e.g. LIFT, RLLP, REILA, etc.) requires harmonisation of the data and data cleaning before it meets the data requirements of NRLAIS.

REILA II has given the following support to other land programmes:
- DFID LIFT (Land Investment for transformation) in NRLAIS roll-out, data cleaning, data migration and new functionalities.
- WB RLLP (Resilient Landscapes and Livelihoods Project);
    - Selecting potential NRLAIS Woredas and installing software in some of their project areas. REILA TA has provided technical supporting on data cleaning and migration.
    - Support with the reporting of the drone and mobile application (tablet) piloting. Pilots were supported by REILA TA Team.
- WB CALM (Climate Action Through Landscape Management) programme;
    - Preparing detailed NRLAIS activity planning
    - Drafting verification manual including checklist NRLAIS assessment report.
    - Preparing and evaluating exams for staff recruitment.
    - Preparing training materials for new CALM staff and providing training for them.
    - Participating WB-CALM mission.
    - Preparing draft CALM cadastral data Quality Assurance and Quality Control parameters and procedures.
    - Supporting finalization of LAND MIS for SLLC data collection.

The MELA will eventually monitor all land sector projects. The first phase is however to monitor and evaluate progress of CALM related results.

NSDI

NRLAIS is an important component of the developed National Spatial Data Infrastructure (NSDI: For further reading see section 4.9 Option 2).

The value of NRLAIS data has been assessed in the business case for rural land administration information services of March 2018.

Interaction between NRLAIS and CAMIS

When fully rolled out in all the regional states of Ethiopia, NRLAIS provides a legal cadaster system that includes non-redundant, accurate and consistent parcel geometry as well as use right records. Going forward there will be only one system and institution responsible for the registration and maintenance of rural land parcels in each regional state. The Commercial Agriculture Management Information System (CAMIS) land management module is designed to access parcel and use right data maintained by NRLAIS. Any transaction which requires change in the parcel geometry of agricultural investment land is carried out by NRLAIS maintenance system. CAMIS will interact with NRLAIS during land profile registration, promotion, farm registration and during performance monitoring of investment projects. In order to allow smooth data exchange between both systems, the CAMIS is based on similar open source technologies as NRLAIS.

Interaction between NRLAIS and the Urban land administration system

USAID LGA (Land Governance Activity) has commissioned a study to analyse NRLAIS feasibility to serve as a basis for a unified land administration information system for the country. The conclusion in the draft report is "NRLAIS (with its 5 modules) is the clear choice for an integrated Land Information System; however, the necessary work, time and resources to be invested are not to be taken lightly".

## 4.5. Sustainability

SLLC, NRLAIS, MELA, PIA and TVET are all essential components towards a sustainable rural land administration system in Ethiopia. All components are now being used or being embedded by all land related programs.

However, these components will only be sustained when the Rural Land Administration System has reached operational, institutional and financial sustainability. The land sector related programmes have been mainly contributing to certification and NRLAIS (in the case of REILA)

A major challenge and a next step on the roadmap towards a sustainable Rural Land Administration System is to establish a shift from informal to formal subsequent transactions. This will mean achieving land use holder engagement. This requires awareness and trust in the system among land use right holders, user friendly service provision, creating perceived value and removing barriers to register.
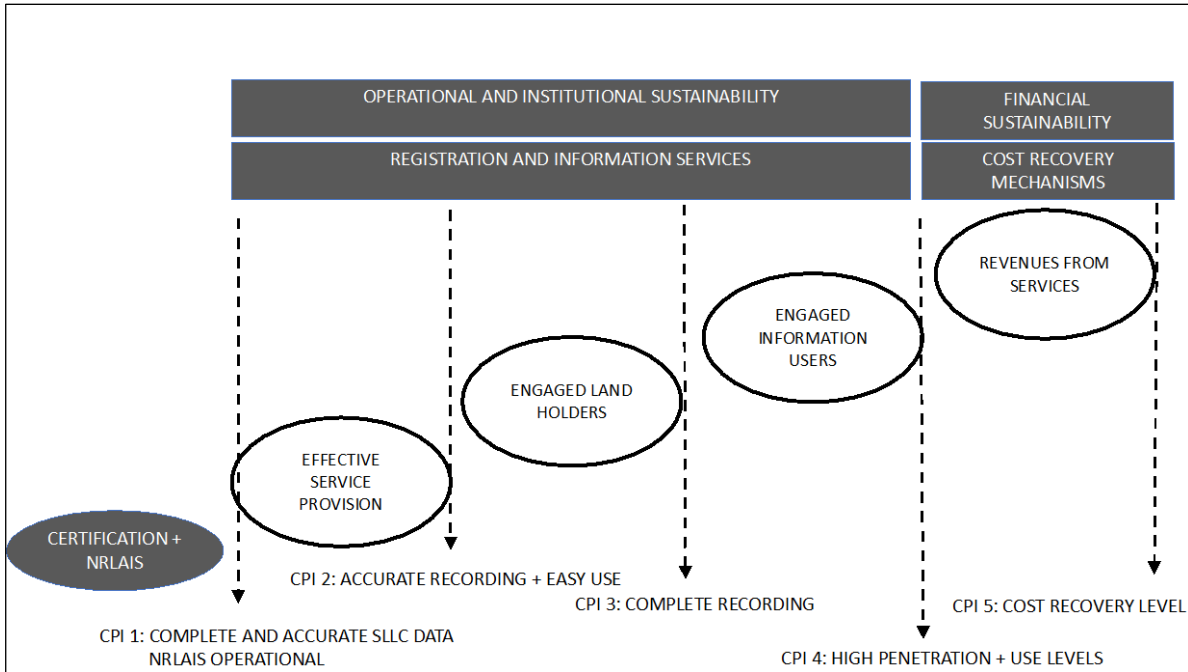
*Figure 2. Roadmap towards a sustainable rural land administration system C. Paresi, M.C.D. Magis*

Another major challenge is capacity building at especially the Kebele and Woreda level[16]. The current throughput of the training institutions is limited and needs to increase quickly and significantly. There is also a need to introduce fast track courses. A complicating and pressing issue is the staff turnover. Land administration positions are at the low end of the GoE salary scales. The current low GoE Job Evaluation and Grading aggravates leakage towards other sectors within the public service.

Efforts to build the institutional capacity will be scaled up by the GoE with the support of CALM. But to have an effective system, many best practices still need to be developed to achieve land use right holder engagement, to create more value through development the information services and value assing services such as access to finance and the rental market. CALM is not designed for support of the development of best practices where technical assistance is required.

The implementation phases for the roadmap towards a sustainable Rural Land Administration System are are detailed in the CALM[17] implementation manual. Phase I is SLLC. Phase II is NRLAIS operational. Phase III concerns the ongoing development of the WLAO towards a stable service

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[16] To indicate the size of challenge: The CALM RLAS programme expects to cover over 280 Woredas. Based on only these Woredas and a minimum of 5 staff members per WLAO and 1 per KLAO (Assumption 22 KLAOs in 1 Woreda) 1400 land administration staff members will be employed at WLAO and over 6000 at KLAO level. Taking into account the current high staff turnover (up to 50% annually for WLAO and 25% for KLAO) large numbers of land experts (up to 2.380) need to be quickly trained to fill the positions every year.

[17] The Program will provide results-based support for improved rural land tenure security by incentivizing: (a) the preparation of SLLCs and their issuance (which includes quality assurance, verification against first level landholding certificates, and issuance to landholders) and (b) the installation and operation of the NRLAIS at the federal, regional and Woreda levels. The Program will also support (a) development of capacity at the federal, regional and Woreda levels for rural land administration; (b) the strengthening of the policy, institutional and regulatory framework for rural land administration; and (c) management, monitoring and reporting of ESIF interventions for improved rural land tenure security.

provider at the Woreda and Kebele level. Phase IV Improve land use right holder engagement. Phase V Improved service provision by bringing the front office to the Kebele and improving the benefits of formal transactions. Phase VII introduces validated service standards. Phase VIII introduces the Rural Land Administration Information Services. Phase VIII has links with NSDI. Phase IX introduces costs recovery mechanisms for improved financial sustainability.
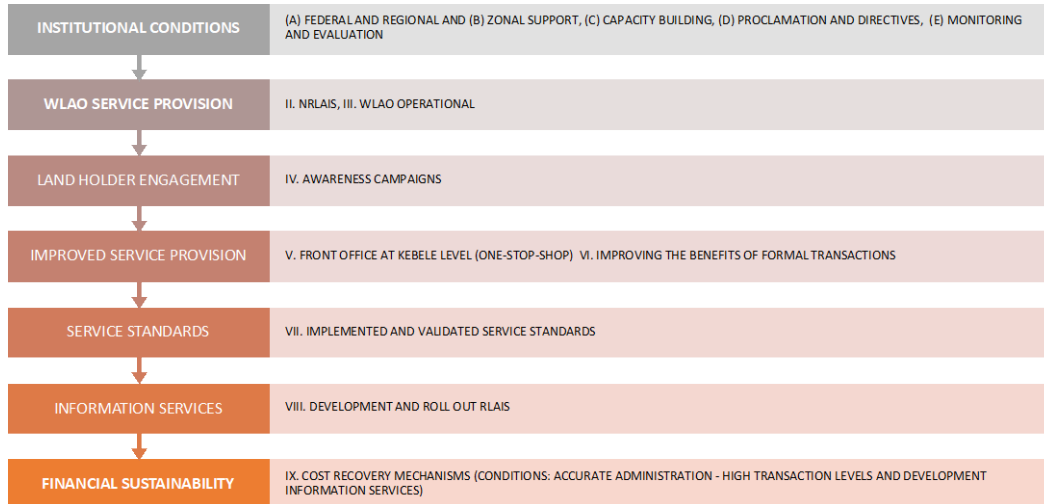
| INSTITUTIONAL CONDITIONS | (A) FEDERAL AND REGIONAL AND (B) ZONAL SUPPORT, (C) CAPACITY BUILDING, (D) PROCLAMATION AND DIRECTIVES, (E) MONITORING AND EVALUATION |
|---|---|
| WLAO SERVICE PROVISION | II. NRLAIS, III. WLAO OPERATIONAL |
| LAND HOLDER ENGAGEMENT | IV. AWARENESS CAMPAIGNS |
| IMPROVED SERVICE PROVISION | V. FRONT OFFICE AT KEBELE LEVEL (ONE-STOP-SHOP)  VI. IMPROVING THE BENEFITS OF FORMAL TRANSACTIONS |
| SERVICE STANDARDS | VII. IMPLEMENTED AND VALIDATED SERVICE STANDARDS |
| INFORMATION SERVICES | VIII. DEVELOPMENT AND ROLL OUT RLAIS |
| FINANCIAL SUSTAINABILITY | IX. COST RECOVERY MECHANISMS (CONDITIONS: ACCURATE ADMINISTRATION - HIGH TRANSACTION LEVELS AND DEVELOPMENT INFORMATION SERVICES) |

*Figure 3. Roadmap towards sustainable RLAS - implementation phases (Source: CALM Project Implementation Manual)*

Major trends

Currently Agriculture Policy reform is ongoing in Ethiopia. Land Policy reform is part of the major agriculture policy reform. A work group on land policy reform has been set up. Key issues to be addressed in the land policy reform include:

1. Improve and consolidate land based institutional arrangement by aligning regional and federal level institutions and also merging the urban and rural land administration institutions. The proposal is to establish one fully independent land administration institution by bringing together different land related units that are placed within different ministries
2. Build institutional and human capacity of the institute, once established to enable to deliver effectively on its mandates.
3. Proposal is for an independent "Ministry of Land". This has not yet decided upon by the political decision-makers.

In the light of such a reform there is strong relevance for REILA and other similar programmes. If the GoE decides to merge the institutes, potentially under a new "Ministry of Land", transitional strategies and measures will need to be designed in order to avoid any interruption of ongoing projects and activities in both urban and rural sections of the land sector. The high level university training component of REILA will become very relevant as human resource capacitated at higher academic levels will increasingly be needed to run the proposed institutions.

The timeline is not yet clear. However, considering that the Urban and Rural land administration institutions in Oromia and Tigray already have merged and land use planning and management is

considered  to be a very important topic for Ethiopia, it is recommended to include this scenario in the future design of the REILA III programme.

### 4.6.    Programme Design, Management and Implementation

In terms of the Project Governance, the KPMG report of December 2020 highlighted that the project management structure was not consistent with the PD. A PMT was not established, however its responsibilities were being carried out by the TA team. The Management Response to the Audit confirmed this observation and that it was also made in previous audits for REILA I and REILA II. Moreover, the Management Response also stated that despite numerous previous attempts, a formal PMT structure could not be established on an ongoing basis, and so did not appear appropriate to the working culture of LAUD.  Rather it was seen that; "In the current working culture, knowledgeable staff and experts are consulted, but the directors make the final decision."  Similar to the audit finding, the MTR also noted the complex set up and the challenge it brings to transparent decision-making. The Embassy has previously proposed to invite TAs/other RLAUD staff members to participate in the SVB meetings as resource persons. Considering the working culture dimension, no recommendation for change is made, rather this should remain a point of attention that the Embassy might be able to monitor, as part of their SVB role.

Related to the Project Monitoring and Control, the MTR does not see that REILA II has established a comprehensive REILA II M&E system. This has potentially implications on a number of project dimensions:

- Progress: In the absence of a comprehensive M&E, issues impacting programme outcomes are potentially not followed up in a sufficiently timely manner. As an example, the June SVB minutes noted; "REILA TA team analysing reasons for lower number of women as joint or sole holders of land in SLLC and gift as the dominating transaction type".  From the minutes it is not clear by when the results from this analysis will be available and how an approach to address this issue will be agreed. The bi-annual cadence of the SVB also means that, in the absence of any interim follow-up, the lead time for a subsequent review of such an issue by the SVB itself would at minimum be 6 months or longer.
- Quality: A comprehensive REILA II M&E not only assists in progress tracking but equally importantly also provides a view on the quality of the outcomes. The MTR team asked; "How is the fact managed that women say that it is their husbands' task to be at the demarcation and adjudication?". The report from the CTA stated that; "The SLLC manual clearly states that Husband and Wife(ives) should be present during demarcation. The PIA activities are undertaken down to the sub-Kebele level and stress on the participation of both husband and wife. Awareness raising activities emphasize women's land rights and the importance of their participation. Besides this, during adjudication and demarcation, the landholders (husband and wife) are required to sign the Field Report Form (FRF). If the wife is not present, the field team will either go to the house of the couple or ask the wife to go to a specified location to sign the FRF. However, it is still observed that women's participation (especially in male-headed households) is low during demarcation and adjudication. This can be attributed to religious and cultural factors (see bi-annual reports, for example tables 15 and 16 in the Jan-June 2020 report) which influence women's visibility and participation in public events."

It is the MTR team's view that with relevant REILA II M&E indictors such situations can be identified at occurrence and quality controls can be built into the critical processes such as the SLLC (and beyond).

In 2019, REILA II established a maintenance and support services contract (Maintenance Contract) for NRLAIS technical support with Hansa Luftbild and INTAPS as a local sub-contractor. This maintenance contract has a value of EUR 700 000 and according to the REILA CTA represents about 700 days. The observed split is 80% for local support and 20% Hansa Luftbild. By the end of June 2020, the remaining unutilised maintenance budget was EUR 530 000. This is still a very substantial part of the available maintenance support and the current contract does not provide for a timeline extension i.e. no current opportunity to go beyond mid-year 2021. NRLAIS operational is a critical component of the overall progress. The MTR team see an urgent need for the NRLAIS IT team to:

• Review legal provisions in the contract and identify possible options to extend beyond mid 2021.
• Gather all known NRLAIS bugs and anticipated central functionality extensions.
• Identify all WLAO NRLAIS operational related pain points and any additional impediments to the sustainable functioning of the system in the Woredas.
• Prioritise fixes for known bugs and perform an urgent feasibility assessment to fast track the design, development and testing of new functionality.
• Increase central IT capacity where needed, to be able to fully leverage the maintenance budget.

In general, the KPMG audit report highlighted a number of significant and moderate risks related to governance, risk management, procurement procedures, fixed assets, channel of funding and fund disbursement procedures, investment fund, technical assistance and financial reporting and recommended an approach to address these. Only one critical risk related to vehicle management was identified. Management responses have been formulated and the report has been tabled at the June 2020 SVB. The MTR team expects that appropriate follow-up actions will be duly taken as per the proposed timelines.

### 4.7. Project Risk Assessment

The MTR reviewed the project risk assessments provided. The risk reports consider a broad spectrum of risks from three key perspectives i.e. contextual risks, project risks and institutional risks and cover broad range of risk factors, including political, security, environmental, financial, technological, infrastructure, project management and dependencies. The overall risk matrix has been through several iterations, where new risks could also be identified. Each risk has a documented response and since the 2020 Risk Matrix update a "Responsible Person (RP)" is included per risk. It is not clear to what extent these responses have been assessed for their effectiveness in actually addressing the risk or how these have been systematically tracked and followed up. The available capacity of the RP for risk response activities and the timelines for delivery are not documented in the Risk Matrix. The agenda and minutes of the SVB confirm that the risk assessment is provided to the SVB though the depth of the review by the SVB is not evident from these documents.

The MTR team looked into the risk logs, emerging risks and critical issues during the MTR process. The MTR established that several risk factors have now materialised[18] and will need to be managed as issues going forward. These risk factors are listed below:

- At the time of concluding the MTR fieldwork, political tensions have escalated within Ethiopia. Security risks have materialised, the situation remains volatile with potential follow-on impacts on existing project investments and project progress (Risk factor 1.1a).
- Despite focussed attention on the topic women, girls and vulnerable groups are being left out of the decision making and planning processes e.g. KLAC in the SLLC (Risk factor 1.6) and safeguarding women's rights in the subsequent registration process (Risk factor 2.9) is a current challenge. The MTR report suggest potential follow-up actions to be investigated.
- Formal registration of subsequent transactions is an emerging process, only partially embedded in society (Risk factor 1.9). It is essential for the society to learn the importance of updating the system in case of gift, inheritance etc. after the second systematic registration was completed. A high level of informal transactions are still present in the rural Woredas. The level of formalised subsequent transactions are currently around 1% of all registered parcels in the Woredas, while the level of real-world transactions is estimated at between 3% - 6% of the registered parcels in a Woreda.
- During the MTR field visits, Woredas and Kebeles highlighted the low capacity and shortage of trained experts in land administration and management overall (Risk factor 2.1) as an issue they currently face. Finding qualified local staff is a burden and the capacity building in the Kebeles and Woredas, especially in BG is under high pressure. The overall high level of staff turnover further increases the costs and lead time to build the required capacity.
- The Risk Matrix lists the MELA system as an important deliverable as a risk response to address both contextual and project risks. Risk factors related to the fear of expropriation with low compensation (Risk factor 1.7), risks arising from large-scale land acquisition, villagisation and overall land use change causing resettlements (Risk factor 1.8) and weak coordination of national land administration projects (Risk factor 2.3) include the M&E as a key risk response action. Additionally, delays or lack of capacity to develop an adequate sector-wide M&E system or the weak capacity of the implementing agency to collect the required data is itself also highlighted as a risk factor (Risk factor 2.5) thereby establishing the interdependency of risk factor to risk response (for the Risk factors 1.7, 1.8, and 2.3). Beyond the risk analysis, the overall MTR also emphasises the relevance and criticality of a robust M&E framework and implementation (MELA).
- Similarly, the CALM programme is also viewed as key to respond to several risk factors e.g. related to safeguarding the rights of women and vulnerable persons, failure in establishing a back-up and maintenance system for NRLAIS at RLAUD or the regions (Risk factor 2.4) and data security related risks (Risk factor 2.14).,

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[18] Risk factors 1.1a, 1.6, 1.9, 1.10, 2.9

- Professional and structural support to the NRLAIS system and MELA system is critical. If these systems are not properly handled and managed it is a high risk of sustainability for the land registration process. Support to MELA system and finding local qualified staff looks very challenging.

## 4.8.    REILA II Potential Extension (2021-2022)

Given the remaining EUR 1 million is available for all budget categories and the optional EUR 700 000 for TA, the MTR team has also reflected on the value of a one year extension and what the most effective way would be to contribute to the outcome target "To have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users" .

During the extension REILA II should focus on clearly defined projects. As a starting point, a new plan for the extension should be submitted. Funding activities with no clear and realistic one year result linked to the outcome "To have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users" should be avoided.

- The extension should not provide further support for SLLC operations.  This should be left to LIFT UP, CALM, RLLP and potentially other programmes. These programmes contribute to SLLC issuance on a very large scale. CALM is already committed to finalise the REILA II Woredas for all Kebeles not being planned for by REILA-II.
- REILA II extension is necessary to assure continuity of NRLAIS. The extension should continue the financial support to NRLAIS for development of functionalities and software maintenance of NRLAIS. An extension of maintenance contract needs to be negotiated.
- The project extension should also be used to support the design of an effective future GoE maintenance and support organisation which should achieve maintenance and support service levels with minimal disruptions at Woreda, regional and federal level. The design should be scalable and should not only support IT related matters but also the implementation of best practices on MELA, SLLC (including PIA), service provision and land use right holder engagement.
- Monitoring and evaluation. MELA should be ramped up quickly. It should not be limited to the small set of CALM indicators for SLLC and NRLAIS but should effectively include M&E results and quality indictors required during the implementation of the rural land administration system during phase I SLLC, II NRLAIS operational, III WLAO operational, IV Awareness campaigns, V land holder engagement and VI front office at Kebele level.
- Capacity building.  The current throughput of the training institutions is limited and needs to increase quickly and significantly. The TVET programme on Rural Cadaster and land right Registration established in 2014. The Occupational Standard (OS) for level III was designed in 2013. It is more than 5 years old. The Ethiopian TVET qualification Framework demands every OS to be revised and updated every 5 years. It is necessary to revise the OS of the level III to improve the quality of the training. Level II and Level IV OS designed after level III. There is a need also to align the level III OS with that of Level II and Level IV. REILA should continue to work

on the quality improvement of the TVET programme on cadaster and Land Right Registration. The TVET programme also needs to be distributed to other regions.There is a need for a significant increase of trainers and budget for equipment.  REILA should work on the curriculum during the extension.

• The existing TVET programme need to be distributed to other regions.

•  There is also a need to introduce fast track courses. Under the extension REILA II should already start to develop the curriculum for fast track courses.

• Support NSDI-related studies for development of legal framework on intellectual property, freedom of information, information sharing, pricing, licensing of rural land administration data.

• During the extension REILA II the connection to the regions and the grassroots level should not be lost. During the extension the focus should shift to studies on how to improve subsequent transactions and promoting access to finance and the rental market.

### 4.9. Positioning Possible REILA III

The draft Country Programme for Ethiopia 2021-24 defines under "Impact 2: People in rural Ethiopia are empowered to enjoy sustainable growth and decent livelihoods" with 3 outcomes:

• People in rural Ethiopia have land tenure security and are empowered to participatory land management to mitigate land degradation

• Land administration system in Ethiopia is improved and the sector is transparent and harmonized

• Agriculture provides a decent and sustainable livelihood to people in (selected) rural areas in Amhara regional state

A future contribution should be assessed against the above outcomes and the challenges the rural land administration system faces to sustainably deliver against these outcomes.

Better coordination between development partners could optimise the use of scarce resources and would make it more viable for REILA to focus its efforts on outputs where it has provided or can provide comparative advantage in the future. The focus on each development partners' comparative advantage and strengths reinforces the value of partnerships and coordination in order to guarantee balance and coherence in development interventions.

The G7 meeting would be an excellent forum to next to information exchange discuss how the members could contribute to the development challenges the rural land administration system and how each member could contribute by supporting specific building blocks. The MELA system could be used to discuss additional actions.

Collaboration could be

• at the operational level: the need to focus on one's comparative advantage highlights the importance of joining forces and combining expertise in the field.

• in knowledge sharing: consolidating evidence in the field and disseminating the findings among development institutions enhances effectiveness by enabling learning from others.

- in capacity building: to design a common framework so that evaluation efforts can build on synergies and gain from broad knowledge sharing.

REILA should, given the size of the project, not commit to large scale implementations but focus on development of best practices.

Based on principles above 3 options could be considered.

Option 1. Focus on sustained land use right holder engagement

Taking this user perspective, REILA III could support the development of best practices to increase the value of the rural land administration, improve land use holder engagement, make the services more accessible, create the needed flexibility. Cross cutting elements could be GESI and transparency through M&E[19]. MFA and GOE could together agree upon the selection of a number of model Woredas[20] to develop and pilot the best practices, which when successful, can be rolled out by the GOE within the setting of WB CALM programme to other Woredas.

The land use right holders should perceive that they benefit from using the system. A study in 2018, commissioned by LIFT, identified the reasons for land use right holders to record a formal transaction. The reasons are diminishing trust among people, the quest for land tenure security, the benefits of formal transactions and their links to income improvement and the level of awareness with regard to the risks of informal transactions. The reasons for informal transactions are mainly the result of poor quality formal service provision, which leads to high usage costs, awareness, the current regulation, which does not give the land use right holders the flexibility they seek when transacting on land and socio-economic factors related to the rural setting.

Besides these reasons, incorrect or missing certificates still impede land use right holders from transacting land along the formal route.

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[19] Evaluation is recognised as a mechanism for promoting accountability for the use of public resources as well as an instrument for organizational learning and institution building. The nexus between evaluation capacity and good governance cannot be ignored. Essential components include:
- the quality of the evaluation itself;
- the relevance and realism of the recommendations,
- the degree of ownership felt by the key stakeholders.

[20] The model Woreda approach will guide the diffusion and replication of proven good practice from the model Woreda offices to other Woredas. The model Woredas are planned to serve as a demonstration "Show Room" where other Woredas can learn and adopt the best practices. The three intertwined objectives include:
- Development and implementation of the best practices in land administration service provision;
- Diffuse and replicate the proven best practices in the other WLAOs in the Region.

The model Woredas should be selected based on carefully defined criteria with close consultation and discussion with the Rural Land Administration and Use Directorate (RLAUD and Regional Land Administration Offices (RLAOs) officials and experts:
- Demonstrated political commitment of the RLAOs and WLAOs
- Adequate annual operational cost allocated by the RLAO/WLAO to operate and manage RLAS system (CALM WLAO operational)
- Availability of sufficient trained WLAO's experts (CALM WLAO operational)
- Satisfactory performance in processing land transactions (i.e. volume of total transaction applications, rejected applications and processed/completed applications); and
- Geographic location and distribution in the framework of the CALM program Woredas and accessibility (in relation to the location of the RLAO and KLAOs in the Woreda).
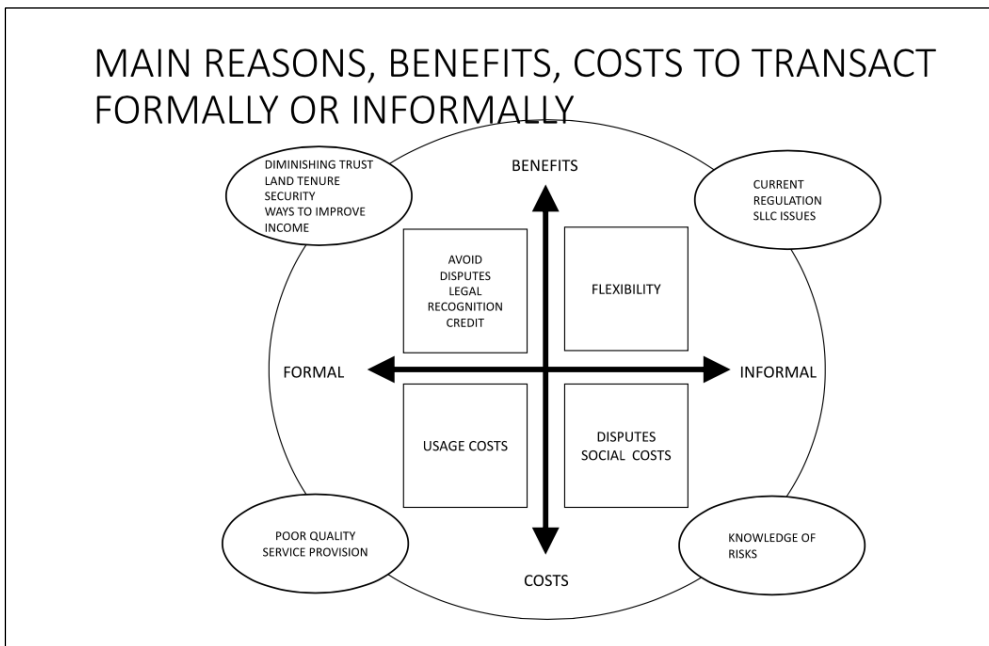
*Figure 4. Main reason, benefits, costs to transact formally or informally, Source LIFT Study on improving the formal registration on land transactions 2018  Ethiopian Economic Association in corporation with MCD Magis*

Based on the findings of the study and its objective to recommend ways to increase the share of formally executed land transactions, three strategies have been identified, namely:

1. Strategy 1: Reduce the usage costs of the formal system by improving service provision at Kebele - and Woreda level.
2. Strategy 2: the awareness of the benefits of formal transactions and the awareness of the potential costs/risks related to informal transactions.
3. Strategy 3: Introduce additional benefits in the formal system. Increase the benefits of the formal system. Introduce additional benefits, either unique for the formal system or modalities which are currently only offered in the informal system. The benefits of formal land transactions could be enhanced through:

Option 2. Focus on RLAS information services - NSDI

Rural land administration information services is an important building block for the sustainability of the rural land administration information system. RLAS is about information and creating value for society (**Error! Reference source not found.**). To create user benefits three different services are foreseen (**Error! Reference source not found.**): Web enabled online information services, data services (dataset on mass storage medium, via download service or via a web feature and mapping service) and physical access points. First of all, information services should be established at and provide value at the grass root level e.g. beneficiaries at the Kebele and Woreda. More detailed information is available in the Business Case Rural Land Administration Information Services.

| BENEFITS | LAND USER | MICRO FINANCE | MICRO INSURANCE | INVESTMENT AGENCY | RENTAL BROKER | BUREAU OF AGRICULTURE | AGRICULTURAL RESEARCH INSTITUTE | BOFED | REVENUE AUTHORITY | LAND USE PLANNING | COURTS |
|---|---|---|---|---|---|---|---|---|---|---|---|
| LAND TENURE SECURITY | ● | | | | | | | | | | |
| INDIVIDUAL AND GROUP LOAN PROVISION | ● | ● | | | | | | | | | |
| RENTS | ● | | | | ● | | | | | | |
| MICRO INSURANCE | ● | | ● | | | | | | | | |
| BETTER ASSESSMENT INPUTS/TECHNOLOGY | ● | | | | | ● | ● | | | | |
| CROP PRODUCTIVITY IMPROVEMENT | ● | | | | | ● | | | | | |
| FAIR TRANSPARENT PREDICTABLE EFFECTIVE TAX ASSESSMENT AND COLLECTION | ● | | | | | | | ● | ● | | |
| INVESTMENTS | ● | | | ● | | ● | | | | | |
| IMPROVED LAND USE PLANNING | ● | | | ● | | ● | | ● | | ● | |
| HANDLING LAND RELATED CASES | ● | | | | | | | | | | ● |

Table 4 – Overview of benefits of the rural land administration information services per user group

| SERVICE | LAND USER | MICRO FINANCE | MICRO INSURANCE | INVESTMENT AGENCY | RENTAL BROKER | BUREAU OF AGRICULTURE | AGRICULTURAL RESEARCH INSTITUTE | BOFED | REVENUE AUTHORITY | LAND USE PLANNING | COURTS |
|---|---|---|---|---|---|---|---|---|---|---|---|
| WEB ENABLED INFORMATION SERVICES | | ● | | ● | ● | | | | ● | ● | ● |
| DATA SERVICES | | | ● | ● | | ● | ● | ● | ● | ● | |
| ACCESS POINTS (HARD COPIES) | ● | ● | | ● | ● | | | | ● | | ● |

Table 5 - Overview of services per user group

Developing land administration information services should seen as the land sector bottom up contribution to NSDI.

One element in developing the rural land administration information services is to showcase the value of land administration information through datasharing solutions to take away barriers to the use of data. The selection of the showcases should support land tenure security, improvement of livelihood, improvement of climate resilience and improvement of agricultural productivity.

During development of the business case Rural Land Information Services, a weak culture of sharing information between the many land related institutions on cadaster, agriculture, agricultural research, finance and economic development, infrastructure, revenue authorities, universities etc was established. There are institutional barriers to the access of geospatial information. Data processing capabilities are limited and managed separately.

Developing and implementing the services should be based on an NSDI strategy. The strategy should outline how geo information services and products can be deployed in the public sector and how it would support the private sector value added products and developments as well as support the development of the key geospatial datasets and services. The strategy should be accompanied by required policies and standards and a narrative to politicians to explain geospatial information management benefits in political terms to gain support. This narrative should articulate the social and economic benefits and address potential skepticism of the transparency of information being placed on the policy agenda.

Option 3. Focus on measures to improve livelihood of rural households

Examples are access to finance and development of the rental market. Others would be soil fertility improvement, crop production improvement and building links to markets.

The possibility to combine REILA and AgroBIG into in one programme in the next phase[21] was assessed against the defined outcomes and impact of the draft Finland's draft country programme 2021-24. A comprehensive assessment of the opportunities and benefits of combining these programmes should be performed.

The MTR team acknowledges the following potential synergy effects:
• Synergies in building strong networks of cooperation with the regional and Woreda institutes
• Synergies in building strong relations with the Woreda and local community
• Shared resources such as local management, procurement, technical support, M&E, vehicles, office and materials
• Synergies in support activities such as capacity building (for instance for access to finance and rental agreements to increase productivity) and PIA.
• Use of the NRLAIS information would support use of Rural Land Administration Information Services and would improve agricultural development initiatives
• Better support to access to finance and development of the rental market would strengthen ability to improve livelihood and also strengthening the value of the rural land administration system through use of the SLLC and registration of the subsequent transactions.
• More effective use of the budgets to improve the livelihood of the rural households (more value for money)
• More potential, due to the larger (combined) budget, to gain appropriate entry of the programme to decision makers ar the regional level (E.g. Supervision by (deputy) president of the regional state instead of BoFED)

However the MTR team has concerns, which are related to the governance of a project which may be managed at different levels of the GoE or/and by different directorates.  Engaging the GoE and putting the Government in the driver's seat  will mean that the project will be run through the GoE. The effectiveness and impact will then also be highly dependent on the capacity of the GoE institutions to coordinate and implement the project together.

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[21] To join the programmes in the second half of REILA II while almost all budget items have already been allocated does not make sense. There has been no real effort to share any resources or outputs so far.

## 5. RECOMMENDATIONS

Following recommendations are drawn from the MTR's Findings and Conclusions.

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
| | **Relevance** | | |
| 1 | The REILA II project is aligned with Ethiopia's Perspective Plan 2020 – 2030, the Ethiopian Sustainable Land Management Investment Framework (ESIF-3), and SDGs 1.4, 2.1, 5, 13.1, 13.3. It is also aligned with the Finland's Development Policy 2020, with the country strategy between Ethiopia and Finland, 2021-2024 and the draft Country Programme for Ethiopia 2021-24.<br><br>It can be concluded that the project is very relevant. It delivers important building blocks towards the implementation of above policies and strategies. | The REILA II project should continue implementing activities and deliver results against its set objectives. | TA -team |
| 2 | The Second Level Land Certification (SLLC) under REILA II is perceived as very relevant by the direct beneficiaries in rural areas (landowners/ landless; women/men; old/youth; vulnerable groups). Surveyed beneficiaries state that the SLLC has helped them "to build confidence", gives them more security, reduces disputes, motivates farmers to take care of their land and makes women feel more safe. | Same as above | TA -team |
| | **Impact and effectiveness** | | |
| 3 | The REILA II programme has significantly contributed to achieving its targets related "to have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users."<br>Around 124 thousand households have secured their land rights through SLLC. The REILA II programme has achieved 69% of the revised target for distributed SLLC during 71% of the project time.<br>Up to June 2020, more than 486 thousand certificates were distributed.<br>By June 2020, the NRLAIS system was operational in 35 Woredas. The system supports continuous updating of land records which contributes to land tenure security, transparency and dealing with cross cutting issues. | The REILA II project should continue implementing activities and deliver results against its set objectives. | TA -team |
| 4 | The potential time lag between SLLC performed in the selected Kebeles of the REILA II Woredas and the Woreda achieving full NRLAIS operational status could have a serious impact on the registration. maintenance and transparency of the Woreda rural land administration system. | To protect the SLLC investments made by REILA II, the programme should ensure that that SLLC in the REILA II woredas is as soon as possible completed with priority by CALM. | LAUD, SVB |

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
| 5 | In Amhara, SLLC as collateral has improved access to finance.  Implementation in BG has not started yet. This is due to delayed implementation of regulation. | Access to finance is a clear benefit of SLLC. It is recommended that REILA II would start promoting access to finance with SLLC as collateral. Cooperation with AgroBIG II and its Women and Youth Loan Funds should be considered. | TA -team, SVB |
| 6 | While offline use of NRLAIS is possible, internet connectivity a critical component to allow support, maintenance, data exchange and back-up. Currently, internet connections are not available in most WLAOs. | To ensure relevant support to the user community and to secure effectiveness of NRLAIS operational status, actions should be taken to ensure that WLAOs have proper internet connection. | LAUD |
| 7 | The MELA system is a fundamental component for quality assurance and quality control. The system is still in a consultative stage and so no benefits can yet be derived from it. The original MELA programme milestone for June 2020 has not been met. Currently REILA II is working together with LIFT to customise the LIFT MIS system to support the CALM programme. | Implementing a full-scope MELA system, covering all identified indictors is not recommended for completion in the REILA II programme. The MTR recommends to focus on a subset of indicators, covering step I till VI of the RLAS Implementation roadmap. These steps are:  SLLC, NRLAIS operational and WLAO operational, land user engagement, Front office at Kebele level, improving the benefits of formal transacting.   The indicators should include result-oriented indictors and indicators for quality assurance and control (including GESI and cross cutting issue related indicators). | LAUD, TA - team, SVB |
| 8 | Considering the quality aspects of the SLLC processes along with the relevant process actors, the MTR established deficiencies. These deficiencies could have had an impact on gender equality and social inclusion aspects, overall completeness and accuracy of the SLLC and data maintenance of the NRLAIS system.<br><br>Re-allocation of REILA II resources and revised targets to support the CALM objectives has led to reduced focus on the original objectives of REILA II, especially with regard to SLLC. | Improve supervision, monitoring and evaluation of the quality of SLLC, PIA activities and intermediate results:<br><br>• M&E process and data quality should be audited in the field.<br>• Monitoring and evaluation of the quality of the SLLC and PIA activities and intermediate SLLC results should be strengthened through field cross checking.<br>• TA support Amhara should be re-established to support Quality assurance and Quality control.<br>• Based on Audit results M&E capacity on project level may need to be strengthened.<br>• Assure that proper priority is given to completing SLLC in the non-REILA II Kebeles by CALM.<br>• Bring SLLC activities under the CALM programme. | REILA II, LAUD, SVB |

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
| 9 | **Cross cutting issues**:<br>The SLLC data from two regions report 24% female headed households, 19% male headed households and 53% married couples. These figures indicate that at a household level, women are more or less equally represented as that of men.<br><br>However, these figures do not give any certainty of the correct representation of women in case of polygamy (The M&E indicators do not give enough detail and are not reported continuously over time).<br><br>Next to thorough baseline assessments of the household composition at the start of the SLLC activities for a Kebele, GESI results are highly depended on the quality of the execution of the SLLC and PIA activities and can only be assured through close monitoring and evaluation of the quality of the SLLC and PIA activities and intermediate results.<br><br>The SLLC data from two regions indicate that at a household level, women are more or less equally represented as men. The data on subsequent transactions from Amhara[22] however shows a clear prevalence of male beneficiaries, which does not align with the SLLC observed household composition ratios. | Establish and included accurate baseline information of household composition.<br><br>PIA indicator for Reach (under target group for SLLC) should be be added.<br><br>Monitoring and evaluation of the quality of the SLLC and PIA activities and intermediate SLLC results should be strengthened as described in the recommendation number 8. | TA -team |
| | **Efficiency** | | |
| 10 | The actual costs per parcel are below target in Amhara and, despite challenges, on target in BG. | Continue monitoring the cost structure and search for possible further efficiencies. | TA -team |
| 11 | In July 2019, the SVB approved the allocation of REILA II TA and key Subject Matter Expert capacity to support LAUD in the implementation of land programmes, including CALM.<br><br>The targets for central NRLAIS TA support funded by REILA, have been raised from 25[23] to 174 Woredas by June 2021[24]. At the end of June 2020, 35 NRLAIS installations were reported operational.<br>As a result of the reallocation of REILA II resources and revised targets to support the CALM objectives there is reduced focus on the original objectives of REILA II, especially with regard to SLLC. | REILA II should focus on the deliverables that the programme is uniquely positioned to do. It should concentrate on i) NRLAIS functionality development, maintenance and support to the regional rollout team and ii) MELA development and deployment.<br><br>The SLLC activities should be handed over to the CALM programme no later than August 2021. | SVB, LAUD |
| 12 | NRLAIS operations are facing NRLAIS service disruptions and ongoing staff turnover (due to structural factors such as comparatively low | An action plan should be developed based on an assessment of NRLAIS issues related to for getting the status | TA -team |

[22] Report: Gender disaggregated subsequent transactions by transaction type in Amhara January – June 2020
[23] Source: inception report REILA II
[24] Approved by SVB June 2020

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
| | renumeration, missing performance incentives, insufficient management attention). | NRLAIS operational and for keeping the status NRLAIS operational.<br><br>Relevant sector developments should be assessed to early identify latent needs for new functionality before it becomes manifest so that IT development can support business processes timely and effectively. | LAUD with TA support |
| | The set-up of NRLAIS support and maintenance organisation and user community needs be able to support the growing number of Regions and Woredas with an NRLAIS which operates with a minimum of service disruptions. | The CALM NRLAIS support and maintenance organisation should be scaled up. It should deliver the necessary capability and capacity (including an approach to tackle staff turnover) to support the growing number of Regions and WLAOs.<br><br>MELA indicators on service delivery by WLAOs and the support organisation should be implemented. | |
| | **Aid Effectiveness** | | |
| | Related to the aid effectiveness, the NRLAIS system is already being used by all main SLLC programmes and it can be concluded that the NRLAIS system will continue to be used by all the main SLLC programmes in the land sector including CALM. NRLAIS is also recognised as the source for rural land administration information system, which other information systems intend to build on (Commercial Agriculture Management Information System, Urban land administration system). | The REILA II project should continue implementing activities and deliver results against its set objectives. | TA -team. |
| | **Sustainability** | | |
| 13 | SLLC, NRLAIS, MELA, PIA and TVET are all essential components towards a sustainable Rural Land Administration System in Ethiopia.<br><br>These components will only be sustained when RLAS is fully functional and when it has reached operational, institutional and financial sustainability. This is currently not the case and given the challenge and the scope and size of REILA II, not achievable by REILA II. | REILA should focus its efforts on outputs where it has provided or can provide comparative advantage.<br>• Focus on MELA development and deployment.<br>• Focus on NRLAIS functionality development, software maintenance and support to the regions.<br>• TVET | TA -team, LAUD, SVB |
| | The development of the rural land administration system has captured momentum (institutional capacity build-up by CALM, number of NRLAIS operational and the coming years' SLLC targets). Many development partners have joined the effort to further develop the Rural Land Administration System towards operational, institutional and financial sustainability. | Align all land sector initiatives/donor programmes (related to improve land tenure security, good land governance, GESI, improve rural livelihood, ..) with the roadmap towards sustainability of RLAS. | LAUD |

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
| | The capacity of RLAUD and the regions is improving but still limited. The CALM program aims to develop an effective GOE capacity. However, TA support from development partners will be necessary to support the GOE in their efforts to reach the required operational, institutional and financial capabilities. | (REILA II Extension could support LAUD with an assessment of the content of building blocks which need to be in place for the implementation of RLAS implementation phases III till VI (see figure section 4.5)). | |
| | **Programme Design, Management and Implementation** | | |
| 14 | The 2019 KPMG audit highlighted a number of improvement areas for the programme and the MTR also noted the complex programme governance set-up and challenge to transparent decision-making. Programme management and control is not yet comprehensively established. | Establish an action log with due dates and responsible persons to support comprehensive follow-up of the actions agreed at the SVB. | SVB |
| 15 | The NRLAIS maintenance contract provides opportunity to leverage both for central and WLAO level needs.<br><br>By the end of June 2020, the remaining unutilised maintenance budget was EUR 530 000. This is still a very substantial part of the available maintenance support. The current contract does not provide for a timeline extension, there is no opportunity to use the budget beyond mid-year 2021. | The MTR team see an urgent need for the NRLAIS IT team to:<br>- Review legal provisions in the contract and identify possible options to extend beyond mid 2021.<br>- Alternatively fill the pipeline to ensure full use of the budget.<br>- Gather all known NRLAIS bugs and anticipated functionality extensions.<br>- Identify all WLAO NRLAIS operational related pain points and any additional impediments to the sustainable functioning of the system in the Woredas.<br>- Prioritise fixes for known bugs and perform an urgent feasibility assessment to fast track the design, development and testing of new functionality.<br>- Increase central IT capacity where needed, to be able to fully leverage the maintenance budget.<br>An extension of maintenance contract needs to be negotiated. | TA -team |
| | **Project Risk Assessment** | | |
| 16 | The REILA II programme has an established risk assessment and reporting process, with a Risk Matrix encompassing a broad spectrum of risk factors. The MTR observed materialised risks and has made recommendations to address these. | Considering potential project impacts arising from the worsening security and political situation, the REILA II programme should consider several measures.: | LAUD |

| | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
| | The situation related to Risk factor 1.1a highlighting the further decline in the human rights situation and political and democratic freedoms has been evolving during the MTR. | - To establish a potential exit strategy or means to effectively pause the REILA II work in the short term<br>- To secure the SLLC data by creating a comprehensive, validated data back-up and off-line copies etc. | |
| | **REILA II Extension** | | |
| 17 | SLLC, NRLAIS, MELA, PIA and TVET are all essential components towards a sustainable Rural Land Administration System in Ethiopia. Specifically, NRLAIS, MELA and TVET are relevant for all development activities in the land sector and should therefore be sustained and further strengthened by REILA II during the extension.<br><br>The project team has reported that as per current financial planning, the REILA II budget up to August 2021, will have a potential carry-over of EUR 1 million. The option of EUR 700 000 for TA services is an additional amount, over and above the EUR 1 million carry-over. | Before commencing follow-on actions, a new plan for the extension should be submitted.<br><br>The extension should not provide further support for SLLC operations. This should be left to LIFT UP, CALM and potentially other programs.<br><br>The extension should ensure continuity of NRLAIS (functionalities, software maintenance, technical support) till August 2022 and should give assurance to bridge funding gaps in funding till the next support programme starts.<br><br>The action plan for the extension should include:<br>- Design of the future maintenance and support organisation which should achieve maintenance and support service levels with minimal disruptions at Woreda, regional and federal level. The design should be scalable and should not only support IT related matters but also the broader functioning of RLAS.<br>- Ramp up of MELA (see 18)<br>- Development of the curriculum for fast track courses (see 19)<br>- Execute assessment of the challenges and deliverables in REILA III related to land use right holder engagement.<br>- Execute assessment of the challenges and deliverables in REILA III related to improvement of livelihood rural households. | MFA, Finnish Embassy, SVB, MOA |

|  | FINDINGS AND CONCLUSIONS | RECOMMENDATIONS | RESPONSIBLE |
|---|---|---|---|
|  |  | - Support NSDI-information services related study for development of legal framework on intellectual property, freedom of information, information sharing, pricing, licensing of rural land administration data. |  |
| 18 | MELA has still not been developed and implemented. | MELA should now be ramped up quickly. It should not be limited to the small set of CALM indicators for SLLC and NRLAIS but should effectively include M&E results and quality indictors required during the implementation of the rural land administration system during phase I SLLC, II NRLAIS operational, III WLAO operational, IV Awareness campaigns, V land holder engagement and VI front office at Kebele level. | ~~LAUDS~~VB |
| 19 | The current throughput of the training institutions is limited and needs to increase quickly and significantly. The existing TVET program need to be distributed to other regions. There is a need for a significant increase of trainers and budget for equipment. There is also a need to introduce fast track courses. | Under the extension REILA II should already start to assess the curriculum for fast-track courses. | SVB |
|  | **REILA III** |  |  |
| 20 | The draft Country Programme for Ethiopia 2021-24 defines under "Impact 2: People in rural Ethiopia are empowered to enjoy sustainable growth and decent livelihoods" with 3 outcomes:<br>• People in rural Ethiopia have land tenure security and are empowered to participatory land management to mitigate land degradation<br>• Land administration system in Ethiopia is improved and the sector is transparent and harmonized<br>• Agriculture provides a decent and sustainable livelihood to people in (selected) rural areas in Amhara regional state<br><br>A future contribution should be assessed against the above outcomes and the challenges the rural land administration system faces to sustainably deliver against these outcomes. | The MTR recommends to continue to give support towards establishing sustained land tenure security with a focus on GESI, transparency, accessibility of the services and value creation of the rural land administration system during subsequent transactions.<br><br>REILA should, given the size of the project, not commit to large scale implementations but stick to development of best practices.<br><br>- Focus on sustained land use right holder engagement<br>- Focus on RLAS information services - NSDI<br>- Focus on further measures to improve livelihood rural households | MFA, Finnish Embassy , MOA |

### 6. LESSONS LEARNT

The Ethiopian land administration sector has been steadily evolving over the past decades. Development partners from many countries (e.g. Germany, Finland, Sweden, UK, US etc.) and international institutions (e.g. World Bank) have been active in the sector and invested significant budgets. REILA I started 2011, thus Finland has supported REILA I and REILA II for almost 10 years. The Finnish budget for REILA I was 12.8 million EUR and for REILA II 7.1 million EUR, thus the Finnish support in total has been about 20 million EUR.

The MTR findings show that, supporting the land administration sector is a long-term process. After 10 years and 20 million EUR of investment there is still much to be done, although Finland has focussed only on a limited part of the GoE's national process. In Ethiopia more than 80% of the population's livelihood depends on the success of their farming. Land tenure security is therefore vital for them. And having land tenure security creates trust that improvements to the land and investing in the land will be beneficial. The result of the SLLC is a certificate which proves the rights to land by a specific land user. REILA has supported this activity for many years and thereby has provided a tangible and beneficial result for the land users.

But SLLC result is a baseline, it shows the rights of land users at a certain point in time. An important moment, but people continue to be involved in changes of the land rights. People inherit, receive land as a gift, exchange, mortgage their rights, rent out land or, in some cases, are expropriated. To make sure that land tenure security is sustained, these changes need to be recorded. However, for many reasons, people will not record their transactions. This needs to be studied and reasons to not do so need to be taken away. Farmers need to understand the benefits and if they are not sufficiently there it needs to be dealt with.

When considering possible continuation of REILA III, Finland should utilise lessons learnt and design the intervention within the context of the ongoing large scale programmes. These are large scale programmes which are product oriented. Land user right holder centred programs are however very important to create land use right holder engagement. Taking this user perspective, REILA III could support the development of best practices to increase the value of the rural land administration, improve land use holder engagement, make the services more accessible, create the needed flexibility. Cross cutting elements could be GESI and transparency through M&E.

Another aspect when considering the possible continuation of REILA III, would be to increase the synergies between programmes in the rural land sector with the objective to improve land tenure security, good governance, gender equality and alleviate poverty. Better coordination could optimise the use of scarce resources and would make it more viable for REILA to focus its efforts on outputs where it has provided or can provide comparative advantage in the future. Examples of such best practice leadership is MELA and NRLAIS. Considering sustainability aspects, the focus could be to develop, enhance and implement best practices for effectively maintaining the registration to ensure land tenure security is sustained.

**Annex 1.      Terms of Reference for the REILA 2 MTR by MFA Finland**

*Date*: 20.1.2020 *Intervention Code*: 23816871 *Prepared by*: ADD

# Responsible and Innovative Land Administration Project REILA, phase II
## Terms of Reference for the Mid Term Review

## 1.  Background to the review

### 1.1.    Programme context

#### 1.1.1.  Overall development  context of Ethiopia

Ethiopia is one of the low-income countries in the world with a per capita income of 783 USD. With about 102 million people (2016), Ethiopia is the second most populous nation in Africa. The Ethiopian population is growing at an average rate of 2.6 percent per year implying that with this rate the population may exceed 130 million by 2030. In the last fifteen years, Ethiopia has been one of the fastest growing economies in Africa with broad-based growth averaging near 10 % a year. Ethiopia is aiming to achieve lower middle-income status by 2025.

In 2018/9, Ethiopia has gone through drastic changes. The next elections are planned to take place this year. Several economic and legislative reforms are ongoing. Yet the economic growth depends heavily on agriculture, which accounts still 40% of the GDP and it is also a major source of export earnings and provides livelihoods for most of the people. Continued agriculture-based growth is, however, a challenge. Similarly, having adequately land for farming and income from the agricultural products becomes increasingly a challenge with the growing population.

In Ethiopia, land degradation is one of the main causes of low agricultural productivity, food insecurity, and rural poverty. Approximately 80 % of the country's land surface is prone to moderate or severe soil degradation. The Government of Ethiopia considers that the land degradation problem can be reduced with increased land tenure security.  Hence, in 2008, the Ethiopian government launched *Ethiopia Strategic Investment Framework* (ESIF) to promote and scale up sustainable land management activities. ESIF has six interrelated component areas, including "improving the land administration and certification system".  Both the 3rd phase of ESIF for 2020-24, a new version of Rural Land Administration and Use Proclamation (2005) and new Land Use Policy are expected to be published soon. The Ethiopian second *Growth and Transformation Plan* (GTP II) is being implemented in 2015/16-2019/20. For supporting implementation of the GTP, the government developed *Agricultural Sector Policy and Investment Framework* (PIF) 2010/11-2019/20 to guide policy and investments in the agriculture sector. The *Agriculture Growth Programme* (AGP) was developed to mobilize public investment, especially donor support, to accelerate agricultural growth. Increased land tenure security is seen as crucial to the success of AGP as it provides incentives to farmers to adopt improved technology.

### 1.2.    Description of the programme to be evaluated

Finland has committed itself to support ESIF and the other Ethiopian policies related to land administration with REILA II.  The project is managed by the Directorate of Rural Land Administration and Use (RLAUD) at the Ministry of Agriculture (MoA). The first phase of REILA was implemented in 2011-2017. The second phase of REILA started in September 2017 and will last until August 2021. The overall budget of the second phase is 8.8 million Euros, Finland contributing with 7.1 million Euros. The outcome target of REILA II is **"To have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users."**

REILA II aims to answer to the Ethiopian government's development needs. It is based on the priorities of the Finland's Development Policy and Finland's country programme with Ethiopia. The programme also responds to the SDG 1.4, regarding securing land tenure rights with legally recognized documentation and SDG 5.a, regarding women's equal right and access to ownership and control over land. REILA is helping to combat climate change by addressing land degradation and promoting sustainable land management. When farmers have clear rights to their land they take better care of it, and invest more into it.

The main result areas of REILA II are:
1) Improved regional land administration and increased and certified land tenure security for land users
2) Improved capacity for federal and regional land administration for planning, management and coordination, and for accurate and efficient land surveying
3) Improved supply of skilled manpower to the land administration sector

The ultimate beneficiaries of REILA II are the current and potential holders of land use rights, be that individual, joint or communal land holders, or private sector investors in agriculture. A particular aim of the Finnish support is that the rights of women, the poorest and vulnerable people as well as the future rights of the youth are addressed and safeguarded. The total number of beneficiaries are expected to be over 400.000 households (about 2, 2 million people).

MoA has mandated REILA II to have a lead responsibility in developing National Rural Land Administration Information System NRLAIS and sector wide M & E system. Thus, Reila II activities have concentrated in the land administration sector's system development, in addition to the land registration activities in Amhara (8 Woredas) and Benishangul Gumuz (6 Woredas) regions. The system development activities are described in annex 4.

The main challenges of the implementation of the programme have been:

- The security situation, especially in Benishangul Gumuz region, has been challenging during REILA II implementation, hindering the access to part of the target Woredas. Also the counterpart funding in BG has been very limited.
- The high staff turnover in the regional and Woreda land administration offices requires constant training and capacity building and that all the land administration systems are user friendly.
- The government institutions at all levels have weak capacity. E.g. RLAUD needs technical assistance from other land projects, including REILA II, to start the implementation of the new WB financed CALM programme, which brings USD 165 million to the sector.
- The sector has several big separate donor programmes. Although there is good coordination between the programme, it is important to have functioning systems to facilitate the harmonization and alignment  of the programmes.

## 1.3.    Results of previous evaluations

The Mid-Term Evaluation of REILA I was arranged in April-May 2015. The evaluation considered the project very relevant both for Ethiopian and Finnish development policies. Quantitative targets of parcels registered were not fully reached, but the capacity building and system development parts were considered successful. A better functioning M&E system was recommended to be developed for REILA and for the whole sector. A Performance Audit was carried out in September 2019. It analysed the management and administration issues of the programme and provided recommendations for the programme implementation in these areas.

## 2. Rationale, purpose and objectives of the review

A mid-term review (MTR) of the REILA II project will be carried out in February-March 2020. The purpose of the MTR is to provide an independent view of the implementation of REILA II. It is to analyze needs of possible revisions and to provide recommendations to improve the project implementation. The MTR should assess the progress of the REILA II project and its opportunities to reach the set results and outcomes both at the federal and regional level. The MTR findings and recommendations will be studied and discussed by the Supervisory Board and decisions will be taken accordingly. The MTR should also assess the need to continue the REILA project after its foreseen end in August 2021.

## 3. Scope of the evaluation

The MTR should cover the period from the start of the  inception phase of the REILA II project (September 2017) and cover the  activities/ results  both for the federal level (RLAUD) as well as for Benishangul Gumuz and Amhara regions.

REILA II project is working in close cooperation with the other land administration programmes such as LIFT (DFID), RLLP (WB), LGAP (USAID), S2RAI (German) and CALM (WB). The MTR should cover also coordination and synergy established with the other stakeholders in the sector.

## 4. Issues to be addressed and evaluation questions

The evaluation criteria to be applied and the key evaluation questions are presented below:

**Relevance**
- To analyse if there are any changes or new relevant policies, strategies or legislation, in Ethiopia or in Finland, the project should be further aligned with. Also to analyse the relevance of the project to the achievement of the SDGs.
- How  relevant the project is to the  direct beneficiaries in rural areas (land owners/ landless; women/men; old/youth; vulnerable groups)

**Impact and effectiveness**
- To analyse how well the project is contributing/ expected to contribute to achieve its target "to have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users." What are the main reasons behind achievement/not achievement of main result areas?
- Has the project had impact on national/regional policies, strategies and funding? To analyse how well the NRLAIS and MELA programmes can be used to increase the transparency and effectiveness of the land administration.
- To analyse how beneficiaries are using the land certificates
- To analyse, how well the HRBA and cross cutting issues (gender equality, non-discrimination and promotion of climate resilience) are integrated in the programme design and implementation and will they bring the planned outcomes. How can information from NRLAIS/ MELA be used for monitoring the crosscutting issues (e.g.  women's share in inheritance, land quality and its linkage to  climate change data)?
- Collect lesson learnt of different stages/components of the project implementation

**Efficiency**
- To measure the efficiency of the programme, not only in the cost of registration per parcel, but also how efficiently the funding has been used in developing the systems for RLAUD/land administration sector.

- MoA has mandated REILA II to have lead responsibility in developing NRLAIS and sector wide M&E system. Is the current TA structure functioning for this purpose or does it require changes?
- Does the risk management take adequately into account the political/security context, financial issues, and programmatic issues that may affect the programme implementation?

**Aid effectiveness (Effectiveness of aid management and delivery)**
- How well harmonization, complementary and alignment is functioning in the system development carried out by REILA II with the other land projects? How about in regards to other relevant activities and programmes?

**Sustainability**
- How likely is it that the project achievements will continue after the external support (financial and human) has ended? (especially SLLC, NRLAIS, MELA, PIA, TVET)
- How to improve the management capacity and ownership of GoE/ MoA/ RLAUD and regions in the Land Administration development?  What are the major challenges?
- Is there a need to continue the project after the Phase II has ended? If continued, to which direction it should be developed: 1) to continue focus on  federal/ regional level system development; 2) to connect land administration to  agriculture development  activities like has been done in the LIFT programme, e.g. should the AgroBIG II and Reila II projects be combined? 3) to  any other direction
- Analyse major future trends in land sector in the region.

## 5.  Methodology

The consultant is expected to combine different methodologies, both quantitative and qualitative, to gather and validate information and feedback. The key methods may include:
- analyses of key documentation (annex 1);
- briefing meetings with MFA and Embassy of Addis Abeba;
- consultations in Finland (MFA desk officer, sectoral advisers, home office coordinator);
- mission in Ethiopia with consultations  at the national, regional (Amhara and Benishangul Gumuz)  and Woreda levels with the  government officers and project beneficiaries;
- consultations with other projects supporting the land administration  in Ethiopia;
- consultation with the programme staff

The detailed appraisal methodology is left to the MTR consultant team to be proposed during the tendering process.

## 6.  The evaluation process and time schedule

The MTR should be carried out in February-March 2020 including  inception and desk study phase, field mission to Ethiopia, presentations of the key findings in Ethiopia, reporting and  final presentation of the  MTR recommendations. Detailed work plan is left to be prepared by the MTR consultant team.

## 7.  Reporting

The MTR team should prepare the following reports/ presentations:
- Inception report ( 2 weeks after the start)
- Presentation on the field findings (at the end of the mission)
- Draft final report (2 weeks after the mission)
- Final report (one week after receiving comments from RLAUD, MFA)

- Presentation on the evaluation findings and recommendations

Each deliverable is subjected to specific approval. The review team is able to move to the next phase only after receiving a written statement of acceptance by the MFA. The reporting schedule is included in the contract.

## 8. Quality assurance

The tenderer is requested to propose and implement a quality assurance system for the MTR. The proposal must specify the quality assurance process, methodology and quality assurance person.

## 9. Expertise required

The MTR will consist of 2-3 experts: one international expert as a team leader and 1-2 national experts. The team should have solid experience in development programme reviews and evaluations, in land administration, land information system, capacity building / land administration education and in M&E. The team should have experience in integrating crosscutting objectives in project planning, implementation, monitoring and evaluation: Promotion of human rights and gender equality, non-discrimination and climate resilience. Experience from Ethiopia is a benefit for the international expert.

## 10. Budget

The total available budget for the evaluation (excluding VAT) is maximum 59.000 Eur.

## 11. Mandate

The review team is entitled and expected to discuss matters relevant to this review with pertinent persons and organizations. However, it is not authorized to make any commitments on behalf of the Government of Finland.

**Annexes:**
Annex 1: MFA evaluation manual (https://eoppiva.zapter.io/evaluationmanual2018)
Annex 2: Outline of the Evaluation Report https://um.fi/documents/384998/0/Template_Outline_Evaluation_report_181122.docx/567a6c5f-3284-8f37-6bc7-9122fc4c3d93
Annex 3: Evaluation report quality checklist (OECD/DAC and EU standards) https://um.fi/documents/384998/0/Checklist_Quality_Evaluation_Report_2018.docx/dbc2768f-bb8c-5b49-f242-7b0f5733dc0a
Annex 4: System development activities by REILA II
Annex 5: REILA II project document
Annex 6: REILA II annual plans and progress reports
Annex 7: Performance audit report 2019
Annex 8: Minutes of the REILA II SVB meetings
Annex 9: REILA I MTE report
Annex 10: Ethiopia Strategic Investment Framework (ESIF)
Annex 11: Agricultural Sector Policy and Investment Framework (PIF)
Annex 12: Agriculture Growth Programme (AGP)

**System development activities by REILA II**                                    **Annex 4**

**Development and use of the Second Level Land Certificate (SLLC) system**
The Second Level Land Certification (SLLC) system was developed during REILA I phase. The system is based on using aerial photographs for boundary identification. REILA has focused SLLC implementation in the core programme *Woredas* in Amhara and Benishangul-Gumuz (BG). So far

REILA has provided the registration for more than 500 000 parcels (120 000 families and around 0,6 million people). The registrations show that the owner of the land has been a woman in 19 %, a man in 12 % and jointly owned in 64 % of the cases. The registration process includes also a lot of Public Information and Awareness Building (PIA) work on the land rights. In total there are over 50 million parcels in rural Ethiopia. Today, regional governments and other land projects, such as DFID funded LIFT and WB funded CALM, apply the method throughout the country. To date, almost 13 million parcels are registered through SLLC by government and projects. This means that about three million families (15 million people) are already covered by SLLC. In Amhara, it has been possible since 2018 to use a land certificate as a guarantee for a bank loan and the other regions are following the example.

### National Rural Land Administration Information System NRLAIS
The most significant outcome of REILA I and II has been National Rural Land Administration Information System (NRLAIS), which is a comprehensive software system for handling land registration and land-related transactions (inheritance, divorce, gift etc.) and for issuing land holding rights certificates. NRLAIS has replaced paper-based registration. NRLAIS is currently operational in 29 *Woredas,* more than one million parcels have been migrated to the system and more than 500 people have been trained to use or administer it.  To guarantee functionality of the NRLAIS system, a maintenance service agreement was prepared recently. Other land projects (LIFT, CALM etc.) have committed over €100 million in budget for scaling up NRLAIS to provide hardware investments, end-user training, and operational support. REILA II remains responsible for the NRLAIS software and system development and support, in-depth training and countrywide coordination. The government has plans to make the system operational in 280 *Woredas* during the next five years. LGAP (USAID) programme is piloting to use NRLAIS  also for urban land administration.

### Technical vocational education training TVET
REILA I developed a formal technical vocational education training (TVET) programme in Benishangul Gumuz, on rural cadaster and land registration. The TVET course has now been running three years solely with BG regional government funding. REILA II and Oromia Government are now establishing TVET course for Oromia with the same curriculum. In addition to TVET training, REILA has also developed a Master's degree that civil servants can study over several years without leaving their jobs.

### Development of a Nationwide Land Sector Monitoring and Evaluation System MELA
The project has recently started a new development called MELA (Monitoring and Evaluation for Land Administration). It will make use of NRLAIS data and produce information for decision-making. MELA is expected to serve not only the land sector but also other sectors that benefit from land use data.

### National Spatial Data Infrastructure NSDI
REILA II is supporting Ethiopian Geospatial Information Agency in developing National Spatial Data Infrastructure NSDI process. It will be capitalised on NRLAIS data.

## Annex 2. List of Documentation

| Nr | Author(s) | Year | Title | Organisation |
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| 3 | MoA | 2015 | Agricultural Growth Program II (AGP-II), Program Design Document, January 2015 | MoA |
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| 8 | IMF | 2015 | Country Report No 15 September 2015, http://www.afdb.org/en/countries/east-africa/ethiopia/, http://www.worldbank.org/en/country/ethiopia/overview#1 | IMF |
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| 10 | Eskedar Zelalem Mengistu, Tommi Tenno, Tarek Zein, Bernd Eversmann, Tigistu Gebremeskel Abza, Yohannes Reda, Adam Podolcsak | 2018 | Digital Cadastre with Manual Land Tenure Systems Scaling Up in Ethiopia | Interconnected World, 19-23 March 2018 |
| 11 | Meeraph Habtewold & Thomas Dubois | 2019 | Drone and Tablet Piloting Report. Testing of new methods for cadastral surveying. 20.11.2019 | MoA, SLMP, REILA. |
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| 16 | MFA, Finland | 2016 | Finland´s development policy. PowerPoint. 12 slides. | MFA, Finland |
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| 79 | NIRAS | 2019 | Your Global Partner in Land Tenure and Management | NIRAS |
| 80 | REILAII TA -TEAM Tommi Tenno | 2020 | Responsible and Innovative Land Administration in Ethiopia II 2017 – 2021 Annual report (January to June 2020) 4th Nov 2020 | REILA/NIRAS |
| 81 | SvB | 2020 | REILA II SvB Meeting Minutes June 12 2020 | SvB |
| 82 | REILAII TA -TEAM Tommi Tenno | 2020 | REILA ll, Budget, July - Dec/2020 & Jan - June/2021 | NIRAS |
| 83 | NIRAS | 2020 | REILA II Progress update January-March 2020 | NIRAS |
| 84 | REILAII TA -TEAM Tommi Tenno | 2020 | REILA II Targets Dec. 2020 – June 2021 | NIRAS |
| 85 | REILAII TA -TEAM Tommi Tenno | 2020 | REILA II Work Plan July 2020 - June 2021 | NIRAS |
| 86 | REILAII TA -TEAM Tommi Tenno | 2020 | Risk matrix, Updated May 2020 | NIRAS |
| 87 | NIRAS | 2020 | Project targets July– Dec 2020 and Jan-June 2021 | NIRAS |
| 88 | NIRAS | 2020 | COVID-19 adaptation plan | |
| 89 | NIRAS | 2020 | REILA II GoF Budget planned and used, 1-6/2020 | NIRAS |
| 90 | NIRAS | 2020 | REILA ll, Budget, July - Dec/2020 & Jan - June/2021 | NIRAS |
| 91 | NIRAS | 2020 | Disaggregated  Certificate distribution performance January to June 2020, Amhara | NIRAS |
| 92 | NIRAS | 2018 | AgroBIG II Programme Document Revised October 1 2018 | NIRAS |
| 93 | Enrico Neumann, LIFT M&E Manager Dr. David Cownie, SIAPAC | 2020 | 2019 SLLC Outcome survey report | LIFT |
| 94 | Amhara | 2020 | Overview NRLAIS issues Amhara | RLAO Amhara |

| Nr | Author(s) | Year | Title | Organisation |
|---|---|---|---|---|
| 95 | NIRAS | 2020 | Disaggregated  Certificate distribution performance January to June 2020 | NIRAS |
| 96 | United Nations | 2018 | Women's Land Rights and Tenure Security in the Context of the SDGs Situation Analysis Report Ethiopia 2018 | United Nations Entity for Gender Equality and the Empowerment of Women |
| 97 | MFA | 2020 | Country Strategy for overall cooperation between Ethiopia and Finland, 2021-2024 | MFA |
| 98 | MFA | 2020 | Theories of Change and Aggregate Indicators for Finland's Development Policy 2020 | MFA |
| 99 | GoE | 2020 | Electronic Transaction Proclamation', Proclamation number 1235/2020. | GoE |
| 100 | Belay Demessie Yazew, Ph.D | 2020 | Impact of COVID-19 on Rural Land Administration Systems in Ethiopia | GIZ/RLAUD |
| 101 | GoE | 2020 | Ethiopia 2030: The Pathway to Prosperity Ten Years Perspective Development Plan (2021 – 2030) | GoE |
| 102 | UN/MoFEC | 2020 | United Nations Sustainable Development Cooperation Framework, 2020 - 2025 Ethiopia | UN/MoFEC |
| 103 | MFA | 2020 | Finland's Africa Strategy: Concept Note Draft 8 October 2020 | MFA |
| 104 | UNWomen | | Getting it Right from Planning to Reporting: A guidance tool on quality women's land rights data and statistics | UNWomen |
| 105 | Ethiopian Economic Association /MCD Magis MBA | 2018 | Study on Improving the formal registration of land transactions. Final Study Report Prepared for the DAI/HTSPE Ltd LIFT Programme, September 26, 2018. | Ethiopian Economic Association/ Ethiopian Economic Policy Research Institute |
| 106 | LIFT | 2020 | Copy of Transaction report of sporadic transaction in NRLAIS from sep 2019 onwards | LIFT |
| 107 | Abebaw Abebe, Gladys Savolainen, | 2019 | MISSION REPORT 28 August-26 September 2019, GESI Amhara and BG | NIRAS/RLAUD |
| 108 | Abebaw Abebe, Gladys Savolainen, | 2019 | ISS and NSS proposed actions on PIA and overall SLLC Alternative PIA approach during COVID-19 time | NIRAS/RLAUD |

| Nr | Author(s) | Year | Title | Organisation |
|---|---|---|---|---|
| 109 | M.C.D. Magis MBA | 2019 | Business case Rural Land Administration Information Services | LIFT |
| 110 | NIRAS | 2018 | Upgraded IS/IT strategy for NRLAIS 2017-2021  Version 1.2 final draft | REILA II |
| 111 | REILAII TA -TEAM Tommi Tenno | 2020 | Responsible and Innovative Land Administration in Ethiopia II 2017 - 2021 ANNUAL REPORT (January to June 2020) DRAFT VERSION 6$^{TH}$ OCT 2020 | NIRAS |
| 112 | REILA | 2019 | Strategic roadmap for implementation of monitoring and evaluation of the land sector of Ethiopia (version 4) | REILA |
| 113 | Yohannes Redda, Cherinet Zewdie | 2020 | Quality Assurance and Quality Control System (QAQC) | REILA |
| 114 | Foziya Mushaga, Cherinet Zewdie | 2020 | Rapid Assessment Report on SLLC Process and Implementation of NRLAIS | REILA |
| 115 | Soloman Bekure Woldegiorgis, Miguel A. Sanjines | 2020 | Assessment of the urban and rural land information systems and options for integration | Tetra Tech ARD Innola Solutions, Inc |
| 116 | Orsolya Katona Ph.D. | 2018 | Operational Acceptance Test Report National Rural Land Administration Information System (NRLAIS) Software Version 2.1 May 2018 | - |
| 117 | Tamás Varga Péter Kongyik | 2018 | Code and Data Structure Review Report Operational Acceptance Test National Rural Land Administration Information System (NRLAIS) Software | Régens PLC |

## Annex 3. List of Stakeholders Consulted

| Date | Name | Position | Organisation | Email | Phone | Place of meeting |
|------|------|----------|--------------|-------|-------|------------------|
| **INCEPTION PHASE** | | | | | | |
| 18.2. | Michel Magis | Senior consultant in LIFT and CALM programs | MMMC Value Innovation and Strategy | mm@mmmconsulting.nl | 0031646155556 | Amsterdam Netherlands |
| 20.2. | Tommi Tenno (skype) | CTA, REILA II | NIRAS, TA office | tommi.tenno@niras.fi | - | Helsinki (Manketti) / Addis Ababa |
| 20.2. | Niina Käcklund-Burton | Administrative and Project Officer | NIRAS | Niina.KacklundBurton@niras.fi | - | Vantaa (NIRAS) |
| 20.2. | Esa Haapasalo | Home Office Coordinator, AgroBIG II | NIRAS | esa@niras.fi | +358404560188 | Vantaa (NIRAS) |
| 20.2. | Gladys Savolainen Buenavista | Senior Consultant, short-term for REILA II | NIRAS | Gladys.SavolainenBuenavista@niras.fi | - | Vantaa (NIRAS) |
| 21.2. | Tauno Kääriä | Senior Consultant, REILA1 MTR | TANECON | tauno.kaaria@tanecon.fi | - | Helsinki (Manketti) |
| 22.2. | Maija Hyle | HOC, REILA2 | NIRAS | - | - | Phone call: Finland - Amsterdam |
| 24.2. | Chris Paresi | Senior Consultant in LIFT program | - | - | - | Voorhout Netherlands |
| 26.2 | Marjaana Pekkola Sanna-Liisa Taivalmaa | Counsellor, Natural Resources Senior Adviser | MFA Finland | marjaana.pekkola@formin.fi Sanna-Liisa.Taivalmaa@formin.fi | +251 911 507 826 +358 50 526 5630 | MFA Finland / TL via phone |
| **FIELD MISSION AND MAIN PRIMARY DATA COLLECTION OCTOBERI-NOVEMBER** | | | | | | |
| 5.3. | Andy Smith | LIFT TL | DAI | Andy.smith@liftethiopia.com | +251 (0) 935 319336 | LIFT Office |
| 5.3. | Marjaana Pekkola Eshetu Workafeharu | | Embassy of Finland, Ethiopia | - | - | Finland Embassy |
| 5.3. | Dr. Zerfu Hailu CTA Tommi Tenno | REILA II Team | - | - | - | REILA office |
| 6.3. | Tigistu Gebremeskel | Director | - | - | - | RLAUD |

| Date | Name | Position | Organisation | Email | Phone | Place of meeting |
|---|---|---|---|---|---|---|
| **MTR FIELD MISSION** | | | | | | |
| 12.10 | Ato Tesfaye Ashine | RLLP coordinator | ANRS Bureau of Agriculture | | +251927669018 | Bureau of Agriculture |
| 12.10 | Birhan Tufa | Regional Technical Assistant | Amhara REILA | Birhantura @gmail.com | +25191143352 | RLAU bureau |
| 12.10 | Yirega Getinet | Rural finance customer manager | ACSI | Yirgagetnet @yahoo.com | +251918779702 | ACSI office |
| 12.10 | Ato Anteneh Dagnew | Deputy head of the Bureau | ANRS RLAU | | | RLAU – ANRS office |
| 12.10 | Abay Kindie | LIFT coordinator | Amhara LIFT | Abayekindie @yahoo.com | +251918706005 | LIFT coordination office |
| 14.10 | Demisachew Agegnehu | IT specialist RLAU | ANRS RLAU | ND | +251918709726 | RLAU – ANRS office |
| 13.10 | Niguse Tegegne<br>Mekuriaw Marew<br>Sisay Takele<br>Etagegn Nigusie (F)<br>Yidagnu Zemene (F)<br>Enkayehu Abebanew (F)<br>Addisu Balewugize (M) | KLC Chair<br>KLC Secretary<br>KLC Members<br>SLCC beneficiary<br>Loanee@ 8000ETB<br>Loanee @ 30,000ETB<br>Lonee@11,000 ETB | Kebele land admin committee<br>LiboKemekem woreda – Yifag kebele | ND | +251975113538 | Yifag Kebele center<br>Yifag Kebele center |
| 13.10 | Adane Bizualem<br>Zewudu Ayalew<br>Firdyawukal Mekunat<br>Misganaw Moges | Land admin. Team leader<br>GIS expert<br>Registration expert<br>Registration expert | LiboKemekem woreda RLAU staff | | | |
| 13.10 | Ato Teju Muchie | Justice Office head | LiboKemekem Justice office | NA | +251918713374 | Libo woreda Justice office |
| 14.10 | Ato Tilahun Fetene<br>Molla Fered<br>Yilakal Tayachew | RLAU office head<br>Land admin Team leader<br>GIS expert & Focal person | Bahir Dar Zuria woreda | NA | +251934588062<br>+251986037474<br>+251988211779 | Bahirdar zuria RLAU office |
| 15.10 | Birhanu Muchie<br>Yenesew Necho<br>Enkuayehu Debasu | Office head<br>LA team leader<br>IT expert | Yilmana Densa woreda | NA | +251948849144<br>+251953806926 | Yilemana densa RLAU office |
| 15.10 | Ayenew Girma | NRLAIS support expert | Federal NRLAIS coordinator - Amhara | ayenew.gir @gmail.com | +251918096124 | Yilemana densa RLAU office |
| 19.10 | Debash Yidersal | REILA technical Assistant | BG Regional land | yidersal.d2016 @gmail.com | +251911592840 | BG LAUD office |

| 19.10 | Amhed Rahama<br>Muleta Bizu<br>Gemechu  Erana | LAUD Derector director<br>GIS expert<br>Land admin Team leader | BG Regional land admin,<br>Env't and Investment<br>Bureau | NA | +251913155665<br>+251910071210<br>+251193206452 | BG LAUD office |
|---|---|---|---|---|---|---|
| 19.10 | Abebech Adisu | Gender expert | BG  LAUD Women and<br>Youth Unit | NA | +251913395460 | BG LAUD office |
| 19.10 | Harum Abudulikader<br><br>Ahmed Beshir<br><br>Yosefe Geleta | Land admin, Env't and<br>Invest.office head<br>Land admin. Team leader &<br>focal person REILA<br>Land admin expert | Bambsi woreda<br>Bambsi woreda<br>Bambsi woreda | NA | +251942430263<br>+251932945641<br>+251942429323 | Bambasi LAUD office |
| 19.10 | Asrat Bizuyehu | Chief Operation office | Assosa BCSI | NA | | BCSI office |
| 20.10 | Andulem Tilahun | Land admin expert and Focal<br>person for REILA | Assossa Woreda | NA | +251910807567 | LAUD Assosa Office |
| 20.10 | Gizachew  Kasshun | Instructor | BG TVET | NA | +251943378069 | BG LAUD office |
| 20.10 | Damot Kefeale<br>Aragaw Yidersal<br>Desta Mekuriaw<br>Aminat Ebrahim | Data encoder<br>Team leader<br>Data encoder<br>Data encoder | Assosa Woreda  contract<br>staff – (6yrs, 7yrs and 2<br>yrs experaince) | NA | +251920246120<br>+251931537097 | LAUD Assosa Office |
| 20.10 | Baye Chanie<br>Tesfaye Baye<br>Aminat Muhie (F)<br>Ayelo Tegegne<br>Mohamed Shehu<br>Tegen Bekalu<br>Yeshi Mamo (F)<br>Ali Muhie Yesuf<br>Abdi Muhie | KLC chair<br>Member of KLC<br>Member of KLC<br>Elder representative<br>Kebele chair man<br>Resident<br>Resident<br>Resident<br>Resident | Assossa woreda –Amba<br>12 kebele | NA | | LAUD Assosa Office |
| 21.10 | Gashaw Shimo<br><br>Muluneh Getachew<br><br>Amsayew Agoma | Communication affairs<br>Director<br>Focal and land admin.<br>Regist.expert<br>GIS & IT Team leader - | Regioanal GIS, FP, | NA | +251917893583<br><br>+251912430032<br><br>+251911684055 | BG LAUD office |
| 7.10.<br>10.10.<br>11.10. | Tigistu Gebremeskel | Director | RLAUD | tigistug@yahoo.com | +25191121718 | Virtual meeting |

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|---|---|---|---|---|---|---|
| 12.10.<br>14.10.<br>23.10. | Marjaana Pekkola | Counsellor, Natural Resources | Embassy Finland | marjaana.pekkola@formin.fi | +251911507826 | Virtual meeting |
| 12.10.<br>23.10. | Eshetu Workaferahu | | Embassy Finland | Workaferahu.eshetu@formin.fi | N.A. | Virtual meeting |
| 12.10.<br>19.10. | Dr. Zerfu Hailu | DTL | REILA II /NIRAS | Zerfu.hailu@niras.fi | +251918340086 | Virtual meeting |
| 14.10. | Andy Smith | LIFT Programme manager | DAI | andy.smith@liftethiopia.com | +251935319336 | Virtual meeting |
| 14.10. | Gladys Savolainen Buenavista | Senior Consultant, short-term for REILA II | NIRAS | Gladys.SavolainenBuenavista@niras.fi | | Virtual meeting |
| 14.10. | Meeri Komulainen | CTA | AgroBIG / NIRAS | cta@agrobig.org | +251909541964 | Virtual meeting |
| 15.10. | Yohannes Redda | Responsible staff member for NRLAIS system development and maintenance and management | REILA II /NIRAS | yowred@gmail.com | +251910437215 | Virtual meeting |
| 19.10. | Christian Mesmer | Project Manager S2RAI | GIZ | Christian.mesmer@giz.de | +251996855145 | Virtual meeting |
| 21.10. | Dr. Tulu | Managing Director | Ethiopian Geo-Spatial Information Institute (EGII) | | +25121614353 | Virtual meeting |
| 22.10. | Zemen Haddis, PhD | Senior Agricultural Policy Adviser<br>USAID Land Governance Activity and Policy Team Lead | LGAP (USAID) | Zemen Haddis, PhD | +251929929726 | Virtual meeting |
| 23.10 | Gezachew Abegaz | LIFT coordinator | LIFT | | +251911405613 | Virtual meeting |
| 23.10. | Arto Haapea | Head of Development cooperation | Embassy Finland | N.A. | N.A. | Virtual meeting |
| | Cherinet Zewdie | M&E Expert | RLAUD | c.zewdie@gmail.com | +2512032885 | Virtual meeting |
| 11.11. | Shwekena Aytenfisu | Land Administration specialist | WB: CALM: Climate Action through Landscape Management | sabab@worldbank.org | +251911064738 | Virtual meeting |
| 11.11. | Shwekena Aytenfisu | Land Administration specialist | WB's RLLP: Resilient | sabab@worldbank.org | +251911064738 | Virtual meeting |

## Annex 4. Evaluation Matrix

| Evaluation Criteria | Evaluation question related to each criterion in the ToR | Indicators for the questions for each criterion | Source of data and/or methods for collecting data |
|---|---|---|---|
| **Quality of project identification and formulation process** | - Adequacy and clarity of the stakeholder analysis (clear identification of end-users, beneficiaries, sponsors, partners, and clearly defined roles and responsibilities in the project(s)). <br> - Adequacy of project M&E design. | - How the stakeholder analysis was done and was the M&E part of the design | - Project documents |
| **Quality of project design** | - Clarity, consistency and logic of the Results Framework, results hierarchy from activities to outputs, to outcome and to impact. | - Quality of project log frame); <br> - How often the result framework is updated and reviewed <br> - Is the result framework attached to quarter, bi-annual and annual reports | - Project documents; <br><br> - Partners interview: how many times result framework and ToC are reviewed by the TA team |
| **Relevance** | - To analyze how the project problem identification, ToC and intervention logic are aligned with country and beneficiaries needs? <br> - To analyze if there are any changes or new relevant policies, strategies or legislation, in Ethiopia or in Finland, the project should be further aligned with. <br> - Also, to analyze the relevance of the project to the achievement of the SDGs. <br> - How relevant the project is to the direct beneficiaries in rural areas (land owners / landless; women / men; old / youth; vulnerable groups) | - GoE land related policies <br> - Land registration legislation <br> - GoF development policies/country strategy; <br> - Needs assessment of immediate beneficiaries <br> - Public display events | - Background documents <br> - Interviews with national agencies <br> - Interviews with other stakeholders and beneficiaries |
| **Impact and Effectiveness** | - To analyze how well the project is contributing/expected to contribute to development needs of beneficiaries and the country at large (e.g. poverty reduction and improved NRM); <br> - How well the project is on track to achieve desired results and impacts, i.e. achieve its target "to have an improved and appropriate land administration system for Ethiopia and improved land tenure security for rural land users." What are the main reasons behind achievement/not achievement of main result areas? <br> - Has the project had impact on national/regional policies, strategies and funding? To analyze how well the NRLAIS and MELA programs can be used to increase the transparency and effectiveness of the land administration. | - Productivity increment <br> - Income increase <br> - Private initiatives for land related funding. <br> - How well NRLAIS and MELA are used to increase transparency and effectiveness of the land administration. <br> - How beneficiaries are using the land certificates. | - Income survey/productivity survey report in the project sites; <br> - Interviews with national agencies; <br> - Interviews with other stakeholders |

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|---|---|---|---|
| | - To analyze how beneficiaries are using the land certificates (e.g. in improving their access to finance).<br>- To analyze, how well the HRBA and cross cutting issues (gender equality, non-discrimination and promotion of climate resilience) are integrated in the program design and implementation and will they bring the planned outcomes. How can information from NRLAIS/MELA be used for monitoring the crosscutting issues (e.g. women's share in inheritance, land quality and it linkage to climate change data)?<br>- Any unplanned positive or negative impacts from the program<br>- What best practices and lessons can be learnt for up- and out-scaling?<br>- Any sign of adoption by other agencies for up-scaling (Collect lesson learnt of different stages/components of the project implementation). | - Are HRBA and cross-cutting issues integrated in the program design and implementation.<br>- Does the HRBA and cross-cutting issues bring the planned outcomes?<br>- Is NRLAIS/MELA used for CC MEL? If yes, how? | - NRLAIS and MELA use analysis / study including HRBA and cross-cutting issues<br>- Land certificates use analysis / study |
| **Efficiency (progress in achieving outputs and planned activities with available resources; and how well the program is managed and monitored to deliver on plans)** | - To measure the progress made in delivering targets set for the program (e.g. number of SLLC issued vs plans: TVET trainings, etc); at what cost are these achieved; not only in the cost of registration per parcel, but also how efficiently the funding has been used in developing the systems for RLAUD/land administration sector.<br>- Are coordination, management and financing arrangements clearly defined and do they support efficient implementation of the program operations?<br>- Is the timescale and/ resource allocation reasonable to implement activities and deliver results?<br>- MoA has mandated REILA II to have lead responsibility in developing NRLAIS and sector wide M&E system. Is the current TA structure functioning for this purpose or does it require changes?<br>- Does the risk management take adequately into account the political/security context, financial issues, and programmatic issues that may affect the program implementation?<br>- Does the program has structured log frame; implementation plan, efficient program management structure? To what extent are activities implemented and outputs achieved as scheduled? If there are delays how can they be rectified?<br>- Are funds committed and spent in line with the implementation timescale? If not, why not?<br>- How well activities are monitored by the project and are corrective measures taken if required? | - Cost of registration per parcel<br>- Financial disbursement analysis and comparison to other programs<br>- TA efficiency index<br>- Risk management system existence and how it is used<br>- Achievements against plans<br>- Response to KMPG audit<br>- Investment Fund procedures, process and use | - Financial reports and progress reports<br>- Other program reports<br>- Work plans<br>- KPMG audit |
| **Aid effectiveness (Effectiveness of aid management and delivery)** | - How well harmonization, complementary and alignment is functioning in the system development carried out by REILA II with the other land projects?<br>- How about in regards to other relevant activities and programmes? | - Land Development Efficiency index: compared to other land projects.<br>- Efficiency Index: comparison to other relevant activities and programmes. | - Interviews with national agencies<br>- Interviews with other stakeholders |

| | | | - Minutes of the governance bodies' meetings<br>- Other programs' reports |
|---|---|---|---|
| **Sustainability (continuity of program initiative)** | To what extent are the program positive actions and results likely to continue after the end of the program?<br>Do positive actions support institutional strengthening, skills transfer and local ownership?<br>Is the sustainability strategy (handing over strategy to partners) fully understood by the partners?<br><br>Result sustainability:<br>- How likely is it that the project <u>achievements</u> (results) will continue functioning after the external support (financial and human) has ended? (e.g. NRLAIS; SLLC; TVET training in LA, etc.). What strategies are put in place for this?<br><br>Financial Sustainability: how likely is sustainability of funding to ensure continuity and up-scaling of project initiatives (especially SLLC, NRLAIS, MELA, PIA, TVET) (e.g. any sign of government allocating budget?)<br><br>Institutional Sustainability and Governance:<br>- How well human and institutional (material) capacity built to ensure continuity? Trained staff stability; integration of LA structure into existing institution or new institution being established etc.<br>- What is the level of ownership of the program at federal and regional levels? How well engaged are government institutions?<br>- What are the major challenges?<br>- Is there a need to continue the project after the Phase II has ended? If continued, to which direction it should be developed: 1) to continue focus on federal/regional level system development; 2) to connect land administration to agriculture development activities like has been done in the LIFT program, e.g. should the Agrobig II and Reila II projects be combined? 3) to any other direction<br>- Analyze major future trends in land sector in the region<br><br>In addition sociopolitical, technical and environmental sustainability will be assessed if relevant. | - How well other programmes have adopted REILA II achievements and expressed interest to continue these activities?<br>- Capacity analysis of GoE/MoA/RLAUD<br>- Should the programme be continued?<br>- If the programme should be continued, what would be the ideal structure and focus?<br>- Future trend scenarios<br>- Lessons learnt | - Interviews with national agencies<br><br>- Interviews with other stakeholders<br><br>- Interviews with land registration officials, LACs and final beneficiaries<br><br>- Research papers, studies, interviews with international experts |

| | | | |
|---|---|---|---|
| **Project Coordination and management** | National Ownership and Stakeholder Involvement:<br>- The national management and overall field coordination mechanisms of the project have been efficient and effective<br>The consultant's management:<br>- Management, coordination, quality control and technical inputs have been efficient and effective;<br>- Changes in planning documents during implementation have been approved and documented appropriately;<br>- Financial Planning<br>Synergy benefits:<br>- Are there synergy benefits in relation to other MFA Finland's activities in the country or elsewhere<br>- Are there synergy benefits in relation to programmes run by other donors, NGOs, universities, companies<br>Gender Mainstreaming:<br>- is the gender mainstreaming done throughout the project management and implementation<br>Monitoring and self-evaluation of activities:<br>- Monitoring and self-evaluation was carried out based on indicators for outputs, outcomes and objectives;<br>- M&E activities were documented;<br>- M&E information was used for project steering and adaptive management | - Result framework | - Minutes of SVB steering committee, and TA team meeting<br><br>- Consultant's management system<br><br>- Programme's project management system<br><br>- Discussions with other programmes and other possible partners<br><br>- Documentation concerning gender mainstreaming |
| **Cross-cutting issues** | • Have practical and strategic gender interests been adequately addressed in the program? If so, how and to what effect? If not, why not? If yes, explain.<br>• Has the program been planned and delivered on the basis of a gender-differentiated approach? Is there evidence for that?<br>• Human rights aspect and climate and environmental impacts aspect will be also assessed | - No of Women head HH, Orphans, people with disabilities who has access to SLLC | - Reports and interviewees |

**Annex 2. REILA II Results framework, updated end of 2019 situation.** *The expected Impact is: People in rural Ethiopia have land tenure security and are empowered to participatory land management*

| I | Impact Level Results Indicators | Unit of Measure | Baseline | End of Project Target | Status by 12/2019 | Status 6/2020 | MTR ASSESSMENT ON ACHIEVEMENTS REILA II BASED ON THE INDICATORS | Data Source/ Methodology | Responsibility for Data Collection | Description (Indicator Definition and Description) | Assumptions |
|---|---|---|---|---|---|---|---|---|---|---|---|
| I.1 | Second level land certificates are distributed to land holding households in **14 woredas** | Female-headed household | 11 284 | 54 189 | 31 673 | 41385 | 70 % | Weekly monitoring reports from the woredas | Woreda, region LA office and LAUD | *Definition:* Households are covered by SLLC and have land certification in their possession. 7/2020 end of project target is corrected because Amhara parcel target was increased by SVB June 2020. *Description*: Rural land certificates are produced and are in the possession of the landholders. Female-headed households comprise divorced, widowed, or unmarried women, or households where the female is otherwise the identified head of the household. 'Married couples' includes households where the husband has one or more wifes. Male-headed household refers to a household where there is no wife (e.g., male by himself, male with children but not married [e.g., widower], and similar. The ratio of land holding HHs is calculated based on the first phase (REILA I) data. | 1) LAUD will be able to coordinate donor activities and interventions so that LA in Ethiopia can reach an efficiency level as foreseen in the LGAF document. Establishment of the M&E system for LA will help LAUD in the coordination of the task. |
| | | Married couples | 26 838 | 121 920 | 70 121 | 91972 | 69 % | | | | |
| | | Male-headed household | 8 662 | 44 068 | 23 705 | 31940 | 66 % | | | | |
| | | others | 981 | 8 585 | 5 390 | 6466 | 72 % | | | | |
| | | **Total** | **47 765** | **228 061** | **130 889** | **171763** | 69 % | | | | |
| I.2 | Subsequent transactions based on second level land certificates increases in 14 woredas | Female-headed household | 0 | 3 % | no overall disaggregated data | no overall disaggregated data | Overall data not available | | Woreda, region LA office and LAUD | *Description*: This excludes credit transactions, as it is collected separately. We have not been able to collect comprehensive data systematically. The data that has been received has been reported in the bi-annual reports. | 1) The target is based on assumption and it may have to be altered after we get more information and experience. 2) The assumption is that all transactions triggered by individuals are processed by the land administration office. |
| | | Married couples | 0 | 3 % | no overall disaggregated data | no overall disaggregated data | Overall data not available | | | | |
| | | Male-headed household | 0 | 3 % | no overall disaggregated data | no overall disaggregated data | Overall data not available | | | | |
| | | others | Not avaialable | 3 % | no overall disaggregated data | no overall disaggregated data | Overall data not available | | | | |
| | | **Total** | | **3 %** | 1,1 % | No data | The 1,1% level of subsequent transactions registered implies that at least 64% of the real world transactions are not registered | | | | |
| | | % of the parcels that are used as guarantee in credit transactions | 0 | 4% of SLLC certified parcels, from REILA I and II, are registered for credit | - | - | The figures from Amhara show that the current % of the parcels used is far under the target of 4%. Currently it is about 0,4% of the households | | Woreda land administration office and MFIs. | *Description*: This indicator needs to be clarified. We can report amount of new loans during the reporting period and an average amount of loan in the reporting period. However, other categories, % of SLLC parcels, % of households are not clear as we don't have information how many of the earlier loan are still valid and if some households have taken a new loan after paying back the first loan. | 1) No other barriers to advancement of credit exist. i.e. it is assumed that there will be political support for credit transactions both in BG and Amhara. 2) Micro-finance institutions (MFIs) are willing to work in the Programme area. 3) The assumption is that all transactions triggered by individuals are processed by the land administration office. |
| | | % of households from the total with SLLC who have accessed credit using their SLLC as guarantee | 0 | At least 1% of households reached by SLLC are registered for credit | - | - | The figures from Amhara show that the current % of the parcels used is far the target of 1%. Currently it is about 0,4% of the | | | | |
| | | Birr per transaction | 0 | average 30,000 Birr | 60000 | 71,500 Birr | Data related to Woredas in Amhara | | | | |
| I.3 | Infrastructure for NRLAIS is in place in five regions and it is operational and achieves critical mass in use. | # regions | 2 | 5 | 5 | 5 | Not verified yet by World Bank | Tigray, SNNPR, Amhara, BG, Oromiya. | LAUD and REILA II | *Definition*: This indicator measures the number of regions, where the necessary office, hardware, local area networks (LAN) are built and operational for NRLAIS. Internet infrastructure is also an objective, but currently difficult to achieve in most of teh woredas. | 1) LIFT contributes to NRLAIS roll-out MIS development with customisation and sharing platform and existing MIS data. 2) If LIFT provides IT infrastructure for at least 120 woredas and SLMP to at least 112 woredas and they assist in the data surveys to acquire information to design infrastructure and plan implementation. |
| I.4 | The second level land certification process results in reduction in land related disputes | land related cases proportion of all cases on the woreda courts | 21 % | TBD after studies in 2019 | no data | no data | No data available | woreda courts | REILA II and land administration offices at differerent levels | *Definition*: 21% baseline is based on different studies and it means that 21% of all the cases in the woreda courts are land related. *Description*: | It turned out that measuring SLLC impacts on court cases is a complicated matter and requires several years on continuous monitoring. This information is not gained directly, it requires visiting the courts and analyszing their records, this on the other hand would require expert resources. REILA M&E experts resources were focused on other priorities after CALM project arrived in the sector. |
| I.5 | Climate-smart land uses increased | % | 0 % | TBD after studies in 2019 | no data | no data | No data available | woreda office of agriculture | Woreda, region LA office and LAUD | *Definition*: Proportion land area covered by perennial crops in SLLC issued kebeles. *Description*: Perennial crops are considered as per Government definitions. | 1) Increased land tenure security and access to finance is assumed to lead to investment in perennial crops, use of improved organic fertilizers, and soil and water conservation measures, which are protecting soils and capturing carbon. 2) Perennial crops are more likely on larger parcels where use is not constrained by size. Focus of this measure will be on situations where perennial crop investments make sense on the parcel. 3) Soil and water conservation measures are less constrained by parcel size, and land improvements in this regard are expected across a larger number of parcels, including small parcels. It turned out that measuring SLLC impacts on court cases is a complicated matter. This information is not gained directly, it requires field work and expert resources. REILA M&E experts resources were focused on other priorities after CALM project arrived in the sector. |
| | | % | 0 % | TBD after studies in 2019 | no data | no data | No data available | woreda office of agriculture | Woreda, region LA office and LAUD | *Definition*: Proportion of households implementing soil and water conservation measures such as terraces, soil bunds, gully treatment, biological conservation measures/planting trees or grasses, etc. in SLLC issued kebeles. *Description*: Measures are considered as per Government definitions which indludes both physical and biological measures as examples are mentioned above. | |

**Outcome 1: Equitable and transparent land administration system is established in RLAUD, Amhara, Benishangul-Gumuz and other regional states**

| I | | Unit of Measure | Baseline | End of Project Target | Status by 12/2019 | Status 6/2020 | MTR ASSESSMENT | Data Source/ Methodology | Responsibility for Data Collection | Description | Assumptions |
|---|---|---|---|---|---|---|---|---|---|---|---|
| O.1.1 | People benefitted from increased land tenure security (aggregated by gender) | People in female-headed household | 50 778 | 243 851 | 142 529 | 186 233 | 70 % | Woreda land administration offices. | Woreda and regional LA offices | *Definition*: The indicator measures the number of benefitted people. The indicator uses 4,5 people / household average, which is based on national average. To get the number of parcels (i.e. number of certificates see the indicator R.1b2. Target was changed 7/2020 because the Amara parcel target was changed by SVB 6/2020. | |
| | | People in households of married couples | 120 771 | 548 640 | 315 545 | 413 874 | 69 % | | | | |
| | | People in male-headed household | 38 979 | 198 305 | 106 673 | 143 730 | 66 % | | | | |
| | | people in other households | 4 415 | 38 634 | 24 255 | 29 097 | 72 % | | | | |
| | | **Total** | 214 943 | 1 026 275 | 589 001 | 772 934 | 69 % | | | | |
| | | # of regions NRLAIS institutionalised under REILA II that allows other actors to expand to new locations | 0 | 5 | see annual report | see annual report | Not verified yet by World Bank | The regions | LAUD, REILA II | *Definition*: The 5 regions reached during roll-out under REILA II and other programmes would yield institutional processes and systems that Government and other actors could use to produce monitoring data | 1) The fluctuation of staff will not be more then 60% among regional system administrators in two years time |

| O.1.2 | Equitable and transparent rural land administration and M&E systems established | M &E system for Land Administration (MELA) is in place with an integrated Management Information System (MIS) | 0 | 1 | see annual report | Routine monitoring of the sector wide system based on NRLAIS and SLLC indicators is operational. See annual report for details. | Needs to be substantiated. World Bank reported that the system during the field mission of October was not available yet. | REILA team | LAUD and REILA II | Definition: The strategic road map will define how much of the implementation REILA can do with its resources and how much is left left for other projects to finance/implement. Description: User friendly M&E system that integrates woreda, zonal and regional state data into a national monitoring and evaluation system with a single Management Information System existing in reached locations. System will allow Government to expand to other woreda, zones and regional states. | 1) That Government commits to invests in the system 2) That Government commit sufficient resources to scale up the system to additional woredas, zones, and regional states. 3) That target woreda, zones, and regional states engage in systems development and buy-in to the MELA system. |

| O.1.3 | REILA II collaborates with other projects, engaging with a range of stakeholders | number of areas of co-operation | 3 | 5 | 9 | 11 | | WB CALM (SLLC, NRLAIS, TVET), SLMP/RLLP (SLLC, NRLAIS), LIFT (NRLAIS, Access to Credit, MELA) and GIZ (SLLC, NRLAIS), GoE TVET agency (Curriculum development), AgroBIG (Access to credit), USAID (NRLAIS Urban). | REILA team | Definition : # of initiatives /collaborative events involving REILA II (see the collaboration events below in the discription)  Description : REILA 1 had, and REILA II will continue to collaborate with other projects. This relates to initiatives and systems adopted by the government system and other projects. These may include Imagery trial whcih is a surveying methodology like using Orthophoto, NRLAIS, the TVET concept, MELA and the collaboration with SLM in systematic registration in BG. These systems are adopted by the government and other projects. | Co-operation is supported by the government as it has been untill now. |
| | | financial contribution (Euros) | | 5.5 million | NRLAIS will be rolled out to LIFT, RLLP and CALM woredas. Reila has worked extensively to make this happen. These projects have budgets for NRLAIS roll out to 392 woredas in 5 years. Also USAID LGAP project wants to check the feasibility of NRLAIS to urban and continue collaborations. On Model woredas Reila co-operates with LIFT. On SLLC Reila co-operates with GIZ/EU and RLLP. On Access to Credit Reila co-operates with LIFT and AgroBIG. On investment land allocation and monitoring Reila is co-operating with GIZ | Over 100 million €. | The 100 miilion is the amount made available by other programmes to have NRLAIS and RLAS operational. | LAUD and other donors nad projects. | REILA team | | |

| Outcome 2: Rural land administration and land use capacity is increased in RLAUD, Amhara and Benishangul- Gumuz and other regional states |||||||||||

| O.2.1 | TVET graduates and Masters Degree graduates continue to work for or are absorbed by, the land administration sector | % | [baseline from REILA I on the number of graduates] | 85% of TVET graduates remain in rural land administration for at least 2 years | close to 100% | Over 85% remain in the sector. | Detailed REILA report confirms achievement. | | LAUD | Definition: Proportion of TVET graduates employed in rural land administration for at least 1 year beyond their contractual obligation  Description: The rural land administration sector will benefit from increased human capacity by the availability of TVET graduates | 1) Rural land administration authorities endeavour to create a working environment that is conducive to retaining these graduates. 2) Land administration authorities allocate sufficient resources to create a positive working environment for these graduates. 3) Rural land administration will enforce requirements that graduates stay at the rural land authority. As the graduate numbers become greater and time from graduation becomes longer it is not possible to monitor the careers of all graduates. |
| | | % | [baseline from REILA I on the number of graduates] | 85% of Masters Degree graduates remain in rural land administration for at last 2 years past their obligation | no data | No data available | | | LAUD | Definition: Proportion of Masters Degree graduates employed in rural land administration for at least 1 year beyond their contractual obligation Description: The rural land administration sector will benefit from increased human capacity by the availability of Masters Degree graduates | 1) Rural land administration authorities endeavour to create a working environment that is conducive to retaining these graduates. 2) Land administration authorities allocate sufficient resources to create a positive working environment for these graduates. 3) Rural land administration will enforce requirements that graduates stay at the rural land authority.     It is not possible to monitor careers of REILA I graduates and REILA II students have not graduated yet. |

| Output 1.1(Result Area R1a-b): Improved Land Administration system through NRLAIS system development |||||||||||

| R1 | Output Level Results Indicators | Unit of Measure | Baseline | End of Project Target | Status 12/2019 | | | Data Source/   Methodology | Responsibility for Data Collection | Description (Indicator Definition and Description) | Assumptions |
|---|---|---|---|---|---|---|---|---|---|---|---|
| R1a.1 ( 1.1.1) | Training is provided to staff to use, operate and maintain NRLAIS | # (Trainees) | 168 | 970 | 627 | 694 | The numbers reflect the fast increase of NRLAIS operational. Staff turnover in the land administration requires ongoing re-training. | REILA team | LAUD/ REGIONS/ WOREDAS REILA II | Definition : Number of trainees from woredas, zones and regions that will participate in NRLAIS training.  Description: This indicator measures the number of trained staff in 5 regions, 11 Zones and 150 woredas. The training is provided by IT support staff to the Ethiopian land administration in four stages, and REILA II staff, according to the roll-out plan: pilot, trial, Scaling up phase 1 and Scaling up phase 2.  Of the 500 additional trainees and 332 refresher trainees, an estimated 25 will be trained as trainers. [Work Package: 1] | 1) NRLAIS Maintenance contract is in place and provides training for trainers. 2)ITask will be trained immediately upon its formation. 3)This number could increase if other projects emulate the training of REILA II in other woredas (e.g., LIFT, SLMP on data migration training) 4) The 500 target number is based on the assumption that LIFT will establish all the necessary conditions for the provision of the training (in all 120 woredas). 5) LAUD and regions will appoint IT and GiS experts. |
| R1a.2 (1.1.2) | Infrastructure for NRLAIS is in place, operational, achieves critical mass in use and work packages focused on sustainability are delivered | # (Woredas) | 2 | 25 | 28 | 35 | Number of woredas is above end target. Not verified yet by World Bank | REILA team | LAUD and REILA II | Definition : This indicator measures the number of sites, where the necessary office, hardware and local area networks (LAN) are built and ready for installing NRLAIS. Internet infrastructure is also an objective, but currently difficult to achieve in most of the woredas. In 2019 government targets were made Reila targets, with understanding that many of the activities needed to reach the target are not in control of REILA. Description : This indicator also represents procurement of works and goods for offices, hardware, LAN equipment and internet provision as well as development of a roll-out MIS, which provides information for infrastructure design, roll-out planning and monitoring. | 1) LIFT contributes to NRLAIS roll-out MIS development with customisation and sharing platform and existing MIS data. 2) If LIFT provides IT infrastructure for at least 120 woredas and assist the data surveys to acquires information necessary to design infrastructure and plan implementation. |
| | | # zones | 0 | 11 | 0 | 0 | No comments | | | | |
| | | # (Parcel recorded) | 0 | 2 500 000 | 1 293 445 | 1 663 788 | 67 % | REILA/LAUD/LIFT | LAUD and REILA II | Definition : The parcels are migrated, loaded to NRLAIS and checked, cleaned. | 1) Government and LIFT allocate the required resources. |
| | | IT strategy work packages | 0 | 8 | This indicator is not relevant anymore | Not relevant | to be done in 2019 | REILA II | | Definition: 8 work packages are designed and delivered during Phase 2 of IT strategy  Description: 8 work packages will be designed and delivered covering IT Support, Budget, Knowledge, Monitoring and Evaluation, Land Use Planning and NSDI, Roll-Out, Rural-Urban Institutional Link, and Legislation (as provided in the IS/IT Strategy). | 1) That Government provides all required resources. |

| Code | Indicator | Unit of Measure | Baseline | End of Project Target | Status by 12/2019 | (status) | (comments) | Data Source/ Methodology | Responsibility for Data Collection | Description (Indicator Definition and Description) | Assumptions |
|---|---|---|---|---|---|---|---|---|---|---|---|
| R1a.3 (1.1.3) | NRLAIS pilots are successfully completed | # | 2 | 6 | 6 | 6 | Not relevant, system is operational | Reila / RLAUD | LAUD, REILA II | *Definition* : The number of pilot sites where the software passes the functional validation and usability tests. *Description* : Includes fixing system issues and upgrading systems accordingly. | 1) The Ethiopian Government supports the existing pilot sites to an extent that they operate as full scale pilots |
| **Output 1.2. Improving the land administration through increased certified land security to land holders** | | | | | | | | | | | |
| R1b.1 (1.2.1) | Government Staff trained on database management, cadaster, land registration and legal training on land laws | # of trainees | 1 510 | Baseline + 196 | done as part of NRLAIS training | Reported as part of NRLAIS training R1a1. | See R1a1 | | woreda,, region LA offices and LAUD | *Definition:* Number of trainees staff trained on database management. *Description:* Number of staff from public LA institutions trained how to manage and administer databases | 1510 government staff took on the job trining which is not idnetified on the training types |
| | | | | Baseline + 260 | | Training of contracted surveyors is reported in R1b4. During 1-6/2020 there was no other new completed training. Cumulative REILA II government staff training on land administration in 2018 and 2019 is reported in the annual report 1-6/2020. | Not verified | | woreda,, region LA offices and LAUD | *Definition:* Number of trainees in cadaster and land registration. *Description:* None | |
| | | | | baseline + 308 | | Reported in R1b5. | See R1b5 | | REILA II/LAUD | Definition: Number of trainees in land laws Description:REILA II will provide trainings to the legal public sector of land administration offices including lawyers, judiciary, women's taskforces and others to become aware and familiar with new and upcoming legislation dealing with LA. | |
| R1b.2 (1.2.2) | Systematic registration undertaken on rural land | # of parcels | 195 434 | 898 594 | 532 050 | 682 277 | 69 % | | Woreda, region LA office and LAUD | *Definition:* Number of parcels registered in target areas *Description:* REILA II tracks progress against this to the point of registration, not certificate distribution/ collection. End of the project target changed according to SVB 2020 June decision. | 1) Cost of full cycle registration of single parcel is calculated as 5€ per parcel for Amhara and 9 € per parcel for BG excluding aerial photograph and vehicle procurement. |
| R1b.3 (1.2.3) | Public information and awareness activities undertaken | # of people who participate in PIA events | | | | | # of people who participate in PIA events is not a good indicator for reach among the target group in general and GESI specifically. Indicator should be the share of target group reached by 1 or more events? There is no information on the effectiveness of the communication message. | woredas | Woreda, region LA office and LAUD | *Definition:* PIA activities undertaken in the target woredas and kebeles. *Description:* PIA activities are undertaken to support SLLC and information. In addition to moniotring the number of activities, REILA II will keep track the number of participants, disaggregated by sex and other relevant social parameters. The PIA activities include awareness regarding the land holders' legal rights and the underlying land law to community groups, womens' land rights in MHHs, awareness to KLACs, women task forces or womens' affairs staff and others for wider dissemination of tenure rights to the community. This will be given through grassroots level institutions by woredas, field teams/para surveyors. other gov't staff and community representatives are also part of the PIA participants to raise their level of awareness on land rights. There is no direct legal aid in REILA II project. | Government allocated its budget to the PIA activities as defined in the inception report. |
| | | KIA training | 5443 | 16,343 (10900+5443) | 11 458 | 13 069 | Reach and effectiveness should be measured | woredas | woredas | Key information agents (KIAs) trained. | |
| | Actuals perforamnce | Public meetings/awareness | no data | | baseline+196079 | baseline + 239389 | Reach and effectiveness should be measured | woreda officers counting the number of attendees | woredas | The SLLC PIA campaigns try to reach the land holders at several phases of the SLLC process: demarcation, public display, certificate issuance etc. Also, in one phase of the process the same people might be reached several times in different events. In addition, more than one participant of a household might attend PIA events. Because of these reasons the participation should be interpreted more as number of participations rather than number of people reached. | |
| | | total | | | 207 537 | 252 458 | Reach and effectiveness should be measured | | | | |
| R1b.4 (1.2.4) | Para-surveyors trained on cadaster and land registration | # of trainees | 420 | 1876 (1456+ 420) | 542 | 735 | Not verified | woredas | REILA II/LAUD | *Definition:* Number of contracted workers trained in SLLC processes. *Description:* None | Regions carry out the training as in REILA I. |
| R1b.5 (1.2.5) | Public Legal Training on land laws | # of trainees | REILA I | REILA I + 278 | REILA I +71 +81 | no new training. | Not verified | | 0 REILA II/LAUD | Definition: Number of people trained in land laws Description: REILA I had legal aid oficers, but REILA II does not have budget for them i.e. REILA II does not have budget for legal training of the public. Reila II is roviding legal training for land administration officers, lawyers and judiciary. | |

**Output 2.1 ( Result Area R2a):  Improved capacity for MoANR/RLAUD and Regional Land Administration Bureaus in planning, management and coordination;**

| R.2a-b | Output Level Results Indicators | Unit of Measure | Baseline | End of Project Target | Status by 12/2019 | | | Data Source/ Methodology | Responsibility for Data Collection | Description (Indicator Definition and Description) | Assumptions |
|---|---|---|---|---|---|---|---|---|---|---|---|
| R2a.1 (2.1.1) | Monitoring and Evaluation for Land Administration (MELA) system established | # | 0 | 1 | see annual report | See O.1.2 | MELA currently only supports CALM. WB reports: Result Area 2, M&E information is being collated manually, but automation of this system is the current challenge. | LAUD M&E Reports REILA II Reports | LAUD, Regions, zones, woredas, REILA II | *Definition:* An integrated Monitoring and Evaluation System is developed to land administration and it is also able to measure GESI across a range of variables . *Description:* Data from implementation streams will yield a MELA system. These streams comprise meta-monitoring of key indicators incorporating relevant indicators from NRLAIS. | 1) That Government commits to, and invests in, system functioning across REILA II target woreda, and other locations outside of REILA II across the rural land administration sector overall or gets other donors to finance these. 2) That Government invests sufficient resources (or secures the resources from donors) and scales up the system to additional woredas, zones, and regional states. 3) That Government invests in system development to incorporate alternative livelihoods (e.g., pastoralism). 4) That target woreda, zones, and regional states engage in systems development and buy-in to the M&E system. 5) That the national level engages in systems development and buy-in to M&E system. 6) That Government commits to external evaluation. 7) That Government commits to implementing a human rights based approach to engagement of stakeholders, including land holding households, with attention to gender, vulnerability and other factors. |
| R2a.2 (2.1.2) | Train REILA II team and stakeholders in the use of the M&E and reporting Manual | # | 0 | 40 | Training provided | Training provided to all REILA woredas. | Not verified | REILA II Report | REILA II | Definition: Number of Trainees from REILA II woredas, Zones, regions and LAUD on the use of the newly developed rural land administraiton Monitoring and Evaluation System. Description: Trained personnel have ability to cascade the approach to other staff | 1) Regions assign the right experts who have ability to grasp the training better, professionally more close to M&E task so that they can easily cascade the knowledge and demonstrate to others |

| | Output Level Results Indicators | Unit of Measure | Baseline | End of Project Target | | | | Data Source/ Methodology | Responsibility for Data Collection | Description (Indicator Definition and Description) | Assumptions |
|---|---|---|---|---|---|---|---|---|---|---|---|
| R2a.3 (2.1.3) | Management Information System (MIS) developed for MELA | # | 0 | 1 | not developed | The system designed. | MELA currently only supports CALM. WB reports: Result Area 2, M&E information is being collated manually, but automation of this system is the current challenge. | MIS Manual and Databases | LAUD REILA II | *Definition:* A Management Information System comprising an operational Manual, Databases, and other relevant materials<br><br>*Description:* An MIS system that is used for data entry, data storage and report generation will be established. The system will eventually be part of MELA and its function will be to extract information for analysis, reporting, monitoring and evaluating.<br>The system will have a functionality of notification (alert) in order to identify level of achievements . | 1) As per MELA above.2) It also assumes that the varied strands of data collection across various aspects of land administration, as well overall ministry functioning (procurement, human resource development, legal development, etc.) will be fully supported by Government. |

**Output 2.2  ( Result Area R2-b) : Improved capacity for EMA in supporting accurate and efficient land surveying**

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| R2b.1 (2.2.1) | Support for the Continuously Operating Reference Station (CORS) hardware, network software system to the Ethiopian Mapping Agency | # | 4 | 6 | | The budget transferred to NSDI. | Not clear how this budget change relate to the outcome and impact targets for REILA II | EMA annual reports | EMA and LAUD | *Definition:*  REILA supports the procurement, establishment, installation and design of long-term cost recovery operation.. | Ethiopian Geospatial Information Institute will take full commitment to make the CORS to fully function and generate the intended information |

**Output 2.3 .( Result Area R3a-c):  Improved supply of skilled manpower to the land administration sector**

| R3 a-c | Output Level Results Indicators | Unit of Measure | Baseline | End of Project Target | | | | Data Source/   Methodology | Responsibility for Data Collection | Description (Indicator Definition and Description) | Assumptions |
|---|---|---|---|---|---|---|---|---|---|---|---|
| R3a.1 (2.3.1) | Scaling up of the TVET programme to other regions | # | 1 | 2 | One in Oromia started | no progress in 2020. | Oromia has not started yet | LAUD Annual reports | LAUD | *Definition* : TVET programme operational with curriculum, equipment, teachers and students in BG (baseline with system expansion), plus one additional TVET at the federal level.<br>*Description* : Level of courses in the TVET system for this measure are at 3 and 4. | 1) That LAUD will collect all relevant TVET materials for compilation to prepare relevant materials to be used in the three regions beyond BG<br>2) launching of the actual course of the TVET programme 3) GoE will finance most of the TVET as REILA II budget will be sufficient to cover only part of one TVET. |
| R3a.2 (2.3.2) | Students trained in TVET programme | # | 74 | 324 | 205 | 205 | 52 % | LAUD Annual reports, reports from TVET institutions | LAUD, TVET Institutions | *Definition* : # of students who are trained<br><br>*Description* : Students enrolled in the TVET programme in four regions are trained in levels 3 and 4 in land administration | 1) That there are sufficient qualified Ethiopians interested to enrol in the TVET Land Administration Programme.  2) That there is a focus on increasing the number of women trained<br>3) Necessary resources including funds are provided by MFA and the local authorities. |

**Output 2.4:  Increased supply of trained professionals for the land administration sector**

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| R3b.1 | Scholarships are provided to land administration staff | # | 53 | 78 | Education of 23 ongoing | Education of 23 ongoing | Delayed graduation due to COVID 19 | LAUD Annual Reports | LAUD | *Definition* : Scholarship students enrolled and funds disbursed<br>*Description* : This is designed to increase the high level capacity of officers in the sector. This programme will focus due attention on expanding the number of women trained, aimed at reaching a level of 50% women in the programme. This programme will include modules and/or courses on gender issues within the context of land administration. | 1)  That government will supply sufficient qualified candidates from the land administration sector. 2) That government commits to increasing the number of women trained to Masters level in land administration.3) That the universities where students attend either have modules or courses on gender issues and land administration, or will accommodate these. |
| R3b.2 (2.4.1) | NRLAIS is installed and accessible at relevant universities and TVETs | # | 0 | 8 | 0 | 0 | TVET should be able to train students in use of NRLAIS | TVETs and the universities | LAUD and REILA II | *Definition:*  NRLAIS simulators will be installed in 8 (6 universities & 2 TVETs) institutions.<br>*Description:*  NRLAIS simulators will be installed in these 8 institutions for the purpose of learning and practical education. The installation and training in use is aimed at these institutions being able to continue training in NRLAIS independently. | 1) All infrastructure is provided by the institutions.<br>2) It is expected that these universities have, or soon will have, sufficient and quality internet access to allow NRLAIS to function on the cloud. |

**Output 2.5. Increased skills of the land administration staff through short term trainings**

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| R3c.1 (2.5.1) | Persons trained in short term courses in land administration | # | 37 | 45 | - | See R1b1. | See R1b1. | LAUD Annual Reports | LAUD | *Definition* : Land administration staff and others attend short-term training.<br>*Description* : Training of land holding households focuses on improving an understanding of the requirements around land transactions, completing applications, etc. This is focused on building local capacity.  To the extent viable, training will take place in kebeles, and will endeavour to reach as many women as possible. | 1) That there are sufficient qualified people interested in enrolling in the short courses.                                2) That government will support these students coming from the land administration sector.<br>3) That there is focus on increasing the number of women trained through short courses. |

**Output 2.6. Increased skills and knowledge on land administration higher officials through exposure visits of good practices**

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| R3c.2 (2.6.1) | Decision-makers and senior experts are exposed to international practices | # | 59 | 75 | 72 | 72 | Not verified | LAUD Annual Reports | LAUD | *Definition* : # of additional officials to participate in international study tours<br>*Description* : This is intended to expand the range of experiences in land administration to allow decisionmakers to incorporate into their decisions lessons learned from relevant international best practices. At least half of the participants will be women. | Interantional expereinces and best practices will be acquired and incorporated  so that there will be better decision and knweledge based implementations and decsion making on land related daily activities |