



Certificate Uptake Survey Report

SIAPAC
MARCH 2017



Contents

Acknowledgements.....	2
Acronyms	3
Executive Summary.....	4
Introduction	6
Overview of the LIFT Programme's SLIC Activities	6
Methods and Approach.....	6
Field Implementation	7
Certification Status and Certification Process	10
Certificate Collection rationale	16

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This research was commissioned by LIFT but has been conducted by an independent consultancy and does not necessarily represent the views of LIFT.

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Acronyms

CSA	Central Statistical Agency (of the Government of Ethiopia)
DFID	Department for International Development
EETSP	External Evaluation Technical Service Provider
FHH	Female-Headed Household
FLLC	First Level Land Certification
ITSP	Internal Technical Service Provider
KLAC	Kebele Land Administration Committee
LIFT	Land Investment for Transformation
M&E	Monitoring and Evaluation
MHH	Male-Headed Household
na	not applicable
SLLC	Second Level Land Certification
SNNP	Southern Nations, Nationalities and Peoples
SPSS	Statistical Package for the Social Sciences
TOR	Terms of Reference
UK	United Kingdom

Executive Summary

Overview

This report presents findings from a rapid field investigation into perceived low levels of certificate uptake under Second Level Land Certification (SLLC) in the Land Investment for Transformation (LIFT) Programme area. The field study was carried out during January and February 2017, with analysis and report preparation conducted in March 2017.

Methods

A small-scale medium-length quantitative questionnaire was administered to 320 households across 32 *kebele* across 8 *woreda* in the LIFT Programme area in the four highland Ethiopia regional states of Amhara, Oromia, Tigray and Southern Nations, Nationalities and Peoples (SNNP). The findings are not intended to be statistically generalizable to the Programme area, but rather focus on providing indicative data of relevance to understanding the reasons for second level land certificate uptake, and what factors might militate against certification uptake. This information was complemented by key informant interviews with officials serving on Kebele Land Administration Committees.

The two field instruments (Medium-Length Quantitative Questionnaire, and Key Informant Interview Instrument) were initially developed in December 2016 after a review of a range of studies on land issues in Ethiopia, including studies on attitudes towards first and second level certification. The two field tools were finalised in January following discussions with the LIFT Programme team, and after field officer training and pre-testing.

The questionnaire was translated into Amharic in an early version prior to training, updated during training, and translated into Oromifa and Tigrigna prior to finalisation in all four languages (including English).

Each field team comprised 1 Field Supervisor, 2 Enumerators, and 1 Driver. Two Field Managers supervised the field teams. Data entry was in CSPro and centralised in Addis Ababa at the offices of Abcon, the Ethiopian consultancy firm contracted to support the LIFT Programme team in field implementation.

Findings of Relevance to LIFT Programme Implementation

The following findings should be considered for LIFT implementation purposes:

- There is little evidence of demand limitations in certificate uptake. These quantitative findings from households are consistent with qualitative findings from key informant interviews with KLAC members.
- Deficiencies in certificate uptake are almost entirely due to problems in the supply of certificates. Here again, these quantitative findings from households are consistent with qualitative findings from key informant interviews with KLAC members.
- There was no evidence of certificate uptake varying across male- and female-headed households, nor across poorer and wealthier households. There was evidence that extensive efforts were made to ensure the engagement of all landholders, with particular attention to ensuring the involvement of landholders who might otherwise not be reached (e.g., disabled).
- Having said this, there was a gap between male and female involvement in demarcation, with a number of households sending only one or more male members to demarcation. Findings suggest the need for increased efforts to engage female household members in demarcation.
- SLLC was highly valued, with few viewing FLLC as sufficient to meet their needs compared to SLLC. There were particular concerns that FLLC did not go far enough to ensure the rights of women, while SLLC was felt to be especially important in preventing boundary disputes in a manner that FLLC was not able to resolve. Only 5.8% of all respondents felt that FLLC was 'sufficient'.

Findings of Relevance to LIFT Programme Logframe

The following findings are relevant for the LIFT Programme Logframe:

Outcome Indicator 3: Number of certificates collected by farmers in programme woredas

Findings from the survey suggest that the only distribution problems arise from delays in the distribution of certificates from *woredas* to *kebeles*, and to a lesser extent from *kebeles* to households (usually via collection at the kebele office). Even here, this only affected a subset of *woredas*. No other consistent constraints to collection were found.

Outcome Indicator 3 Assumption: Farmers will collect their certificates at distribution events or after from the woreda office

The survey found no evidence of lack of willingness to collect certificates. However, certificate collection took place at *kebele* offices, not at *woreda* level.

Output 1: 2nd level certificates issued recognising rights of joint, polygamous and FHH landholders

Survey findings suggest no problems arising in terms of female-headed households, married couples, and polygamous families, and that their situations were similar to monogamous male-headed households.

Output 1 Indicator 1.1 part 2: Certificates approved

While the survey did not measure the number of certificates approved, over 80% of all parcels that had been demarcated and registered had been certified with the certificates collected by the relevant landholders. The most common reason for non-collection of certificates was that the certificates were not available at the time the person went to collect (57 cases), or that there were errors on the certificates (14 cases), or that there were outstanding disputes on the parcels (6 cases). Only 1 household indicates that they did not collect a certificate 'because we do not need it'.

Output 1 Indicator 1.1 part 3: Certificates made available for collection at woreda land office

The indicator refers to 'collection' at woreda land office rather than distribution to KLACs. If distribution takes place to the KLACs, the evidence from the survey is that uptake is both rapid and expansive.

Output 1 Indicator 1.3: Number of MHH and FHH who are named on at least one certificate through the SLLC process

While this was not specifically measured in the survey, findings do indicate that certificate uptake did not vary across male- and female-headed households. Male-headed households were slightly more likely to have collected their certificates than female-headed households.

Introduction

Introduction

This report presents findings from the 2017 LIFT Rapid Certificate Uptake Survey and Qualitative Assessment. The main objective of the report is to explain as possible the factors affecting SLLC certificate uptake, recommending mitigatory activities in this regard. The report has been prepared by the M&E Advisor, working with the M&E Manager, from the Internal Technical Service Provider (ITSP) that is implementing the LIFT Programme. Field implementation was led by Mr. Robin Weeks, LIFT's Senior Quality Control Officer, in collaboration with the Ethiopian consultancy firm Abcon.

The report is structured as follows:

- Table of contents, list of tables, list of figures, list of abbreviations
- Executive Summary
- Introduction – overview, methods and approach, survey and qualitative study administrative issues
- Certification Status and Certification Process
- Certificate Collection

Overview of the LIFT Programme's SLLC Activities

Second level land certification (SLLC) involves public meetings and information dissemination followed by direct engagement with land holders. The SLLC process uses orthophoto imagery to produce high resolution maps on which landholders, assisted by trained field teams, identify their parcel boundaries in the field in the presence of their neighbours, Kebele Land Administration Committee (KLAC) members, and village elders. The results 'crowd-sourced' boundaries and occupancy data are computerised at the *woreda* level by the LIFT technical support teams. After verification, these data are further processed and approved for inclusion on a register of land rights. Hard copy certificates demonstrating the parcel boundaries, occupancy and land rights are printed and made available to landholders.

The SLLC process and the implementation of the Rural Land Administration System (RLAS) will take place at the same time so that the one-off SLLC process can be sustained as land transactions take place through a functioning rural land system.

LIFT-supported SLLC will take place in 140 *woredas* across the four highland regional states of Tigray, Amhara, Oromia and Southern Nations, Nationalities and Peoples (SNNP). All rural *kebeles* in each *woreda* will complete the certification process¹. SLLC takes an average of 37 weeks to complete a *woreda*. As of December 2016, approximately 3.7 million parcels had been demarcated, 2.5 million certificates had been approved by Woreda Land Offices, and 1.4 million certificated had been collected with support the LIFT Programme.

Methods and Approach

A small-scale medium-length quantitative questionnaire was administered to 320 households across 32 *kebele* across 8 *woreda* in the LIFT Programme area in the four highland Ethiopia regional states of Amhara, Oromia, Tigray and Southern Nations, Nationalities and Peoples (SNNP). *Woreda* were selected based on whether they had high levels of certificate uptake, or very low levels of certificate uptake. Within each *kebele*, 10 households were selected using a random walk approach by two enumerators in two opposite directions, a random starting number and an interval of 10.

The findings are not statistically generalizable to the Programme area, but rather focus on providing indicative data of relevance to understanding the reasons for second level land certificate uptake, and what factors might militate against certification uptake.

This information was complemented by key informant interviews with officials serving on Kebele Land Administration Committees. A total of 32 such interviews, or one interview per *kebele* were held across 32 *kebele*.

¹ Unless political, social or other factors make this impractical, in which case work is suspended until resolved.

The two field instruments were initially developed in December 2016 after a review of a number of studies on land issues in Ethiopia, including studies on attitudes towards first and second level certification. The two field tools were finalised in January following discussions with the LIFT Programme team and field officer training.

The questionnaire was translated into Amharic in an early version prior to training, updated during training, and translated into Oromifa, and Tigrigna and other languages in SSNPR *in situ* in the field by the enumerator and/or translator during the interview, if required. The final questionnaire was printed in English with Amharic translation.

Analysis of the quantitative data was conducted using the Statistical Package for the Social Sciences (SPSS), while the qualitative data were compiled in Word and reviewed for report write-up.

Field Implementation

Each field team comprised 1 Field Supervisor, 2 Enumerators, and 1 Driver. Two Field Managers supervised the field teams. Data entry was in CSPro and centralised in Addis Ababa at the offices of Abcon, the Ethiopian consultancy firm contracted to support the LIFT Programme team in field implementation. Data cleaning took place during entry, and final cleaning took place using the Statistical Package for the Social Sciences (SPSS).

Locations selected for the survey appear in the table below. Two *woreda* (one with high SLLC certificate uptake and the other with low certificate uptake) were selected by LIFT Programme M&E for the regional states of Amhara, Oromia, SSNP and Tigray and four *kebele* were selected from each of these eight *woreda* yielding a total of 32 *kebeles* selected for the survey. Within each *kebele*, ten households were selected using a random walk approach by two enumerators in two opposite directions, a random starting number and an interval of ten. Once a household was selected for interview, a random selection of the number *one* would result in the senior male being interviewed and the random selection of the number *two* would result in the senior female being interviewed.

Contact numbers for the eight Woreda Land Bureaux were obtained from the respective Regional Land Coordinators. These officers were contacted by phone and relevant arrangements made for them to meet the team upon arrival in the respective *woreda*. After a short meeting and explanation of what was required, the team would be escorted to the respective *kebeles* where they were introduced to members of the Kebele Land Administration Committees (KLAC), who would in turn make members available as guides/translators to assist with the identification of ten households for interview.

Table 1: Survey Locations

Region	Zone	Woreda	Kebele
Amhara	West Gojam	Wenberema	Shambela
			Dendi Shindi
			Coki
			Yergin
	East Gojam	Gozamin	Wonka
			Yenberina Yegobena
			Kegn Abo
			Dessa Enesie
Oromia	Arsi	Hitosa	Boro Chilalo
			Gonde Finchama
			Jawi Chilalo
			Walergi
		Lude Hitosa	Boroo Oddeechaa
			Gurra Harrichoo
			Madda Bishaanii
			Xiichoo
SNNPR	Hadia	Mirab Badewacho	Danema PA
			Weyraboya
			Jarso Onjojo
			Yabukuna
	Kembata Tembaro	Doyogena	Serera
			Gembora Gewada
			Wagebeta Haba
			Dinika (substituted)
Tigray	South Tigray	Ambalaje	Wengela (substitution)
			Seret
			Dejen
			May Liham
	South East Tigray	Hintalo Wajirat	Egri Albe
			Amdiweyana
			Dejen
			Maynebri
			Wazaadiwena

Guides received a guide fee for their services upon signature of a receipt. Each KLAC chairperson was interviewed by the supervisor using the KLAC Qualitative Interview Tool while the enumerators proceeded with the household level quantitative interviews. Cooperation and assistance from KLAC members was excellent and ensured that data collection proceeded smoothly. Dinika *kebele* in Doyogena *woreda* in SNNPR was substituted with Wengela *kebele* because it was ascertained from the *woreda* land administration officer and KLAC that certificate uptake for Dinika had been completed and Doyogena had been selected as a *woreda* with poor SLLC certificate uptake. Wengela *kebele* was selected as the substitution as certificate uptake was low at the time of the survey.

Sampled locations are indicated in the following figure:

Figure 1: Map Showing Locations of Survey Woreda



Map depicts approximate boundaries.

Socio-Economic Data

Limited socio-economic data were also collected to assess which covaried with certificate uptake and non-uptake. These data are not presented separately, rather the focus is on covariance with measures of interest. Three sets of questions were asked:

- Assets (oxen, dairy cows, other cattle, goats, ploughs, tractors)
- Current Food Security Status (lack of food, gone to bed hungry)
- Well-Being Status (physical or mental disabilities, chronic illness)

Certification Status and Certification Process

Introduction

This section presents findings from sections of the Quantitative Questionnaire on parcel certification and the process of certification, and from the Key Informant Interview Instrument on certification procedures.

Parcel Certification Levels

The surveyed households were asked to indicate their total number of parcels, and of these how many had been through the process of second level land certification. This included parcels where certificates were not drawn up due to disputes or similar factors, but where the second level land certification process had taken place. This was followed by a question regarding whether the household held the second level land certificate for each parcel or not, giving a figure of 'with' and a figure 'without' second level certificates. A final question was included asking which of these parcels had been first level certified.

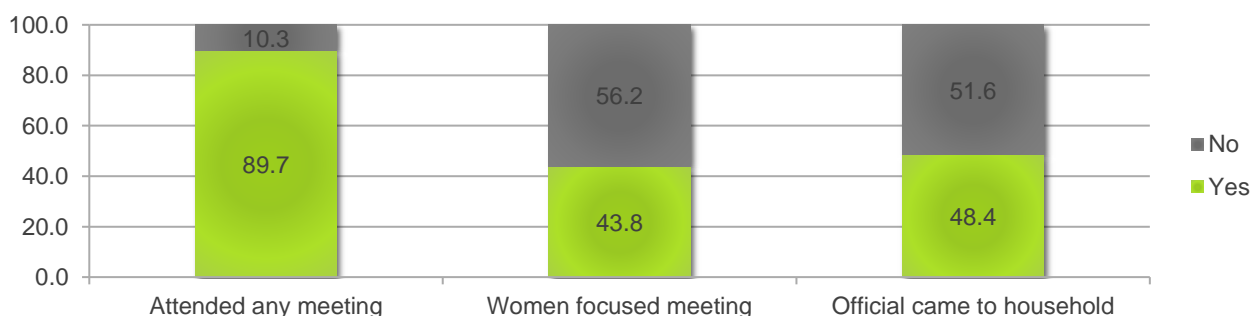
Of the households in the survey, 54.7% had collected all of their second level land certificates, and 45.3% had not collected all of them. As many households had collected at least some of their certificates, the proportion of all parcels certified is much higher, at 80.1% of all certificates collected. A total of 954 parcel certificates had been collected, and 228 had not been. Female-headed households were slightly more likely to have not collected certificates for all of their parcels, while there was no variation across asset ownership.

Certification Process

Respondents were asked to indicate their household's engagement in the certification process, from meetings prior to SLLC to direct engagement in the SLLC process itself. The aim was to establish which household members were involved in the process (male and female) and which were not, engagement with various persons and officials involved in certification, and how disputes were handled. This information was intended to try and establish some of the possible background factors that might affect certificate uptake. Further insights on this process were gained from the qualitative interviews with KLAC members.

The following figure shows levels of engagement in the certification process for all households:

Figure 2: Involvement in Certification Process



'Women focused meeting' asked of women only.

Almost all households had at least one member who had attended at least one meeting on SLLC (89.7%). In 84.7% of all cases at least one man attended a meeting, compared to a much lower 61% for females. A total of 43.8% of women from surveyed households had attended at least one women-focused public meetings on SLLC, while 41.3% had not sent any female household member to such a meeting; 15% had not heard of any such meetings. Half of all households had been reached by an official who had come to discuss SLLC with their household, with both women and men involved in meeting with this official, and with the number of women higher than the number of men in attendance (mean = 1.7 for women, 1.0 for men). In most cases, children aged 10-17 were not present at such meetings (88.4% of all cases).

There was no variation across male- and female-headed households in terms of attending a public meeting on SLLC (chi-square insignificant at the .1 level; 3.497, $p=.174$), or having an official come to their households to discuss SLLC (chi-square insignificant at the .1 level; 0.493, $p=.782$). No evidence was found of covariation between any measure of socio-economic status and attendance or visitations, including disability status. The difference was therefore within these households (MHH and FHH), not between them, where women were more likely to have been reached than males. However, males were more likely to have attended demarcation of household parcels.

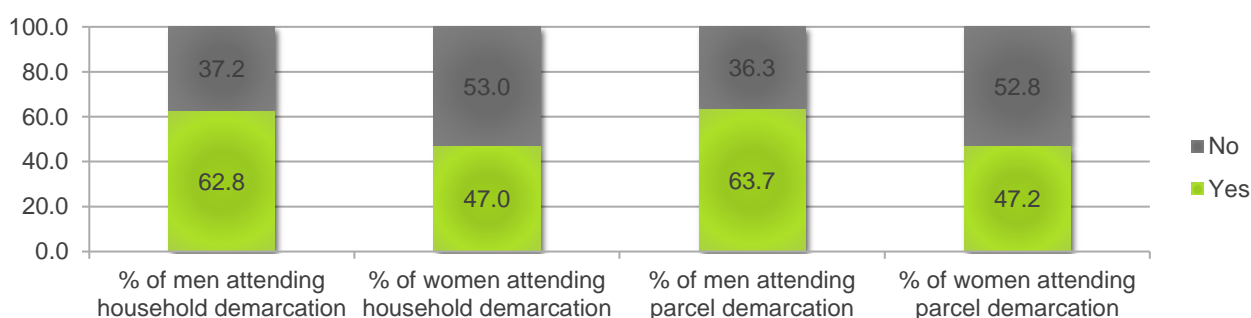
Almost all respondents agreed that ‘the process of second level land certification was conducted in an open and transparent manner here’, with 64.8% ‘strongly agreeing’ and 29.2% ‘somewhat agreeing’. There was also a feeling that the process was clear, with only 12.7% agreeing with the statement ‘the whole second level land certification process was very confusing’.

Key informants were asked about their involvement in public meetings. The vast majority of interviewees noted that public meetings were held, and they were involved, and that the meetings encouraged questions from landholders. A number of the interviewees noted that special efforts were made to ensure that a wide range of community members were involved in these meetings, specifically noting efforts to reach those who may be less likely to attend. People living with disabilities were specifically noted, as were older people and poor households. In Tigray it was noted that meetings specifically focused on women were not held, nor did they feel that such meetings were necessary because of the inclusiveness of the overall meetings.

Demarcation

Respondents were asked whether they had attended parcel demarcation. Findings are summarised in the following figure:

Figure 3: Attendance in Demarcation Activities



Men were more likely to be involved in discussions around parcel demarcation, despite no differences appearing on certificates between males and females. This held regarding discussions at the households and at the parcel itself. This held true for neighbours attending parcel demarcation as well, where 93.4% of all cases had neighbours attending, but in only 60.3% of all cases was a woman from that neighbouring parcel in attendance. While two-thirds of respondents felt that women did not face discrimination in terms of their involvement in SLLC, their lack of involvement in demarcation did vary significantly compared to men (see Table A10).

While only three households had at least one disabled household member, in two cases these disabled persons did not attend the demarcation. When asked to agree or disagree with the statement ‘disabled land holders have been mostly ignored in the SLLC process’, 86.5% ‘strongly disagreed’ with the statement, and almost all of the remainder ‘somewhat agreed’ (11.3%).

Key informants across the four regional states all noted how various KLAC members were involved in demarcation. A number of these key informants elaborated how this was planned and noted a range of actions taken to ensure that the process ran smoothly. One key informant in SNNP highlighted something that a dozen or so of the key informants alluded to, and that is the importance of the KLAC’s involvement in SLLC because the members knew their kebeles well, knew who the key actors were to help gain public support for SLLC (e.g., religious leaders, community opinion leaders, elders), and understood community dynamics. With this, they felt that the KLAC was instrumental in ensuring the smooth roll-out of SLLC.

Certification and Boundary Disputes

Boundary disputes prevented certification for 5.1% of all parcels, or 16 cases. Of these 16, 13 were resolved and only 3 remained unresolved at the time of the survey. For the 13 resolved cases, 8 had received their certificates, while 5 had not. A slightly higher number of households noted that parcel disputes took place during demarcation, at 7.1%, but in these additional cases the dispute was resolved on site. This is consistent with the findings under the attitudinal scale where only 13.7% argued that boundary disputes commonly arose because of SLLC.

Key informants were asked about the involvement of KLAC members in demarcation in terms of dealing with boundary disputes. A number of key informants explained how disputes were brought to the attention of the KLAC on a regular basis as SLLC was taking place. In the majority of cases, it was noted that these boundary

disputes were resolved quite quickly based on the ‘deep knowledge of KLAC members of land in this area’, as one KLAC member from SNNP noted. A number of KLAC members repeatedly visited churches, schools, households, marketplaces, and other locations in their *kebele* to ensure that any potential disputes arising would be brought to the KLAC’s attention in a timely manner. A few key informants from each of the four regional states noted one point of particular significance. As one key informant from SNNP put it, ‘because of the committee’s presence, the number of conflicts significantly decreased’. For Amhara, the direct presence of KLAC members at demarcation was said to be especially important in ensuring resolving of boundary disputes in a timely manner. However, if a dispute was not resolved through discussion, the KLAC ensured that the matter was taken up in the system to be registered as a dispute.

The importance of not ‘stepping over the line’ in terms of direct mitigation was noted in both Tigray and Oromia as well, where facilitation of problem solving was possible but if a dispute arose that could not be resolved directly it was noted that this would be registered as a dispute for the court system.

A more specific question was asked in this regard (question 4e): ‘what role did the KLAC play in terms of dealing with boundary disputes during demarcation’. One important point raised in Oromia and among some KLACs in SNNP was the key role that elders in the community played in ensuring that boundaries were drawn correctly, and that the implicit authority they exercised as elders helped ensure that both parties ‘played fair’. The role of elders was not noted in Tigray, nor in Amhara; respondents in Tigray noted that boundary disputes were extremely uncommon.

FLLC and SLLC

A number of attitudinal scale statements were included asking respondents to compare FLLC with SLLC. This included a mix of negative and positive statements to avoid patterned responses. Three statements are presented below, followed by figures for each and a summary discussion:

- The first statement read ‘we already had sufficient security under first level land certification, we didn’t need second level’. Findings are indicated in Figure 4.
- The second statement read ‘there is no clear benefit to having second level certification in terms of security over the land, it is just the same as first level’. Findings are indicated in Figure 5.
- The third statement read ‘having second level certification is key to preventing boundary disputes in a way that wasn’t taken care of at first level certification’. Findings are indicated in Figure 6.

Figure 4: FLLC Was Sufficient

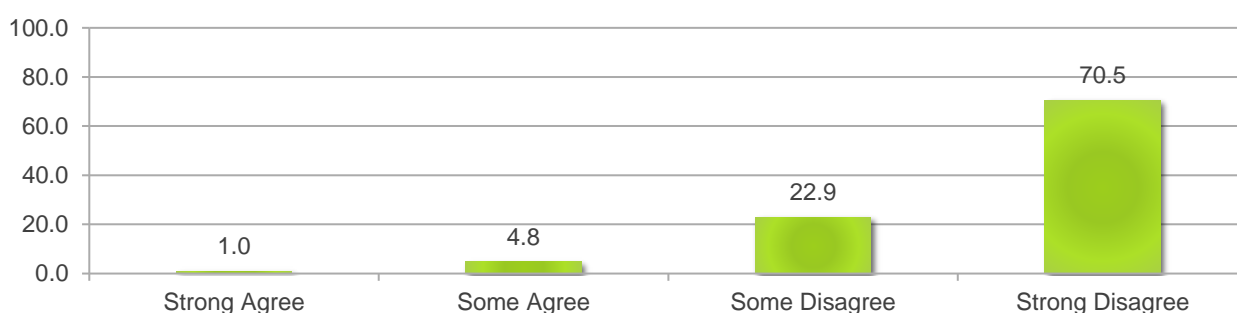


Figure 5: SLLC Does Not Increase Security of Tenure Over FLLC

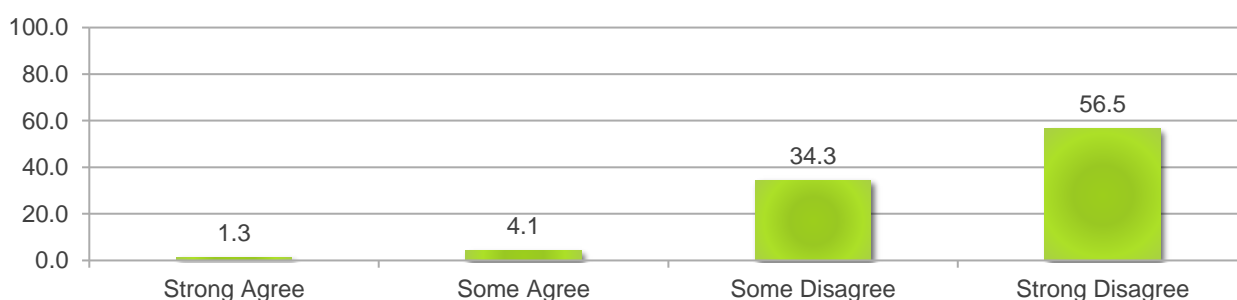
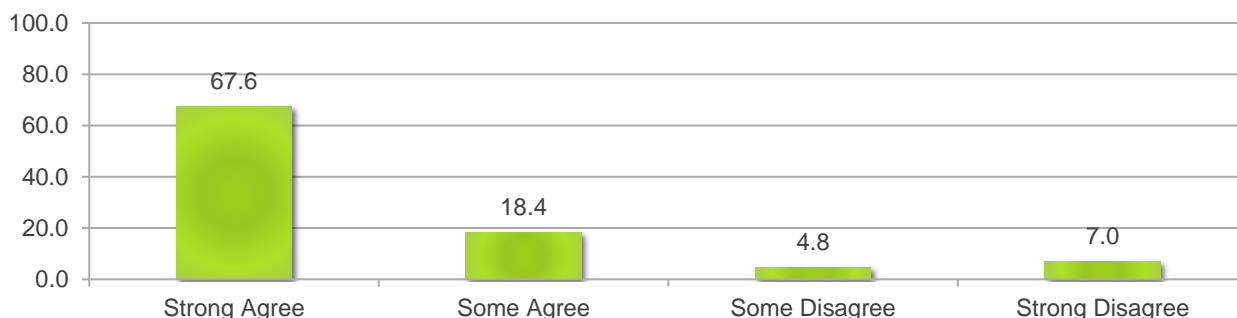


Figure 6: SLLC Helps Prevent Boundary Disputes Over FLLC



Findings across the three statements highlight perceptions that SLLC offered benefits over FLLC. This shows in particular related to believing that SLLC was a necessary follow-on to FLLC (93.4% agreeing). Almost 90% agreed that SLLC increased security of tenure over and above what FLLC offered, while 86% agreed that SLLC helped to prevent boundary disputes. This last finding is consistent with qualitative evidence that KLAC members, elders and other leaders worked hard to ensure that disputes were resolved before or during SLLC.

There were three additional attitudinal scale statements that touched on FLLC and SLLC as follows:

- The process of second level certification helps protect the land inheritance rights of orphans. See Figure 7.
- First level certification didn't sufficiently consider the rights of women. See Figure 8.
- 'Second level certification is helping to resolve the rights of multiple wives in polygamous households'. See Figure 9.

The findings are indicated in the following three figures:

Figure 7: Protecting the Land Inheritance Rights of Orphans

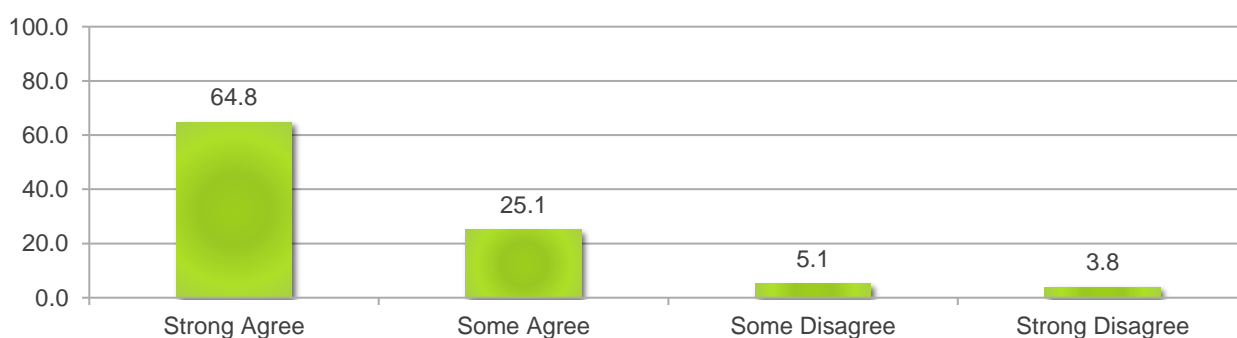


Figure 8: FLLC Did Not Sufficiently Consider the Rights of Women

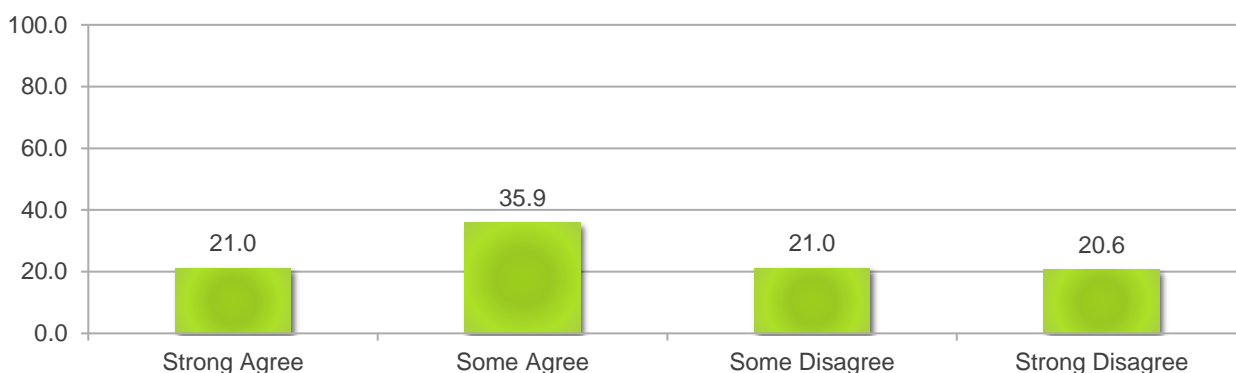
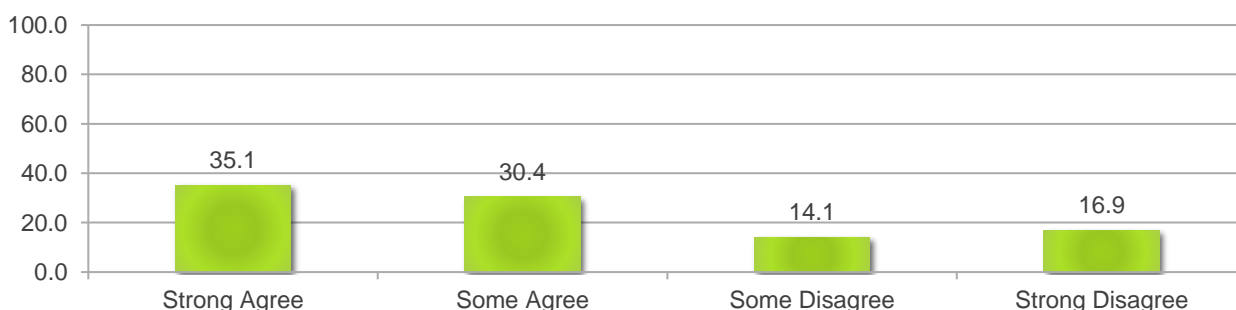


Figure 9: SLLC and the Rights of Multiple Wives



There was some ambivalence about FLLC and the rights of women, with most agreeing that FLLC did not sufficiently consider the rights of women, but 40% disagreeing with the statement. For the other two measures, there was a belief that SLLC helped resolve outstanding issues around the rights of multiple wives in polygamous households, and land inheritance rights of orphans. For this second point, agreement was quite strong, with two-thirds 'strongly agreeing' with the statement that orphans were better protected under SLLC. Findings varied across region, with agreement that FLLC did not consider the rights of women especially high in Tigray and Oromia regional states, compared to Amhara and SNNP (chi-square significant at the .1 level; 11.113, $p=.011$). Findings also varied in terms of perceptions that SLLC helped to response issues around polygamy, which was very low in Tigray (61.5% disagreed), but high in the remaining three states (chi-square significant at the .1 level; 41.932, $p=.000$).

For every attitudinal scale statement above, almost none showed any significant difference across male household heads and female household heads. Findings were more mixed when it came to socio-economic status², where higher asset ownership tended to covary with more negative attitudes. Findings reflect higher levels of optimism about these measures among those with fewer assets, suggesting that poorer households perceived SLLC particularly positively.

KLAC Training in SLLC

KLAC members were asked about formal and on-the-job training in various procedures associated with SLLC.

When asked 'do you feel that the role of the KLAC in second level land certification was made clear', 30 of the 33 key informants noted that their roles were made extremely clear. All 3 that disagreed were from Oromia Region, 2 of whom were trained in SLLC but who remained uncertain about how it worked. For the 30, a number of them went on to elaborate just what these roles were and noted clarity in this regard. Almost none noted gaps in terms of the training they received in SLLC, with a number arguing that they relied on each other

² The individual assets listed in the questionnaire were aggregated into an 'assets' combined variable. Those who had 3 or fewer assets were noted as having 'low' assets, while those having 4-8 were noted as having 'high' assets.

in the KLAC to ensure they carried their responsibilities correctly. Some noted that they had had back-up support in the early days in the field to ensure that everything went well.

The vast majority of KLAC members had been trained in conflict resolution, and some had been specifically trained in how to work with farming households that had taken land that was not theirs from others so that the land was returned to the original holders. This latter point was noted to be especially important as demarcation of a property taken unjustly would reinforce this unjust seizure.

In Amhara Region, not all noted training in dispute resolution specific to these needs, and some had not received any formal training in dispute resolution at all; this was not the case for the other regional states.

KLAC Engagement in SLLC

KLAC members were asked about their roles in SLLC. In reviewing the findings across the four regional states, there was a high degree of consistency in their descriptions of their roles. This included awareness raising, field visits, involvement in demarcation, distribution of certificates and ensuring that there were no mistakes (and how to respond to mistakes), ensuring that the parcels being certified were actually held by those applying for the certificates, checking boundaries with neighbours and dealing with disputes (including referrals), and ensuring that the process complied with legal and regulatory requirements.

None of the respondents felt that females and males on the KLAC were assigned different responsibilities because of gender. Both male and female KLAC members noted a lack of discrimination in terms of how women were treated on the committee compared to men (although not all KLACs had female members). This included no variation across male and female members in terms of engaging with women landholders.

Follow on questions about involvement in implementation of SLLC yielded the following conclusions:

- The vast majority of respondents felt that support from the *woreda* land offices was extremely good. One respondent in Tigray summarised the general feeling, noting that 'we received information from *woreda* land authority's desk from the very beginning to the end', while another in Amhara noted that 'we got feedback from the *woreda* offices' when raising questions or reporting; on respondent in SNNP concluded 'they told us about everything we wanted to know. There was nothing to be hidden'. The flow of specific data and information was felt to be timely and understandable, while respondents in SNNP noted regular follow-on training.
- In Amhara Region, respondents were asked specifically about engagement with LIFT personnel. Seven of the eight noted that they were working very closely with the LIFT team, and that the LIFT teams work in the *kebeles* was consistent throughout demarcation. No concerns were raised about LIFT's engagement.
- Across the four regional states, key informants noted that the LIFT teams were extremely important in the day-to-day operations of SLLC, and that they actively engaged the KLAC in this regard, including home visits and parcel demarcation, ensuring household engagement and the involvement of neighbours. In Tigray, the key informants noted that the LIFT teams remained in contact via telephone after they left the area to help resolve any possible problems and clarify points as the need arose.
- Key informants unanimously agreed that those involved in the certification process made every effort to involve all landholders in the SLLC process.

Certificate Collection Rationale

Introduction

This section presents findings from sections of the Quantitative Questionnaire on certificate uptake and the reasons for levels of uptake, and from the Key Informant Interview Instrument on certification uptake factors. The Quantitative Questionnaire also included attitudinal scale statements to triangulate the information from elsewhere in the questionnaire and from the Key Informant Interviews.

Reasons for Collection

Surveyed households which had collected one or more SLLC certificates were asked a series of questions about why they had done so (respondents were able to give multiple responses). The main findings are as follows³:

- 44.3% - concern over boundary dispute so wanted certificates
- 41.3% - were instructed to do so
- 40.4% - this is what you do once SLLC takes place
- 30.6% - it will increase land security tenure
- 21.7% - it will improve land management
- 11.5% - need for investment without fear of dispossession
- 11.1% - need it for collateral to secure credit

Almost half of the respondents argued that they felt that SLLC would help to resolve, or prevent, boundary disputes, and one-third argued that having SLLC would increase tenure security. One-fifth mentioned improved land management and one-tenth mentioned land to secure credit. While only 5.5% noted that SLLC would protect them from a rental taking their land, very few households rented out land, suggesting that this was a concern for many who may be renting out land. Sharecropping dispossession was much less of a concern, at 1.3%, despite sharecropping being a more common practice.

Respondents were asked to note the main benefits of SLLC; as with the previous question, this was multiple response. Findings are as follows:

- 52.6% - will reduce boundary disputes
- 47.4% - can use the certificate to secure access to credit
- 40.2% - protection against boundary encroachment
- 30.3% - protection from dispossession allowing investment in property
- 20.9% - increased land tenure security in general
- 17.1% - protection from land taking by renters

These findings underline the belief among many respondents that boundary disputes will be less common under SLLC than before second level certification, along with protection from boundary encroachment, and heightened security of tenure allowing greater investment on the land. A surprisingly high number of respondents noted that certified land could be used to secure credit.

Respondents were asked to agree or disagree with the statement 'elderly landholders have been mostly ignored in the SLLC process'. This was intended to establish whether there was any perceived discrimination against households with elderly members, in particular elderly-headed households. A full 84% strongly disagreed with the statement, and virtually all the rest 'somewhat disagreed', highlighting perceived lack of discrimination against the elderly (see Table A10).

When asked about concerns about SLLC, 74% indicated that they had no concerns. Of the remaining 26%, concerns comprised higher taxes, and a lack of understanding of the implications of SLLC that might mean that they violate regulations without knowing that they were doing so; few other reasons were mentioned.

³ The question was multiple response, meaning that respondents could give more than one response. Therefore, totals across responses exceed 100%. This holds true for the other questions reported here.

Reasons for Non-Collection

As noted above, 45.3% of all households had not collected all of their certificates, but a total of 80.1% of all parcel certificates had been collected. This means that non-collection fell across a number of households. For those who had not collected all of their parcel certificates, by far the most common reason was that the certificates were not ready at the time (57 cases), followed by errors on the certificates (14 cases). In 6 cases, the certificates were not issued due to outstanding disputes. Only 1 household argued that they did not collect the certificate because 'we did not need it', while in 7 cases concerns were raised about the costs associated with collecting certificates. A later question on factors behind non-collection underlined this, where households had gone to collect certificates, but they were not ready (35.6% of those households who had not collected all of their certificates), an expectation that they would receive notification of the arrival of the certificate (30.9%), or that the certificate had errors (9.7%). Almost all cases involved *supply side* issues, not demand for certificates (see Table A9).

These findings were confirmed in the interviews with KLAC members. Once they received the certificates, the KLACs noted a range of measures to ensure collection, and the response to these measures across the *kebele* where certificates had been received were noted as quite positive, with rapid collection. Almost all KLACs called people to collect the certificates at the *kebele* office, and thereafter conducted follow-ups. Few certificates were stored for very long, and the process of certificate distribution and completing the register was noted to be very efficient. In cases where there were mistakes, the certificates were noted to have been returned to woreda for correction. These cases are then tracked. In Tigray, there were a few cases where the woreda land office directly distributed the SLLCs, but in most cases the KLAC was involved.

While storage space might be a concern, the majority of KLACs reported rapid distribution upon receipt, and efforts to distribute the certificates quickly.

In one *kebele* in Oromia, the majority of certificates were problematic, with the wrong photos on the forms and other mistakes. One key informant noted that this had undermined trust in the exercise as 'the holders became suspicious and started to raise questions, this is a problem for us'. The late arrival of certificates in some locations was noted to have raised concerns among landholders who had come to collect them only to find that they were not available; a few noted that landholders had come repeatedly to collect. One KLAC in Tigray noted that 'they feel dissatisfied and ask us why, but all we can say is that they *woreda* did not send them yet'. A few landholders were said to have gone to the *woreda* land offices to confirm.

Key informants were presented with six possible reasons for non-collection of certificates:

- Lack of effective outreach to the public.
- Lack of listening to questions and concerns of the public.
- Lack of respect by some in the process for landholders.
- Conflicting and/or confusing messaging.
- A bias against reaching and involving women.
- Exclusion of disadvantaged groups.

None of these reasons were agreed by the key informants. As one key informant from Amhara Region put it, and two others noted similarly, 'none of the reasons indicated here, I believe, are reasons affecting the distribution of the SLLC in our *kebele*'. Instead, the key informants raised a number of supply issues, notably lack of effective outreach especially to remote areas, and confusing messaging coming to them from above. Key informants in *kebele* where certificates had not arrived in a timely manner from the *woreda* noted that the real issue was the absence of the certificates in a timely manner, and that none of the points raised above mattered.

When asked directly about non-collection by landholders, the majority of key informants said that this was not an issue in their areas. As one key informant in Tigray put it, 'I think if people once properly get informed of SLLC they do eagerly come and collect their certificates. We have seen that they do badly need it'.

None of the KLACs noted problems with secure storage, not necessarily because safe storage was available, but because if it was not the KLACs moved forward to make other arrangements.