Strategy to Effectively Engage Women and Vulnerable Groups during SLLC

Development Research and Training plc.

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Contents

Acknowledgements

Acronyms

AD	Adjudication and Demarcation
CCC	Community Care Coalition
DA	Development Agents
DFID	Department for International Development
DG	Development Groups
DHHHM	Destitute Households Headed by Men
FGD	Focus Group Discussion
FHH	Female-Headed Households
FTL	Field Team Leaders
FRF	Field Registration Form
GTP	Growth and Transformation Plan
HEW	Health Extension Workers
IDI	In-depth Interview
KA	Kebele Administrations
KII	Key Informant Interviews
KLAC	Kebele Land Administration and Committee
LIFT	Land Investment for Transformation
M&E	Monitoring and Evaluation
NRM	Natural Resources Management
OC	Orphan Children
PAC	Public Awareness and Communication
PD	Public Display
PWD	Person with Disability
RILA	Responsible and Innovative Land Administration
RLAUD	Rural Land Administration and Use Directorate
SLLC	Second Level Land Certification
SNNPR	Southern Nation Nationality and People Region
VE	Village Elders
VGs	Vulnerable Groups
WA	Women Associations
WDG	Women Development Groups
WLAO	Woreda Land Administration Office
WLSAO	Woreda Labour and Social Affairs Office
WMHH	Women in Male Headed Households
WWCAO	Woreda Women and Children Affairs Office

Executive Summary

Land Investment for Transformation (LIFT) is a six-year programme (2014-2020) funded by Department for International Development (DFID) and implemented in 140 *woredas* of the four major regions of the country (Amhara, Oromia, SNNP and Tigray). The LIFT programme has put in place the SLLC Manual and Public Awareness and Communication (PAC) Strategy to engage all stakeholders and land holders in the process.

Women and Vulnerable Groups (VGs) which include women in male headed households (WMHH), women in polygamous marriages, female head of households (FHH), destitute households headed by men, elderly people with no dependable care-taker, orphan children with no dependable guardian, persons with disability and health issues, minorities of any factor, people experiencing any form of difficulties (prisoners, addiction etc.) are usually more likely to miss out on most development initiatives due to capacity and information barriers during land the registration process.

Cognizant of the practical challenges faced during implementation of SLLC activities, the LIFT programme commissioned a study aimed at developing a cost effective and implementable modality that will engage women and vulnerable groups (VGs) actively during SLLC. Therefore, the main aim of this study is to assess the current SLLC processes and PAC strategy against the actual practice in response to women and VGs and design a cost-effective modality that will help them to engage more effectively.

The study used diverse methods of data collection including key informant interviews, in-depth interviews and focus group discussions. In consultation with LIFT teams, two sample *woredas* (one SLLC - ongoing and one SLLC - completed) were selected from each region. From each sample *woreda*, two *kebeles* were selected, with a total number of 16 study *kebeles*. Representative target groups (women and VGs land holders) and stakeholders were selected from within the sample *kebeles* and *woredas* for the FGD, in-depth interview and key informant interview.

In the study area, the current level of participation of women and VGs in the SLLC processes - Public Awareness, Adjudication and Demarcation (AD), Public Display (PD), and Certification was analysed using the SLLC manual as reference.

The study revealed differential access to information about the SLLC among VGs. The elderly, WMHHs, FHHs and DHHM had information on the SLLC processes. Orphan children (OC) and persons with a disability (PWD) had less information regarding the SLLC. The main sources of SLLC information were religious or social gatherings and *kebele* level general meetings. For the elderly, their caretakers comprise the main source information.

The study attempted to understand the issue of guardians for orphan children (OC). A high percentage of OC have guardians. Guardians of orphan children and caretakers of the elderly are represented through informal agreements. There is no documentation regarding their relationship and the responsibility of the guardians and caretakers is not clearly spelled out. The study recommends formalizing guardianship to ensure that the land rights especially of orphan children are protected.

LIFT's PAC activities helped community members or landholders to understand their land ownership rights and obligations including the advantage of land certification and the importance of their participation. The study, however, still pointed out the need to clarify the objectives of the SLLC process to encourage landholders, in particular VGs, to participate in all stages of the SLLC.

Participation in adjudication and demarcation was low for WMMHs but high for FHHs. FHH's participation rate was high because no one could represent them, and it is in their best interest to secure their landholding. Among the factors that facilitated WMHH's participation in the adjudication and demarcation included access to SLLC information, husband's encouragement, and existence of dispute with husbands.

Awareness raising conducted before the public display was a key factor in encouraging VGs, in particular FHH, WMHH and DMHH to participate in public display (PD). Non-participation was attributed to a lack of information and in some cases confusion as to whether wives were also required to be present at the public display site.

The responsibility to collect land certificates was covered by their caretakers, guardian and husbands, respectively. WMHHs who didn't join their husbands during the certificate collection cited a lack of information on whether they should attend with their husband. Some did not find it necessary as they already attended the PD while others were refused by their husbands.

The study also analysed stakeholder engagement to support the implementation of SLLC. It specifically examined the role of stakeholders from the federal to the kebele level and challenges in engaging stakeholders.

Specific recommendations provided to effectively engage women and VGs during the SLLC:

1. **Refine the SLLC manual as per the reviews made by this study:** the study indicated areas for revision of the SLLC manual (Table 4.8). This includes but is not limited to disaggregation of SLLC formats, procedure for orphan children registration, procedure for polygamous wives' registration, content of woreda and kebele leadership training, field guide for public awareness of women and VGs, capacity building procedure for field staff, VGs mapping and reporting.

2. **Strictly follow and implement the SLLC manual so that what is in paper is translated into action:** the manual itself contains useful information and procedures on the SLLC process. However, there was anecdotal evidence of deviation of actual implementation from the manual. For example, the absence of women only public awareness meetings, kebele level as opposed to sub kebele level public meetings, lack of house to house visits, signing of FRF by husbands on behalf of wives etc. were some of the deviations from the manual. Therefore, ensuring close adherence to the guidance is critically important.

3. **Focus on an empowerment process beyond SLLC information:** having the information alone will not encourage participation in the SLLC process, particularly for women in male- headed households. Messages targeting women and other VGs should be more specific and understandable to enhance their level of participation. Before designing communication materials and deciding on the channels to be used, the messages need to be based on evidence and tested in appropriate contexts. Gender based awareness creation and an interpersonal communication approach could be useful to encourage women's active participation. In addition, messages communicated should not only be instructional but empowering for women and other VGs to participate.

4. **Public awareness for "women's participation" should equally focus on men as much as on women:** although the SLLC manual clearly indicates that those women in MHHs should participate in the entire SLLC process with their husbands, this is not always   what is practiced. Husbands play an important role in influencing their wife/wives' participation in SLLC. Public awareness therefore should help to create mutual understanding among husband and wives. Men should be equally convinced to make their wife/wives a partner of the process.

5. **Provide regular capacity building for field staff both on technical and social skills:** capacity of field staff including experts at the Woreda Land Use and Administration, Women Affairs Office and Labour and Social Affairs Office should be enhanced. As much the technical capacity, field staff should be familiarized with women and vulnerable groups land registration issues so that their land use rights will not be compromised.

6. **Allocate a full-time field staff for women and VG land registration issues:** in addition to building capacity of field staff, it is advisable to dedicate full time staff for social issues that will particularly focus on women and VG's land registration issues. This will increase the chance of considering women and VG specific issues at all stages of SLLC. During this report writing, the study team learned that pilot work has been started in six woredas. Performance of the pilot woredas should be assessed and possibilities for scaling up should be sought.

7. **Make women and VGs land registration issue part of the stakeholders' agenda and enable them to monitor their contribution:** this entails a dynamic project implementation committee/steering committee that coordinates and monitors implementation of the SLLC from federal to woreda level. The issue of women and VGs should therefore be an integral part, particularly at the woreda level. Woreda level stakeholders should give adequate attention to the SLLC process implementation like other regular tasks (e.g. such as Natural Resources Management (NRM) campaigns) to mobilize the community for PAC, AD, PD and certificate collection, focusing on women and VGs. Also, regular review and monitoring of stakeholders' contribution to the overall SLLC process in general, and to women and VGs land registration in particular, should be considered. The current monitoring and reporting process involves the land administration offices. After the SLLC woreda stakeholder workshops, there is insufficient monitoring and coordination, which has contributed to lower engagement of stakeholders.

8. **Integrate women and VG issues into the regular monitoring and reporting system:** LIFT's M&E system should adequately integrate women and VG aspects. Women and VG sensitive indicators and monitoring systems should be adopted as appropriate. A VG mapping format and narrative reporting format have been introduced that should be adapted to all reporting parties.

9. **Use reports for critical reflection**: based on the study team's observation, the monitoring and reporting system is mainly used for accountability purposes to track statistical performance. It is suggested that the

monitoring reports could be used more in critical reflection moments organized with field staff or stakeholders and land holders as appropriate in order to improve the implementation process in relation to women and VGs engagement.

10. **Follow up issues requiring policy review:** currently, guardians and caretakers of orphan children and elderly are represented through informal agreements. There is no documentation regarding their relationship. The responsibility of the guardians and caretakers is not clearly spelled out during the SLLC implementation as well as in follow up transactions.

Introduction

Ethiopia is an agrarian country with more than 80% of its population engaged in the sector. About 95% of Ethiopia's agricultural production comes from smallholder farmers. Due to historic conditions and policies of successive governments, rural land certification was left untouched until recently. During the first Growth and Transformation Plan (GTP I) landholders with primary level land certification were 11.34 million. However, only 370,000 holders received secondary level land certification in the same period (MoA, 2015). Based on experiences from other countries and previous projects such as REILA, the government is currently engaged in full scale second level land certification with its stakeholders. Second level certification adds an additional spatial component to first level certification. This is in the form of a parcel map, supplied to the right holder in hard copy and maintained digitally at woreda level. The dimensions of the parcel are demarcated in the field and digitized into a GIS. This spatial information forms the cadastre. This has its own material and technical requirements. More importantly, participation and engagement of land holders in the entire SLLC process is critical for the success and sustainability of the process.

The Land Investment for Transformation (LIFT) programme has put in place an SLLC Manual and Public Awareness and Communication (PAC) Strategy to engage all stakeholders and land holders in the process. From the outset, the programme designed various strategies to minimize the risks associated with lack of participation and prioritized awareness creation during the registration process, particularly for women and vulnerable groups (VGs). Women and VGs are usually more likely to miss out on most development initiatives due to capacity and information barriers that deter them from accessing public information. These groups include women in male-headed households (WMHH), women in polygamous marriages, female head of households (FHH), destitute households headed by men, elderly people with no dependable care-taker, orphan children with no dependable guardian, people with disability and health issues, minorities of any factor and people experiencing any form of difficulty (prisoners, addicts etc.) (LIFT GESI Strategy, July 2015).

In Ethiopia, due to cultural barriers and low literacy rates women's participation in public activities is limited. As a result of gendered division of labour, women in male headed households often do not represent their household or participate in meetings. For example, in most training events and community meetings households are represented by adult male members of the family. The assumption is that information will trickle down or will be shared to the other household members, in particular wives. Due to this, women in male-headed households' access to information is limited and hence it is less likely that they benefit or protect their rights in ongoing initiatives. This puts women in male headed households in a difficult position to protect their land use rights as their husbands have full control over information and household resources. Similarly, female headed households face gender barriers mainly with men in their community to protect their land use rights. For women in polygamous marriages this is even worse.

Elderly people with no dependable care takers may risk loss of their land use right during SLLC due to their limited mobility and lack of information. Furthermore, people with disabilities or other health issues are in a disadvantaged position to access information. Orphaned children with no dependable guardian may also lose their land use rights because they have no information or could be deliberately manipulated by their guardians. In most areas of Ethiopia minorities of different factors (ethnicity, religion, economic status, etc.) face social marginalization when it comes to participation in community level activities. As a result, their land use rights may be compromised due to lack of voice and information. Effective SLLC processes need workable and inclusive awareness creation and communication strategies to engage and benefit vulnerable and disadvantaged groups in the process.

To promote participation of women and vulnerable groups, LIFT works closely with relevant stakeholders. It is designed to properly apply the existing legislation with respect to orphans, elderly, disabled, minorities, as well as women and girls (LIFT, 2014) in the certification process. To understand and address the barriers these groups may face during the land registration process, the SLLC manual clearly describes the various activities required to effectively engage these groups in the SLLC procedure, ensuring that their land use rights will not be compromised.

The public awareness and communication activities are to be implemented by the Field Team Leader (FTLs). However, given the huge workload held by the FTLs in field demarcation and related activities, they look to the woreda land administration office to support PAC related activities. Yet in this office the human resources both in number and experience is limited vis-à-vis the demand for the actual field work. This has seriously impacted the PAC activities both in terms of quality of information and number of people reached. This issue can negatively affect women and VGs who are often marginalized from accessing information. This could potentially lead to unintended consequences such as subjugation, compromise or loss of their land use rights.

In order to make the SLLC process more inclusive, reach women and VGs and minimize the risk, efforts have also been made by LIFT to engage woreda level stakeholders that deal with women and VGs, such as the Women and Children Affairs (WCA), Labour and Social Affairs (LSA) and Women Associations (WA). However, the capacity of these stakeholders and the level of their engagement needs to be assessed to be able to roll out tailored and structured interventions.

Given the above practical challenges faced during the implementation of SLLC PAC activities, it became necessary to develop a cost effective and implementable modality that will engage women and VGs actively during the SLLC. This study aims to assess the current SLLC processes and PAC strategy against the actual practice in response to women and VGs and design cost effective modality to engage them better.

The report is organized into the following sections. Section 1 provides background information and objectives of the study. Section 2 presents a description of the LIFT programme and the SLLC process. Section 3 presents the methodology, scope and limitations of the study. Section 4 deals with the findings of the study with a focus on women and VGs participation in the SLLC process. This section also discusses the strengths and limitations of the SLLC manual, PAC strategy and stakeholders' role to engage women and VGs. Section 5 presents the M&E framework for the proposed strategy, section 6 presents key strategy recommendations, and finally sections 7 and 8 provide additional information (annexes and references).

Objective of the Assignment

The main objective of this assignment is to develop a feasible, effective and workable modality to support the effective and active involvement of women and VGs in the SLLC processes that will enable them to protect and secure their land use rights.

The specific objectives are to:

1. Assess the implementation of the SLLC manual as it relates to women and VGs, and assess its effectiveness;
2. Identify strengths and limitations of the SLLC practices in terms of engaging women and VGs in the SLLC processes;
3. Review the LIFT SLLC communication strategy, approach and materials in terms of its conformity with the needs and interests of women and VGs;
4. Assess capacity, constraints and potential for stakeholders to engage in public awareness and communication activities; and
5. Devise a practical modality that can respond to the needs of women and vulnerable groups based on the study findings.

Programme Description

LIFT covers 140 woredas of four major regions of the country (Oromia, Amhara, SNNP and Tigray). It is implemented by the Government of Ethiopia, through the Ministry of Agriculture and Natural Resources, Rural Land Administration and Use Directorate (RLAUD). It aims to improve the incomes of the rural poor and enhance economic growth through three components: the development of Second Level Land Certification (SLLC); improvement of the Rural Land Administration Systems (RLAS); and increased land productivity through strategies promoting economic empowerment.

LIFT has four key outputs which lead to the desired outcomes:

- *Output 1:* Second level certificates issued recognizing rights of joint, polygamous and FHH land holders
- *Output 2:* Land administration system implemented and operational in targeted woredas
- *Output 3:* Improved supporting functions for the rural land market for women and poor farmers
- *Output 4:* Improved policies and institutions for the rural land sector

Overview of Second Level Land Certification (SLLC)

Ethiopia implemented one of the largest, fastest and lowest-cost land registration and certification reforms in Africa. While there has been evidence of positive impacts of this land reform in terms of increased investment, land productivity and land rental market activities, the government is now implementing another round of land registration and certification (Sosina and Holden, 2013), referred as Second Level Land Certification (SLLC). To assist the program implementation, LIFT is working with the government with the aim to improve incomes of the rural poor and to enhance economic growth through SLLC.

The SLLC component of LIFT aims to demarcate 14 million parcels in 140 woredas for approximately 6.1 million households (around 70 percent of parcels being jointly or individually owned by women). SLLC has five integrated and mutually reinforcing processes. These include:

- Public awareness and communication (PAC) on SLLC procedures, rights and obligations of landholders, ensuring information reaches the general rural public, including women and marginalized or vulnerable groups;
- Field demarcation and adjudication tasks related to surveying and mapping of land parcel boundaries and the assessment of landholders' legal rights and encumbrances for each parcel;
- Data entry and digitization;
- Public display, for verification, identification of objections and possible corrections; and
- Certificate issuance.

The SLLC process uses orthophoto imagery to produce high resolution maps on which land holders, assisted by trained field teams, identify their parcel boundaries in the field in the presence of their neighbours, *kebele* Land Administration Committee members and Village Elders (LIFT' SLLC Manual, 2016). Open Source software applications are used to prepare field maps, process textual and spatial data, and for the production of Second Level Land Certificates. Operating systems used by LIFT technical support teams are also Open Source. The resultant *"crowd-sourced"* boundaries and occupancy data are digitized at woreda Offices by LIFT technical support teams. After a period of public display and verification, this data is further processed and approved for inclusion on a register of land rights. Hard copy certificates demonstrating the parcel boundaries, occupancy and land rights will be printed and made available to land holders (LIFT, 2016).

As stipulated in the programme's SLLC manual, the certification process is designed to be participatory by conducting public awareness and communication (PAC) activities, with farmers identifying their own parcels on maps together with neighbours and farmer representatives, who are there to assist in reducing disputes raised and encourages local level resolution during the fieldwork of those that occur. Moreover, the registration process is designed to ensure that the rights of women and girls and vulnerable groups are addressed. For example, the SLLC process requires presence of women during land demarcation and the certificate bears both the household head and wife's name. This takes place in the field, on the parcel, in the presence of their neighbours and members of a locally nominated *kebele* Land Administration Committee (LIFT, 2014). LIFT has also developed public awareness and communication (PAC) approaches that take into account the engagement of women and VGs during SLLC. In the SLLC manual the PAC is to be conducted at every step of the SLLC i.e. prior to adjudication and demarcation, prior to public display and prior to certificate distribution.

*Figure 2.1 SLLC Process - adapted from SLLC Manual (Version 2016)*
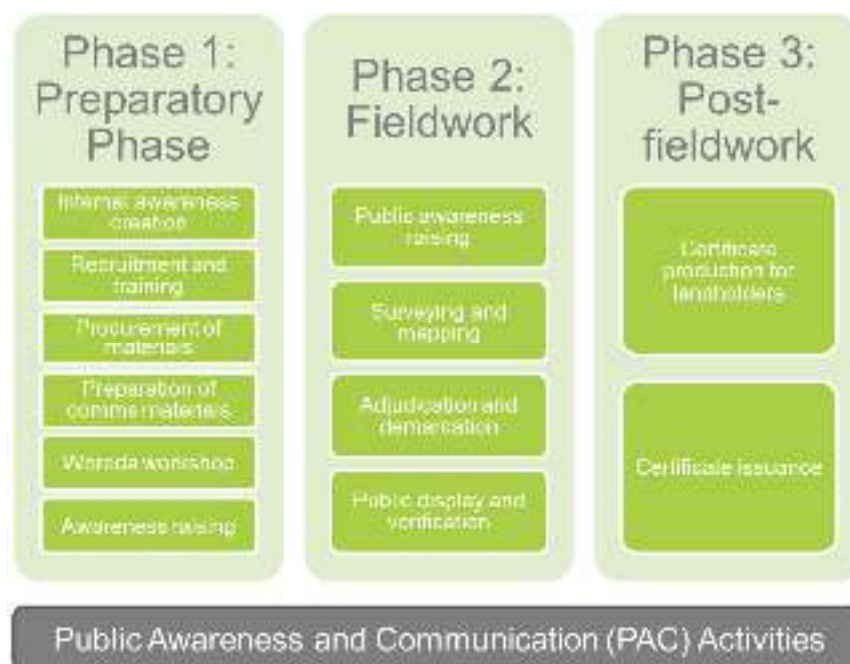
Methodology

An inclusive and participatory approach which engaged target groups (women and VG landholders) and actors involved in the SLLC process to assess its implementation was used. A mix of data collection methods: key informant interviews, in-depth interviews, and focus group discussions were used to gather qualitative and quantitative data. The analytical framework, data sources, sample design and data collection tools are discussed below.

Analytical Framework

An analytical framework was developed to guide the overall assessment (Figure 3.1). This entailed conducting a systematic review of the SLLC implementation manual, PAC communication strategy, field reports and related documents developed by LIFT. Similar initiatives (in or outside the country) with regard to engaging women and VGs were also reviewed to extract relevant lessons and experiences.

Figure 0.1: Analytical Framework
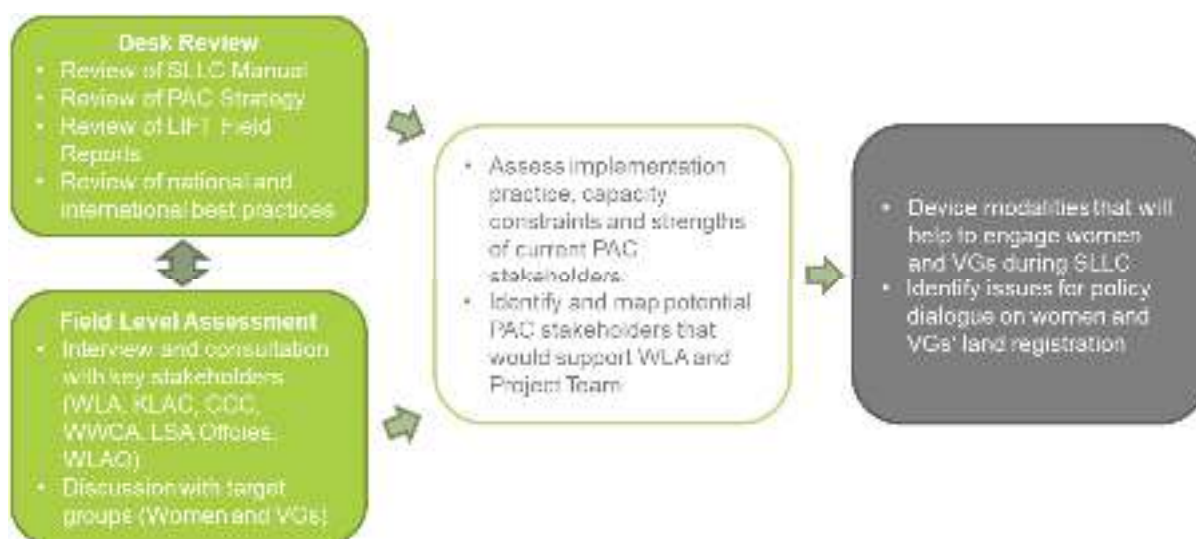
Sampling Procedures

Taking into consideration the core objective of the study and the characteristics of the target population under investigation, a multistage sampling procedure was adopted to select sample woredas, *kebele*s, target households/landholders and stakeholders.

Woreda and kebele Selection Procedures

Study woredas were selected purposely based on the implementation status of SLLC and presence of vulnerable groups as defined in the previous section. In consultation with LIFT teams, 2 sample woredas (1 SLLC-ongoing and 1 SLLC- completed) were selected from the four regions. In selecting study woredas demographic characteristics, such as presence of specific vulnerable groups, including polygamous households, was taken into consideration. From each sample woreda, two kebeles were selected. The study covered a total of 16 kebeles. Finally, representative target groups (women and VGs land holders) and stakeholders were selected from within the sample kebeles and woredas.

Table 3.1: Sample target Study woredas and SLLC implementation status

No.	Region	Woredas	Zone	SLLC implementation status
1	Oromia	Sodo Dachi	South West Shewa	Completed
		Sibu Sire	East Wellega	Ongoing
2	Amhara	Enebsie SarMedir	East Gojjam	Completed
		Yilmana Densa	West Gojjam	Ongoing
3	SNNP	Kacha Birra	Kembata Tembaro	Completed
		Shashigo	Hadiya	Ongoing
4	Tigray	Dogua Temben	South East Tigray	Completed
		Hawizen	Eastern Tigray	Ongoing
Total		**8 Woredas**		**4 ongoing 4 completed**

Sample land holder Selection Procedures

Based on similarities of circumstances (e.g. similarity of problems faced by the specific VGs and possible challenges in attending FGDs), VGs were classified into four categories. The first category comprised of women in male-headed households, including women in polygamous marriage and their spouses. The second category included female household heads. The third category included destitute households headed by men, elderly and persons with disabilities or health problems which can deter participation in the SLLC processes. Orphaned children comprised the fourth category.

For the first and second categories, FGDs were conducted and for the third and fourth categories, in-depth personal interviews. To identify participant households for the study, random sampling, wealth ranking (PRA tool) and purposive/snowball technique were applied depending on the types of VGs. Women in male headed households and their husbands were identified using wealth ranking to include respondents with different economic statuses. Female-headed households were selected randomly from the list of FHH landholders provided by the woreda Land Administration Offices. Wealth ranking was also used to identify destitute households headed by men to identify study participants from the lowest economic strata. The other VGs (elderly, PWD and orphan children), were selected using purposive sampling.

Table 3.2: Number of FGDs conducted by region/ woreda and group

	Woredas	FGD with women in MHHs	FGD with Males (incl. husbands of WMHH)	FGDs Female headed households	Total
Tigray	Dogua Temben	2	1	1	4
	Hawzen	1	-	1	2
Amhara	Enebsie SarMedir	2	1	1	4
	Yilmana Densa	1	-	1	2
Oromia	Sodo Dachi	2	1	1	4
	Sibu Sire	-	-	-	-
SNNP	Kacha Birra	2	1	1	4
	Shashigo	1	-	1	2
Total	**8 Woredas**	**11**	**4**	**7**	**22**

In the case of the third and fourth groups (elderly, persons with disabilities or with health issues, orphaned children, destitute households headed by men and minorities) snowball sampling was used for the in-depth interview of VGs. At the start the *kebele* chairperson or manager was asked to identify one person from each group of VGs. Following this, the interviewer asked the person to identify another person living in a similar situation. Following the procedure, the interviewer identified a minimum of two persons experiencing a similar situation. Through this process, 93 individuals with different types of vulnerability were identified and interviewed.

Table 3.3: Number of in-depth interviews conducted by type of VG and region

Type of VG	Region				Total
	Tigray	Amhara	Oromia	SNNPR	
Elderly persons	8	8	4	8	28
Disabled or person with health problems	4	4	2	3	13
Orphan children	8	7	4	6	25
Minority of any kind (religion, ethnicity)	0	0	2	0	2
Destitute households headed by men	7	8	2	8	25
Total	**27**	**27**	**14**	**25**	**93**

For key informant interviews, at least one person was picked from stakeholders that had some kind of role in the SLLC processes. See Table 3.4 on the next page for the number of key informant interviews carried out at each organization.

Data Sources and Methods of Data Collection

Desk Review of Secondary Data Sources

The following documents were reviewed.

- SLLC manual
- LIFT field monitoring reports
- Public Awareness and Communication (PAC) strategy
- Ministry of Agriculture LAUD Public Information and Awareness (PIA) Strategy

- Responsible and Innovative Land Administration (REILA) Project Public Information and Awareness Strategy
- GESI strategy documents
- Other research publications/research findings on the area of women and VG engagement in development/land certification.

Key Informant Interviews

Key informants were selected purposively based on individual's experiences regarding SLLC issues and his/her direct/indirect engagement in the SLLC process. Key informants included Regional, woreda and kebele level land administration and Use Offices; woreda level Women and Children Affairs offices (WCAOs); Labour and Social Affairs offices (LSAOs) and Women Associations (WA).

The key informants were classified into two groups based on their roles in the SLLC processes. The first group of key informants was from woreda and kebele land administration offices, which have a direct implementation role in the SLLC processes. The second group have supervisory and supportive roles. They included woreda administration, woreda women and child affairs office, woreda labour and social affairs office and women associations. Accordingly, two approaches were used when conducting key informant interviews. For key informants with direct involvement in the SLLC process- a participatory evaluation tool - H-form was used (Lenglis, 1997). The H-form was used to assess the implementation of SLLC and PAC and to ascertain if it was as per the recommendations stated in the SLLC manual and PAC strategy.

For the second group, a one to one interview was conducted based on a checklist aimed at understanding whether they had mechanisms to ensure land use rights of women and vulnerable groups in their respective mandate areas (Annex 8.1 provides the list of people consulted.).

Table 0.4: key informant types and number interviewed

Key Informant lists	No. KIIs	Remarks
DAI Ltd, LIFT programme	1	2 experts (PAC officer and GESI expert)
Regional Environment and Land Administration Bureaus (agencies)	4	One expert from each bureau/agency
Woreda Land Administration Office	8	2-3 Experts who were engaged in SLLC program using H-Form
Woreda women and Children Affairs (WCA)	8	One expert from each woreda using key informant interview checklist
Woreda Labour and Social Affairs office (LSA)	8	One expert from each woreda using key informant interview checklist
Woreda women Associations (WA)	4	One individual from each region
kebele Land Administration and Use Committee (KLAUC)	16	2-3 persons from each kebele land admin committee, land experts and land registration teams using H-Form
Kebele land administration and land registration office, (where available)	16	One individual from each kebele using key informant interview checklist
Total	**65**	

Focus Group Discussions (FGDs)

FGDs were carried out with a group of 8-10 individuals per FGD. All FGD sessions were guided by experienced facilitators and a note taker who spoke the local languages.

Private scoring: In all FGD sessions, except in the one to one in-depth interviews, the private scoring method was used to encourage participation of all FGD participants. The set of FGD guide questions is found in Annex at 8.2.

Data Processing, Analysis and Report Writing

The study yielded both qualitative and quantitative data. Qualitative data was analysed using Nvivo7 software. The quantitative data analysis (demographic data, participation level and private scores of individuals), was done using SPSS version 24. The findings are presented in line with the agreed outline submitted with the inception report.

Challenges and Limitations of the Study

- The actual field work, data analysis and report writing tasks took more time and energy than anticipated. This is due to the diversity of the study group and sensitivity of the issue under investigation.
- Reluctance of some interviewees (particularly at the regional level) and the time required for data organization, entry, and analysis as a result of the multiple data collection methods used.
- Difficulty in accessing target study groups. For example, data pertaining to sub-groups was not obtained from Tigray, SNNP, and Amhara regions due to limited time to get such groups in the target *kebele*s. It also took time get information on the orphans and their guardians and to interview them.
- The sample size was rather small.
- Budget limitations constrained the effort to complement the quantitative data collection with a household survey.

Findings of the Study

Participation of women and VGs in the SLLC Processes

Public Awareness

The study attempted to understand the awareness level of participants about the SLLC processes. Some 88% of the women and VGs consulted through FGDs and in-depth interviews had information regarding SLLC processes carried out in their *kebele*s. Specifically, 100% of the elderly, 98% of WMHHs, 94% of FHHs and 80% of DHHM had information on SLLC processes. On the other hand, only two respondents out of the 96 did not have information about SLLC. Compared to the other VGs, orphans and person with disability (PWD) had less information regarding SLLC (Figure 4.1).

Figure 0.1: Proportion of women and VGs who have information on SLLC process
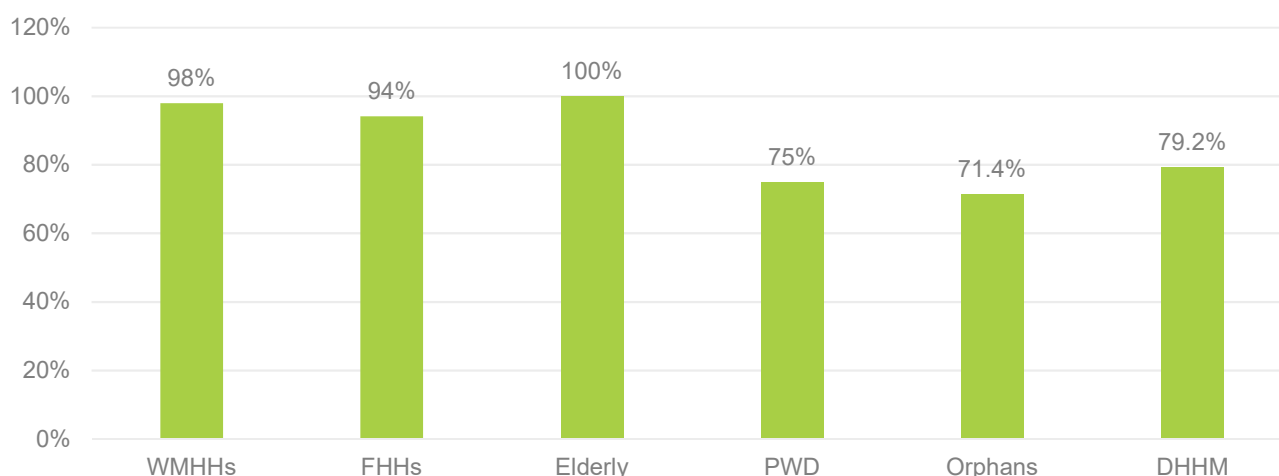
The study collected information on sources of information regarding SLLC processes. The main source of information was found to be religious or social gatherings for almost all respondent categories, followed by *kebele* and sub *kebele*[1] level general public meetings. About 18% of WMHHs received information from other (non SLLC) women only meetings. This indicates the women only meetings were of limited value. None of the women mentioned posters, leaflets and radio programs as a source of information on SLLC.

Participation of women in male headed households in *kebele* and *sub-kebele* level general meetings was less than expected. This is not in line with what is stated in the SLLC manual that states that - women in male headed households should be with their husbands throughout the SLLC process. However, those who participated in the PAC mentioned that participation in the PAC meeting helped them to know about their rights and obligations during the SLLC. Particularly, women in Tigray Region mentioned that it helped them to understand the importance of

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[1] Sub kebele level public meetings were not conducted by the programme. However, women and VGs mentioned other sub kebele level meetings.

participating in the SLLC process. Initially, they thought the SLLC processes were a waste of time and they were not interested in participating, but this changed. This could be seen as a positive effect of the PAC process.

Similar to WMHHs, the majority of FHHs received information from religious or social gatherings (67%), followed by *kebele* level general meeting (50%) and sub-*kebele* level general meeting (47%) (Figure 4.2). The proportion of women who received information from women only separate meetings was only 27%. This could indicate the limited use of women only separate meetings in the *kebele*s.

Figure 0.2 Sources of information on SLLC for FHHs
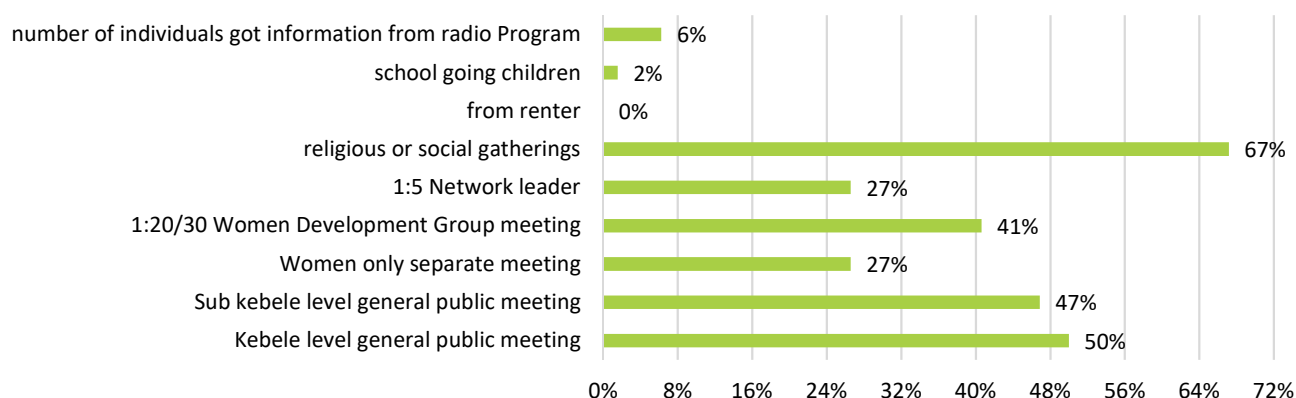
The case of elderly people is different. About 63% responded that they received information from their caretakers, the remaining 37% heard from a kebele land administration expert, Development Agent or kebele chairman followed by 30% from their neighbours. The study showed that close to 91%[2] of the elderly had caretakers, who were mostly family members or relatives. On the other hand, PWDs obtained information from 1 to 5 networks (50%) and from their care takers (50%) followed by neighbours (50%) and *kebele* administration (33%)[3]. With regards to destitute households headed by men, 80% obtained information from religious or social gatherings, while 68%, 58% and 53% from *kebele* level general meetings, 1:20/30 women development groups and other sub-*kebele* level meetings, respectively.

Figure 0.3 Sources of information on SLLC for elderly and PWDs
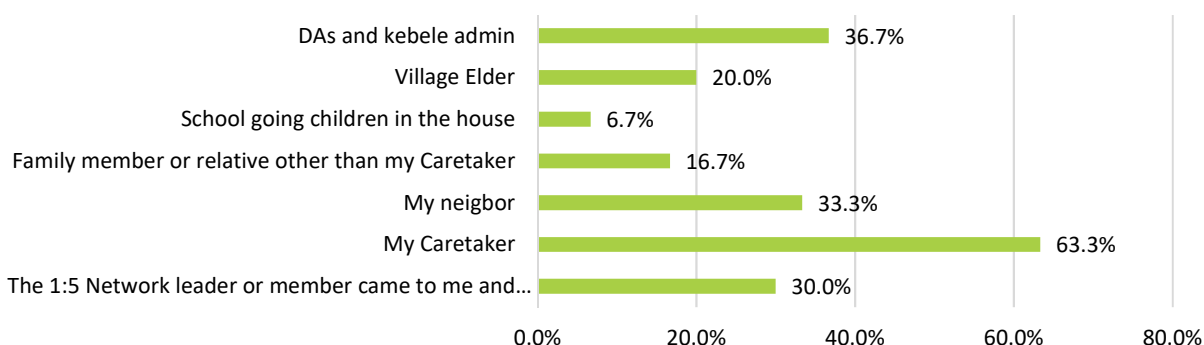
The study attempted to understand the issue of guardians for orphan children (OC). About 90.5% of OCs had guardians while the remaining 9.5% did not. However, only one OC was assigned a guardian through a court process organized by legal experts while the remaining were arranged informally.

The study identified that for FHHs, women development groups, women representatives and 1:5 network leaders were the most preferred channels for obtaining information. House-to-house information delivery was the preferred

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[2] The remaining 9% of the elderly interviewed do not have caretakers.

[3] Note that the questions posed to women and VGs on sources of information on SLLC were multiple response questions. The sum of different sources can be higher than 100%. This is because a respondent may get information from more than one source.

channel of communication for elders and persons with disabilities. Elders also preferred religious leaders, *kebele* leaders, other elders and school children as sources of information.

The use of posters and radio broadcast were less preferred methods of communication by women and VGs because of low literacy levels and limited radio access. Therefore, using these channels for women and VGs may not be useful unless other complementary methods such as radio listening groups are organized.

Table 0.1 Proportion of women and VGs who heard SLLC information from different sources

Sources of information on SLLC	WMHHs	FHHs	Elderly	PWD	Orphans	DHHM	Minorities
Kebele level general public meeting	51.14	50.0	N/A	N/A	N/A	68.4	100
Sub kebele level general public meeting	47.9	46.9	N/A	N/A	N/A	52.6	0
Women only separate meeting	18.1	26.6	N/A	N/A	N/A	5.3	0
1:20/30 Women Development Group meeting	39.4	40.6	N/A	N/A	N/A	57.9	0
1:5 Network leaders	36.2	26.6	25	50	6.70	31.6	0
Religious or social gatherings	57.4	67.2	N/A	N/A		78.9	0
My husband	36.2	N/A	N/A	N/A		N/A	
My renter	N/A	0.0	N/A	N/A		0	0
School going children	13.8	1.6	N/A	N/A		10.5	0
From radio program	0.0	6.3	0.0	0.0		10.5	0
Leaflets and brochures	0.0	0.0	N/A	N/A	0	10.5	0
Health Extension worker	14.9	0.0	N/A	N/A	N/A	10.5	0
Someone paid a visit to my house	0.0	0.0	N/A	N/A	N/A	5.3	0
Community care coalition	N/A	N/A	0.0	0.0	0	N/A	N/A
My caretaker/guardian	N/A	N/A	66.7	50	86.7	N/A	N/A
Village elder	N/A	N/A	0.0	0.0	N/A	N/A	N/A
My neighbour	N/A	N/A	29.5	50	N/A	N/A	N/A
Family member or relatives	N/A	N/A	16.7	16.7	53.3	N/A	N/A
Women representative	N/A	N/A	N/A		13.3	N/A	N/A
kebele land administration expert or DAs			37.0	33.3	20	21.1	
Other source (specify)	2.1	0.0					

N/A indicates the question is not applicable due to different restrictions.

Advantages of participating in PAC

Participants of women from male-headed households FGDs in Enebsie Sarmeder Woreda mentioned that PAC may improve their understanding of their land use rights. However, since they didn't receive information to participate in the SLLC processes they thought this was 'men's business'. Contrary to this, women in other *kebele*s of the same woreda mentioned that the PAC created awareness related to the process of SLLC and encouraged women to participate in public meetings. This shows information access differed even within the same woreda. Similarly, women FGD participants from SNNPR mentioned that participation in PAC helped them to understand their land ownership rights and obligations including the advantages of land certification. They mentioned that in particular, PAC gave them information on the importance of attending the adjudication and demarcation process. They also mentioned the benefits of the PAC process in clarifying how to settle land related conflicts and secure land use rights before the demarcation process. FGD participants in Shashego Woreda mentioned that the PAC gave them information on women's land use rights. Similarly, FGD participants from Oromia region also stressed the importance of PAC because it provided all the necessary information concerning SLLC. The public meeting clarified confusion related to land rights among the public. In general, the information indicated that PAC was conducted in the *kebele*, and this helped women to get information related to SLLC processes and the benefits for women.

Although 98% of WMHH received information about SLLC, their participation rate during AD was 60%. This could be attributed to the fact that their main source of information was secondary (social gatherings) which may have diluted the quality and strength of the information conveyed.

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[4] Since the question is multiple response question, the sum of can be greater than 100 percent

Misunderstanding about the benefits of PAC

Although the majority of the WMHHs, FHHs and DHHM understood the advantage of public awareness, few of them were clear about the objective of the SLLC process. As a result, they considered it a waste of time. This was partly because they heard about the process from *kebele* or sub *kebele* level meetings. This could show that the PA process gave less attention to individual needs and preferences.

Adjudication and Demarcation (AD)

Seventy-eight percent of the WMHHS, FHHs and DHHM attended in the parcel AD process. As indicated in figure 4.2 (page 14), participation in the AD was low for WMMHs and high for FHHs. Out of those who attended the AD, 83% of them attended for all their parcels while 14.5% and 2% of them attended for half of their parcels and one of their parcels respectively.

Figure 0.4 Proportion of WMHH, FHHs and DHHM who participated in parcel demarcation and adjudication
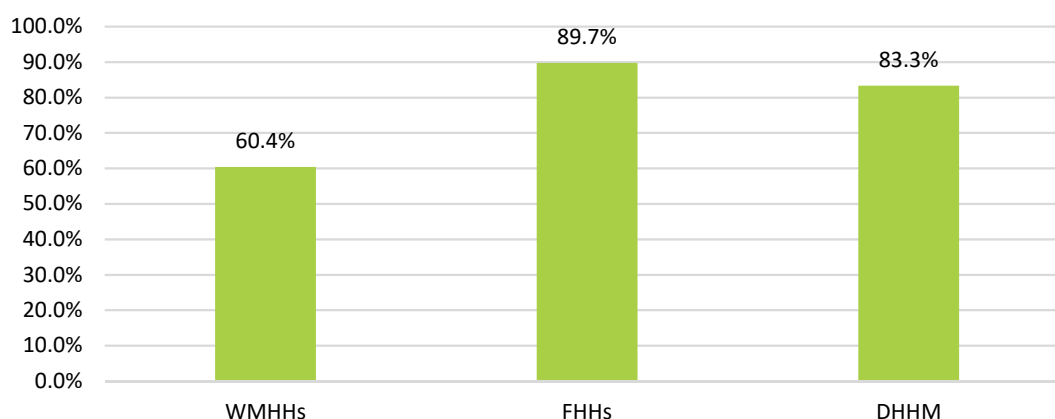
The main determinants for women in male-headed households' participation in AD were SLLC information (71%), their husbands' encouragement (33%) and existence of dispute with their husbands (29%). See Figure 4.5 below.

Figure 0.5 Motivation factor for WMHHs to participate in AD
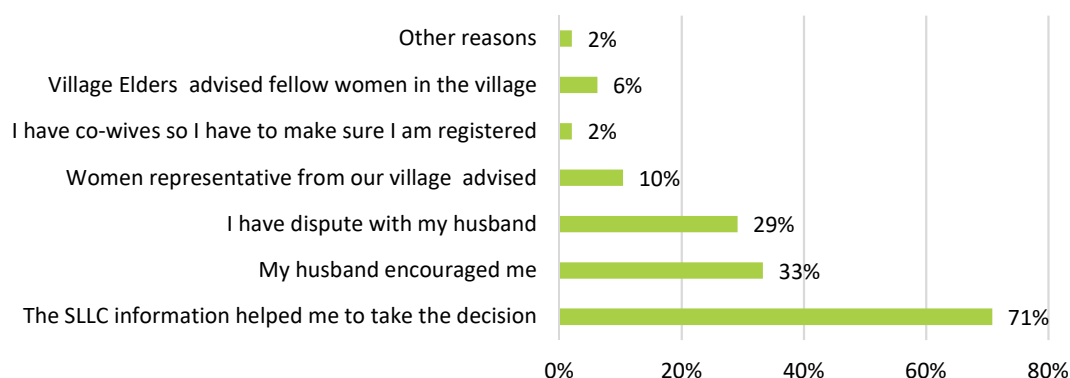
For female-headed households' participation, SLLC information, advice from women representatives in villages and village elders was the main reason for participation in AD (Table 4.2). The community care coalition and LAC members was limited in advising and encouraging women and VGs to participate in adjudication in the AD. DHHM also gave similar reasons for their participation. However, in their case, LAC members and village elders played a better role in encouraging them to attend the AD.

Table 0.2 motivation factors for WMHHS, FHHs and DHHM to attend in parcel demarcation and adjudication

Motivation factors for attending parcel AD	WMHHs	FHHs	DHHM
The SLLC information helped me to take the decision	81	66	84.2
My husband encouraged me	29	-	-
My renter encouraged me	-*	2	5.3
I have dispute with my husband	29	-	-
I am afraid of my renter to take over in my absence	-	2	0
women representative from our village advised	9	23	10.5
I have co-wives, so I have to make sure I am registered	2	-	-
Village Elders advised fellow women in the village	5	21	47.4
LAC member advised fellow women in the sub kebele	0	0	36.8
3C member advised me	-	0	15.8
I have dispute with my neighbouring landholder	-	5	5.3
Other reason, specify	2	0	21.1

"-"indicates this question were not asked or were not relevant for the corresponding women or VG
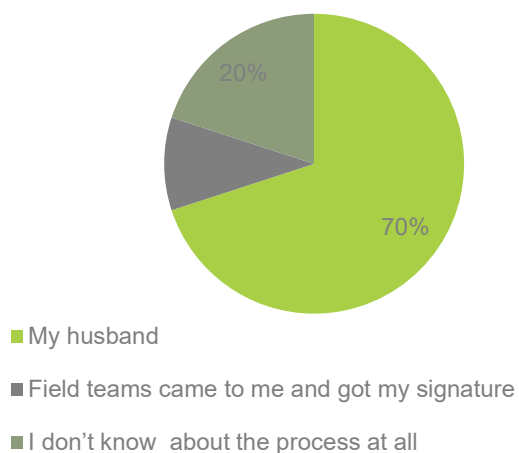
On the other hand, some of the reasons for low level of WMHHs participation in the AD were household responsibility (47%), lack of proper information about their attendance (44%), and maternity needs (17%).

Figure 0.6 Reasons for low of attendance in AD among WMHHs
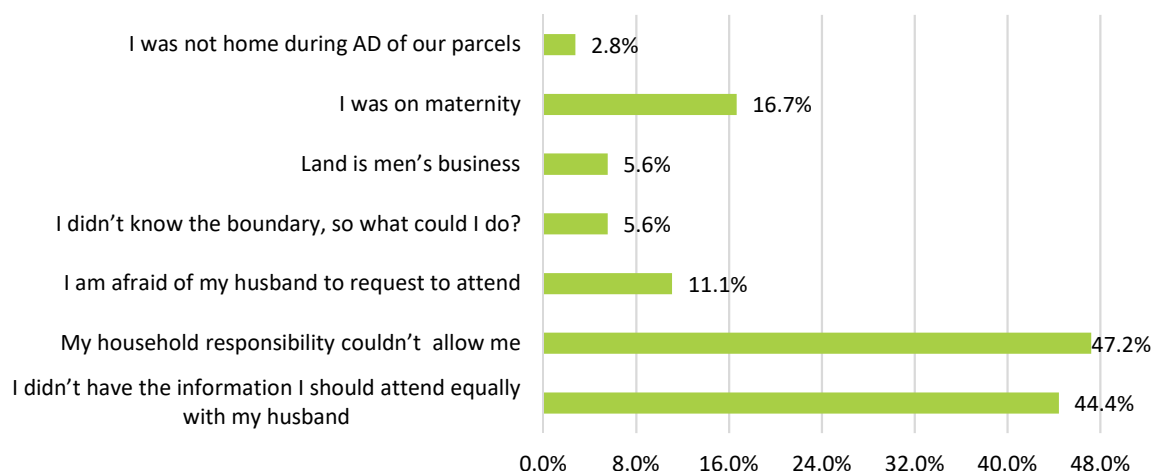
For those women who didn't attend the AD process for all or for some of their parcels, their husbands signed on their behalf (70%); 20% of them didn't know what had happened and 10% reported that the FTL visited them at their residence and got their signature (figure 4.7 below).

Figure 0.7 Response who signed on FRF among women who did not attend the AD

- ■ My husband
- ■ Field teams came to me and got my signature
- ■ I don't know about the process at all

When asked about the benefits of participating in AD, women in male headed households in Tigray, Amhara and SNNPR mentioned that it helped them to know the actual boundaries, size and number of their parcels and ensure their land use rights. They felt this would prevent boundary-related disputes between neighbours. Some women also mentioned that it would help to foster trustworthiness between couples.

However, women in male headed households in Tigray that have more than one parcel suggested that it would be good to schedule the demarcation of the different parcels on different days in view of their household responsibilities.

About 72% of the elderly and 63% of the PWDs were represented by their caretakers in the demarcation and adjudication process while the remainder had no caretakers and were not represented. The majority of elderly and PWDs reported that the reason for choosing or not choosing representation was based on availability of caretakers, personal preference, and their family's decision.

Two-thirds of the caretakers did not fulfil the necessary legal requirements. When asked for the reasons, 73.7% thought it was not necessary, while 15.8% reported they had no information and 10.5% did not know where and how to get information on the requirements. Although caretakers do not have legal representation, it was found that in some cases they still signed on the FRF and agreement/objection form.

All guardians of the OCs participated in the SLLC process representing their OC. Some 88% informed the OCs about the process. About 53% of the guardians collected the land certificate on behalf of their OC. Some 71% of the guardians mentioned that the land is registered in the name of the deceased parent while the rest were registered by the name of the orphan children (12%) and in the name of the guardians (17%).

Public Display (PD)

With regards to PD, about 38% of women in male headed households, 53% of FHHs and 68% of DHHM reported that public awareness activity was conducted before the public display and verification. Among the WMHHs who reported there was PAC before PD, 47% of them heard from religious or social gatherings and 45% of them heard from a *kebele* level general public meeting. Similarly, about 69% of the DHHM received the information from a 1:20/30 development group, 56% from religious or social gatherings and 50% from a *kebele* level public meeting.

Table 0.3 Sources of information for public display by vulnerable group

Source of information	% Reported		
	WMHHs	FHHs	DHHM
Participated in the Kebele level general public meeting	44.7	29.0	50
Participated in the 1:20/30 Women Development Group meeting	28.9	13.0	68.8
Got information through the 1:5 Network leader	10.5	18.0	31.13
During religious or social gatherings	47.4	29.0	56.3
My husband	7.9	-	-
My school going children	5.3	7.0	18.5

Source of information	% Reported		
	WMHHs	FHHs	DHHM
Posters	0.0	0.0	12.5
Health Extension Worker during house to house visit	0.0	7.0	12.5
Someone paid me a visit to my house (specify)	0.0	0.0	0
Other source (specify)	0.0	0.0	18.8

Furthermore, 45% of WMHHS, 63% of FHHs and 90% of DHHM reported that they attended public display and verification. The motivation for this varied. In the cases of WMHHs, the motivation factors were public awareness (64.3 %), encouragement from their husbands (42.9%) and village elders' advice (14.3%). Similarly, FHHs and DHHM mentioned public awareness, LAC members and village elders' advice to attend PD to be the motivating factors. For DHHM, *kebele* chairmen and DAs in addition to what was mentioned for the other groups were the motivating factors. Therefore, for all the groups, public awareness was the main factor to motivate women and VGs to participate in PD. However, these findings should be used with caution as most women and VGs were unable to clearly tell whether the public awareness attended was related to SLLC or organized by other entities. Usually government offices and other development actors use a session organized by one organization to communicate their messages because of the difficulty to organize public meetings.

*Figure 0.8 Proportion of WMHH, FHH and DHHM who participated in PD*
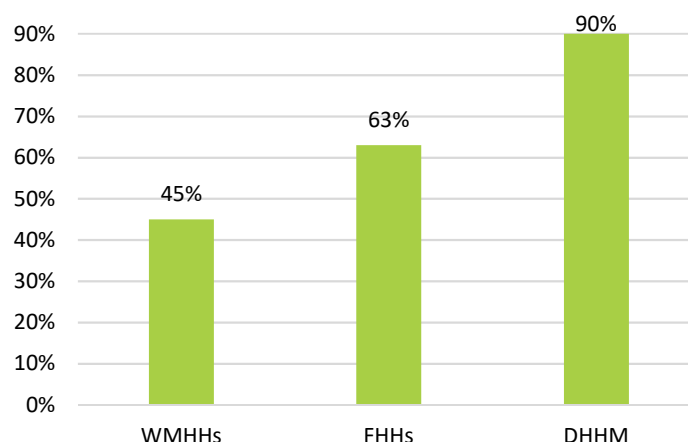
Table 0.4 motivation factors for WMHHs, FHHs, DHHM to attend PD (in percent)

Motivation factors to attend Public display	WMHHs	FHHS	DHHM
The public awareness helped me to take the decision	64.3	75.0	94.1
My husband encouraged me	42.9	-	-
My renter encouraged me	-	0.0	0
I am afraid of my renter to take over in my absence	-	0.0	0
women representative from our village advised	0.0	10.7	11.8
Fellow women in the village agreed to attend	3.6	-	-
I have dispute with my husband	0.0	-	-
I have co-wives so I have to make sure I am registered	0.0	-	-
Village Elders advised fellow women in the village	14.3	21.4	29.4
LAC member advised fellow women in the sub *kebele*	0.0	25.0	29.4
CCC member advised me	-	0.0	17.6
I have dispute with my neighbouring landholder	-	0.0	5.9
Kebele land administration expert or DAs advised	-	-	23.5
Other reason, specify	7.1	0.0	0

Among WMHH who attended the PD only one reported to have faced a dispute over their land. In addition, more than 65% of the women mentioned that pregnant and lactating women were given priority during PD. However, among the FHHs who attended PD, 32% faced disputes with a neighbouring landholder and village elder. This could indicate that FHHs are more susceptible to land disputes with neighbours and elders than WMHHs. Part of the reason could be that FHHs usually have less power and influence in the community compared to married women who are protected by their husbands. DHHMs interviewed also faced disputes during the demarcation and adjudication process.

Among the WMHHs who did not attend the PD, 28% mentioned lack of information about the requirement for both wives and husbands to be present, 9% reported that they were afraid of their husbands and 9% thought that since they have limited knowledge about the boundary they assume that cannot help in the PD. For those women who did not attend PD, their husbands signed the agreement or objection form on behalf of them (71%) while 3.2% reported that they didn't know the process. About 16% of FHHs also mentioned lack of information; about 20% mentioned they were outside the *kebele* during PD and 8% assigned an adult son to attend on their behalf. In general, failure to attend PD was mainly related to lack of information on the process. Strengthening information delivery on who should attend PD may help address the problem.

Figure 0.9 FHHs' reasons for not participating in PD
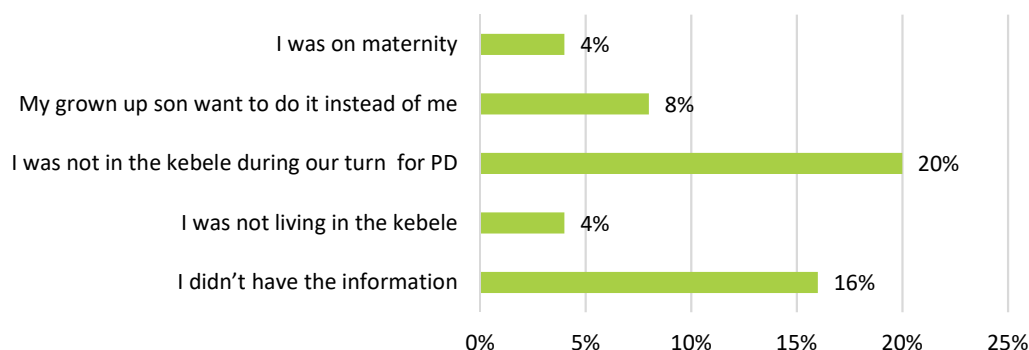
Women respondents were also asked about the disadvantages and advantages of participating in public display. Women FGD participants from Tigray Region mentioned that it helped them to know the size of their land, number of parcels they own and the overall situation of their land. In addition, it helped them feel that they equally own their land with their husbands. Similarly, women in Amhara region (Enebsie Sarmeder Woreda) reported that it improved gender equality and made women and the community know the exact size and boundary of their land. They also mentioned that it developed a sense of responsibility, confidence and accountability. PD could enable proper land registration and protect women from fraud which may be initiated by their husbands and others.

The women participants also suggested ways to make PD more effective. WMHHs in Amhara Region mentioned that there is a need to strengthen awareness creation directed to women to decrease disputes between families and to increase women's participation in PD. Similarly, FGD participants in SNNPR stated that LIFT should consider the mobility challenges of women to attend the PD and verification processes and raise awareness of the community and men to encourage women to participate in the PD processes and check their land. Besides informing women about the advantages of PD and verification, husbands have to be informed to go with their wives when attending PD and verification. In Oromia region the respondents mentioned the need to establish PD centres around residences and provide necessary information regarding the benefits of participation.

Interestingly some differences were observed among groups of women in similar *kebeles* related to participation in PD. On one hand, WMHHs reported that there was no public awareness activity before the start of the PD and verification process in Amhara and Oromia. On the other hand, FHHs from the same locality testified that there were public awareness activities before the start of the PD and verification process.

A higher level of FHHs participation in comparison to WMHH is suggested as being a result of them having waited for this opportunity and as the primary responsible person for their family, are more informed or 'tuned-in' to these initiatives.. Second, officials and experts provided information about the process. However, this could be limited mainly to household heads and information access to WMHH may be low. Thirdly, the authorities may not have taken sufficient account of WMHH including other VGs in the awareness creation process.

The motivating factor for landowners to take part in the PD process included disputes with siblings or adjacent land owners. Women in polygamous marriages did not want other wives to deny them of their land rights. However, the most common motivating factor was SLLC information communicated during PA. Information received in social/religious gatherings, the general public meeting at the *kebele* level and advice from elders were the other frequently mentioned motivating factors for participation.

Although men in WMHH and FHH benefited more from the PD processes across the four regions, men in destitute households, WMHH, persons with disabilities and orphans benefitted less due to less participation and lack of information.

The public display process required the involvement of various stakeholders and committees. Three of the most commonly mentioned included the KLACs, village elders and the *kebele* land administration/development agents. They were described as effective throughout the SLLC process across the regions and VGs. To some extent women representatives and community care coalitions were also involved.

Certificate Collection

The SLLC manual mentions that public awareness activities will be carried out before the certificate provision. Nearly 59%, 82% and 82.4% of WMHHs, FHHs and DHHM, respectively reported that public awareness creation forums were organised before certificate provision. The public awareness creation forums for the different groups varied. Some 47.4% of WMHHs received the PA through religious or social gatherings (*kebele* level general public meetings) and 44.7% from 1:20/30 women development groups. Similarly, 28.5% of FHHs received the PA through religious meetings, 28.6% of them from social gatherings (*kebele* level meetings), 17.9% of them from 1:5 network leaders and 12.5% of them from 1 to 20/30 women development groups. In addition, the dominant methods to carry out the PA for DHHMs were through 1:20/30 women Development Group meetings, *kebele* level general public meetings and 1:5 networks. These results are presented in Table 4.5 below.

Table 0.5 Sources of information on PA before start of certificate collection (in percent)

Reported sources of information	WMHHs	FHHS	DHHM
Participated in the *kebele* level general public meeting	44.7	28.6	50
Participated in the 1:20/30 women Development Group meeting	28.9	12.5	68.8
Got information through the 1:5 Network leader	10.5	17.9	31.13
During religious or social gatherings	47.4	28.5	56.3
My husband	7.9	-	-
My school going children	5.3	7.1	18.5
Posters	0.0	0.0	12.5
Health Extension worker during house to house visit	0.0	7.1	12.5
Someone paid me a visit to my house (specify)	0.0	0.0	0
Other source (specify)	0.0	0.0	18.8

The study also looked into the proportion of WMHHs who participated in certificate collection with their husbands. Only 27% of WMHHs participated in the certificate collection, with their husbands. Attempts were made to understand WMHHs' motivation for attending certificate collection events. The data showed that 65% mentioned husbands were informed in the *kebele* level general meetings to take their wives; 65% mentioned husbands by themselves encouraged their wives, and 12% reported that other women in the village gave the encouragement.

In the case of FHHs, about 76% collected their certificates. The reasons which motivated them to collect their certificates included (i) information they received during public awareness sessions, (ii) fear of dispute, and (iii) fellow women's advice. In general, the data showed that FHHs had information on most of the SLLC processes and their participation was better than WMHHs.

In order to get information related to DHHMs, in-depth interviews were carried out. The results indicated that some 76.5% of the DHHM interviewed have collected their certificates during the survey. The main reasons for collecting their certificates were information received from public awareness activities (92.3%) and advice of village elders (53.8%). Interestingly, some 53.3% responded that they wanted to access individual loans.

Table 0.6 motivation factors to collect their land certificate (in percent)

Motivation factors	WMHHs	FHHS	DHHM
The public awareness helped me to take the decision	64.7	48.6	92.3
My husband encouraged me	64.7	-	-
To access individual loan using the certificate	-	5.7	53.8
Women representative from our village advised	0.0	5.7	15.4
Fellow women/farmer in the village	11.8	14.3	7.7
My renter/crop sharer	-	11.4	0
I am afraid of my disputant	-	17.1	7.7
I have dispute with my husband	0.0	-	-
I have co-wives, so I have to make sure I am registered	0.0	-	-
Village Elders advised fellow women in the village	0.0	11.4	53.8
LAC member advised fellow women in the sub *kebele*	0.0	0	23.1
Social workers (para social workers)		-	0
Other reason, specify	0.0	0	7.7

Information was also collected to learn about the challenges faced by those who failed to attend the collection process or collected their certificate. Approximately 61.7% of the WMHHs who did not join their husband during the certificate collection lacked information on whether they should attend with their husbands; 10.6% did not find it necessary after they attended PD; and 8.5% were refused by their husbands. About a quarter of the women reported that they did not receive their certificate because it was not ready. However, only four FHHs reported they failed to collect the certificate due to a lack of information and competing household responsibilities. In general, access to information, unwillingness of husbands and household responsibilities were the main reasons for women's failure to participate in certificate collection.

Figure 0.10 Proportion of women who didn't participated in Certificate Collection
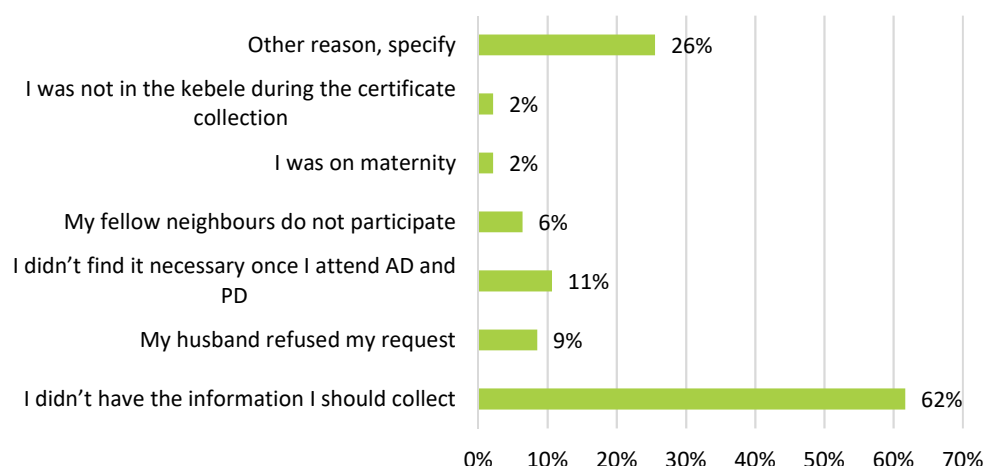
With regard to the elderly and PWDs, about 54.5% collected their certificate. Among those who collected their certificates, 33% reported that caretakers signed the confirmation of certificate receipt even though they did not have legal representation. Only 11% had legal caretakers. In 9% of cases, the land administration committee assisted the elderly and PWDs. With regard to safekeeping of their certificates, about 78% of the elderly and PWDs reported that they kept certificates themselves or with persons they trust; 5.6% responded entrusting caretakers with legal representation and 11% to caretakers without legal representation.

Among the orphan children (OCs) 76% received information related to SLLC processes while the rest were unaware. The majority of the OCs who knew about the SLLC process received the information from their guardians followed by their family members and their schools. Interestingly, the OCs were able to identify some of the committees that were working on land registration such as the *kebele* land administration and use committee, DAs and *kebele* administration. This indicates that the OCs got information regarding the SLLC processes from more than one source. Some 33% of OCs reported that they shared the information regarding the SLLC processes they attended with others while 14% of them kept the information to themselves and decided to hear from others about what happened.

Further analysis to understand OCs knowledge about the different roles of the committees revealed that about 50%knew the committees/structure in their kebeles. However, nine of the OCs were unaware of the KLAC, 11 did not know the village elders, while 12 of them did not know women representatives. In general, most OCs reported that kebele level structure role in supporting OCs during the SLLC processes was limited.

Table 0.7 knowledge of the orphans about land certification related structures

Scores	KLAC	Village elders	women representatives	Experts	Total
I don't know them	9	11	12	1	33
they are doing almost nothing	-	-	2	1	3
they are doing something, but a lot is remaining	1	3	1	1	6
they have performed half of what is expected	2	1	1	1	5
they have done everything for me, and I am fully satisfied	7	5	3	7	22
Total	**19**	**20**	**19**	**11**	**69**

Furthermore, with regard to registration, the majority of OCs reported that their land was registered. Eleven reported that the land was registered in the name of their deceased parents while the remainder reported that it

was registered in the name of their guardians and themselves. Only one reported not having information. Moreover, 13 out of 20 who had their land registered collected their certificate.

Guardians were also asked about their experience regarding their participation in the SLLC processes and the support they rendered to OCs. Box 1 gives the example of one guardian.

> **Box 1 – A guardian's testimony of the SLLC process**
>
> A guardian participated in all processes of the SLLC on behalf of his nephew who was unable to take part in any of the processes. He attended during demarcation and public display and visited the *kebele* to verify the correctness of the map. In addition, he received the certificate on the OCs behalf and kept it in his house to avoid damage by the OC. He also informed the OC regarding the process though he had no legal guardianship. The land was registered in the name of the deceased parents. With regard to the importance of the SLLC processes the guardian mentioned that the land certification process was useful. This will ensure the OC can use the land when he is ready and there won't be roman opportunity for anybody to deceive him.
>
> A challenge he faced was that some of the village elders favoured relatives who were interested in the property and the *kebele* administrators gave attention to what the village elders said during the demarcation. The guardian testified, "I am using the produce from the parcel to feed the OC and buy materials needed for his schooling without me benefiting from it. I don't want to complain because he is my relative and he is benefiting from it."

The perception of different VGs about the benefits of land certification was collected. Elders mentioned that they consider the certificate to have dual advantages: first they believed that it will give them access to credit for further medical treatment. Secondly, they believe that it will give them the liberty to transfer the land to a person whom they choose. On the other hand, some caretakers echoed that it may give them the opportunity to inherit the land. Therefore, both considered the certificate as a guarantee for future inheritance and as guarantee to reduce possible future conflict.

In general, when looking into the participation status of the different VGs in the certification process, female headed households come first followed by destitute households and women in male headed households. In addition, woman in polygamous households also participated actively for fear of losing their land to other wives.

The elderly, persons with disabilities, orphans and women in male headed households participated less compared to the other groups. However, the responsibility was covered by their caretakers/ guardian or husbands (WMHHs).

SLLC Manual Review

LIFT's SLLC manual was developed to provide guidelines and procedures to implement the SLLC process. It also contains a public awareness and communication strategy for various target audiences, training materials for field staff including back-office staff and various forms that should be used during the SLLC process. The manual was prepared by considering practical experiences of similar programs undertaken in Rwanda and the REILA and SLM projects being implemented in Ethiopia.

This review identifies the manual's key strengths and missing elements in terms of addressing women and VGs issues and analyses its actual implementation vis-a-vis what is described in the document. This is summarised in Table 4.8.

Table 0.8: Summary of key strengths and limitations of SLLC manual in addressing women and VG Issues

S/n	Women and VG Issue	Requirements/Strengths in SLLC Manual	Missing elements in SLLC manual	Implementation
1	Identification and engagement of higher-level stakeholders (federal, regional and zonal) in support of Women and VGs	LAUD has the role to promote gender equality and social inclusiveness in the land registration process. Region & zone land administration offices are also expected to identify environmental and social issues and their potential impacts.	Detailed responsibilities of these stakeholders are not stated clearly. -Engagement and inclusion of other relevant regional stakeholders such as BoWC and BoLSA are also missing.	This has been addressed during implementation and the SLLC manual should be revised accordingly.
2	Identification and engagement of Woreda level stakeholders to support women and VGs	Woreda Labour and Social Affairs office and Women and Children Affairs Office were identified to participate and support in awareness creation as well as ensure women and VGs are adequately aware of the process and their rights. LSAO was given the role to monitor and ensure participation of vulnerable groups directly or through their caretakers. Woreda Administration was expected to engage LSAO and WCO in mobilising their respective target groups for effective participation in the SLLC.	The manner in which these stakeholders (particularly WLSAO & WCAO) are working with grass root structures (KLAUC, 1-20/30, 1-5 & village elders) are not well articulated. It fails to include other stakeholders such as Woreda justice office and CSOs such as Women Association.	Women and VG issues considered in woreda stakeholders' orientation. Both WLSAO and WCAO were not involved according to their roles. These two offices are considered during implementation and the SLLC manual should be reviewed accordingly.
3	Identification and engagement of relevant Kebele level structures in support of Women and VGs	The Community Care Coalition (CCC) is mainly identified to represent and protect land rights of VGs. They encourage women to be represented in the KLAUC and be able to participate in capacity-building events, meetings and other KLAUC activities including the SLLC process. The manual requires for re-election and operationalization of all KLAUCs prior to the field work. Kebele administrations are given responsibility to mobilize CCCs/ village elders and women development groups.	The manual does not include key stakeholders such as Development Agents (DAs) and Health Extension Workers (HEWs).	Kebele level leadership training includes women and VG issues Not all KLAUC have women members Re-election of all KLAUCs not done. 3Cs and WDGs not mobilized at all.
4	Identification and engagement of relevant grassroots community structures to support women and VGs	Existing community structures such as 1:20/30 Development Group, 1:5 Network and CCCs/ village elders were identified to support VGs including disseminating the messages through house to house visits by 1:5 network leaders to land holders with health and physical mobility problems.	Development Group not well defined (Women development group is missed. Development Group for only HH heads is recognised)	Development Group only for HH heads is recognised during kebele level leadership training.
5	Inclusion of women and VGs messages for stakeholders at various levels	PAC message at lower level (Woreda, Kebele and grassroots) includes 'Women and VGs rights to land holding, use, inheritance and transferability' as one thematic areas.	Not included in PAC contents given to federal and regional stakeholders.	Workshop conducted for regional stakeholders needs to be integrated into the manual.
6	Woreda stakeholder workshop and land administration office staff training		Participant, duration, content not well defined. Also, roles and responsibilities during SLLC PAC not defined	It has been implemented since the first woreda. Also, roles and responsibilities defined. Both need to be integrated to the SLLC manual.

S/n	Women and VG Issue	Requirements/Strengths in SLLC Manual	Missing elements in SLLC manual	Implementation
7	Kebele leadership and KLAC training		same as above	same as above
8	Representation of women and VGs in Field Team (FT) during adjudication and demarcation		Not well articulated in the manual	Some volunteer women leaders from the kebele represent women and VGs with impressive results.
9	Recruitment of female staff in Field Team (FT)	Female applicants should be given equal chance during recruitment of contractual staff or FTs.	No affirmative action is put in place for female staff during recruitment	Recruitment of staff is based on merit
10	Public meetings to be conducted at sub-Kebele level	The manual requires public meetings at sub kebele level to improve accessibility to women and VGs.		Kebele level general meeting has been implemented.
11	Women only meetings	The manual requires holding separate meetings for women in addition to the general sub kebele level public meetings		Separate women's meetings have never been implemented
12	Development Groups' (1-to-20/30 and 1-to-5 Network) responsibility to address women and VG issues	1-to-20/30 DGL assigns the 1-to-5 DGLs to disseminate information in a timely message to its members to support VGs at AD, PD and certificate collection. 1 to 5 network leaders are also responsible to provide information to persons with disabilities through house-to-house visits.		House to house visits not done by 1 to 5 network leaders.
13	Addressing various VGs by using tailor made communication materials	Various marginalized social groups to be targeted with tailor made materials are recognized.	Groups defined, but almost similar communication approach used except for orphan children	Used same approach and material including for orphan children
14	Public awareness to be led by Field Team leaders (FTLs)	FTLs hold public awareness meetings using standard guidelines set out under the communications plan/PAC Strategy.		Woreda land administration office staff in most cases and FTLs do just one general kebele level public meeting.
15	Participatory approach for PAC	The meeting needs to be participatory and interactive, using visual aids, such as a flipchart, and creating space for clarifying issues and concerns raised by participants.		Flip chart sometimes used, but not accessible to everyone as kebele level public meetings have a big crowd
16	Privacy for women and VG	FTLs will make themselves available outside the meeting to advice on more personal or sensitive individual issues.		There is question and answer session. Time for individual consultation is limited.
17	Reporting and follow up of women and VG outstanding issues from the public awareness	Major issues raised during the sub-kebele meeting will be noted and a record of the meeting forwarded to the Woreda Coordinator for review and identification of lessons to be applied.	Reporting Format for women and VG issues	VG mapping and narrative reporting format already developed and needs to be integrated to the SLLC manual

S/n	Women and VG Issue	Requirements/Strengths in SLLC Manual	Missing elements in SLLC manual	Implementation
18	Training of Field Team	The manual states training for Field Teams on "Social factors and implications in rural cadastre and the need to conduct Inclusive SLLC at all times."	Detailed content and procedure Only TOT for regional experts provided	Capacity building procedures developed On the job training through Review Workshop Procedure to be integrated to the SLLC manual
19	Involvement of women and VGs during adjudication and demarcation	Spouses to come to the meeting and to the entire process of SLLC FHHs and land holders living outside the kebele to be informed on SLLC, ensuring their presence on their parcel during demarcation and adjudication. Land holders with physical or health problems should get representation approved by village elders	Although strongly recommended – there is no mandatory presence for wives leading to men/husband only involvement in most cases. Representation of orphan children not articulated Registration of polygamous wives not articulated	Include enforcing mechanism for mandatory attendance for WMHH during AD Integrate orphan children registration Integrate polygamous wife's registration procedure
20	Involvement and representation of women and VGs during public display	The manual urges that spouses have to be physically present at place of public display. FHHs and land holders living outside of the kebeles also need to be present. Land holders with physical or health problems need to be represented during public display. Representatives are to be approved by village elders. During PD, field team staff should be support VGs to make sure that guardians or caretakers present their official designation.		Wives attendance is not taken seriously during PD. Forms were signed by husbands. Caretakers and guardians do not produce official designation
21	Involvement and representation of women and VGs during certificate collection	The need for spouses to come to the places of certification, FHHs and land holders living outside the kebele to be informed and their presence during certification ensured. Land holders with physical or health problems should get representation approved by village elders.		Women present with their husband during certificate collection are found to be low from sample survey.
22	Appropriateness of forms in capturing women and VG data	Manual contains different forms that are used for land registration. Most of these forms capture information on gender, age, marital status, relationship with land holders, etc.	No separate forms/reporting formats which help to capture all types of VGs data. Only field registration form (FRF) captures information about orphans and persons with disability.	Need to review the different forms (other than FRF) to make them inclusive of women and VG

The monitoring and evaluation system in the manual gives little focus on the joint reflection of stakeholders on how the SLLC is being implemented in regard to women and VGs land registration. The project implementation/steering committee at the different levels, in particular at the woreda level, needs to integrate women and VG issues into its regular monitoring system. In addition, conducting a joint review of the process at different levels starting from *kebele* level up to federal level is important. Therefore, the manual should include a part providing a guide in conducting a quick assessment at each stage of the implementation process. The assessment should focus on the process and outcome of the activities.

It was also observed that reporting formats in the manual lack a part which allows disaggregation of the participants by vulnerability type and methods used. Therefore, the reporting formats should consider both general public meetings and customized public awareness methods proposed for women and VGs. The suggestion is included under the new M&E framework in section 5.

The manual should also include a part which guides documentation of how the public awareness activities are conducted. The guide can include the PA activities carried out and list of participants disaggregated by gender and the VG categories. Currently the manual requires the documentation only of the activities.

There is a difference between the SLLC manual and the PAC strategy. For example, there is no role of DAs in the SLLC manual while this is described in the PAC strategy. This is partly due to the fact that some regions do not have land administration experts at the *kebele* level. The study reveals that DAs can a play an important role in the PA and overall SLLC process. Therefore, it would be good to include the role for DAs in both the manual and the strategy so that the DAs role is recognized and formalized.

With regard to communication approaches, it was observed that tailor made communication approaches were lacking. Therefore, VG based communication approaches are required. The current manual proposed the same approach for all VGs. However, VGs differ as regards to specific marginalization factors. This demands specific communication approaches. Therefore, the manual can include descriptions providing guidance for tailor made communication options targeted to specific groups based on their vulnerability context.

The manual has sufficiently listed potential stakeholders that could be involved in the SLLC process. However, it should consider involving other important stakeholders to effectively implement the SLLC. These include Federal and Regional Women and Children Affairs, Federal and Regional Labour and Social Affairs and woreda Justice Offices and relevant civil society organizations working with VGs (such as, woreda and *kebele* Women Association and other relevant stakeholders).

The roles and responsibilities of stakeholders such as woreda Women and Children Affairs Office and woreda Labour Social Affairs Office should be clearly specified, particularly the way they involve and work with grassroots structures (KLAUC, KA, village elders and various Development Groups (DGs)) and Field Team staff.

Field observations show that if there is a low turnout of land holders during adjudication and demarcation, field teams rely on information from KLAC, which might result in compromising women and VGs land right issues. Even when there is good turnout of land holders to the adjudication and demarcation site, women and VG land holders may not get adequate support from other community members. This requires the need to give responsibility not only to the KLAC but also other community members/ structures to support the field teams. Women representatives and village elders should be engaged and given orientation ahead of the adjudication and demarcation. Women and elders' representatives shall come from their own communities and their involvement shall be voluntary.

Equipping field teams with the required technical and social skills is critical for effective participation of women and VGs. A key informant from Sodo Dachi Woreda in South west Shewa stated a similar issue, "for a successful implementation of SLLC, qualified personnel and commitment of political leaders is crucial." The issue of qualified personnel was echoed by VGs when the experts failed to explain technical issues in a way that less educated, disadvantaged landholders can understand. It is therefore necessary to continuously support field teams to have the required technical and social skills so that they can in turn effectively support women and VG during the SLLC process.

Moreover, to effectively implement the SLLC manual as intended and effectively engage women and VGs during the SLLC process, requires the deployment of full-time dedicated field staff. This person will be responsible for handling women and VG land registration issues along with the overall SLLC PAC.

The issue of motivation was another factor raised for better implementation of the strategy. The staff involved in the implementation of the SLLC may get frustrated due to the level of cooperation, participation and engagement of women and VGs - women and VGs may require extra care and support. Keeping the staff engaged and motivated to support disadvantaged groups needs additional focus and effort.

Communication Materials/Tools for Public Awareness

To reach various target groups and audiences, a wide range of the communication platforms were proposed in the LIFT-PAC strategy. The strategy categorized these target audiences into two groups, primary and secondary.

The primary target audiences include female headed households, women in MHHs, girls, children, vulnerable groups such as elders, persons with disabilities, orphaned children, etc. For these audiences, the strategy devised uses communication platforms such as *kebele*/sub-*kebele* public meetings, 1-to-5 networks , religious gatherings, school mini-media/clubs, development agents, public announcement tools (loud speakers/ traditional hooters), simple leaflets/brochures, thematic posters, radio spots, and docu-dramatic films.

The secondary target audiences include kebele, woreda, region and federal level government and non-government structures. The strategy to reach them included a wide range of communication channels such as leaflets, brochures, booklets, flipcharts, training materials, radio spots, TV Interview/Spots Audio and Docu-drama Films, meetings with implementers, and engagement with local faith organizations, annual regional and national conferences, federal and regional workshops, high-level consultative platforms, internet/ website, press conferences, press kits, including press release, programme brochures, newsletters, and documented success stories.

Among various thematic messages, the issue of women and VG's rights to land ownership was considered for both primary and secondary audiences. However, the strategy lacks detailed and specific approaches required to address the different group of stakeholders.

Communication materials such as flipcharts, brochures, fliers, leaflets and posters that have been used during the implementation of PAC strategy were assessed. The messages communicated to the landholders are clear and consistent for all types of materials used. As mentioned by the LIFT communication expert, the materials are targeted to the different groups of SLLC implementers for different purposes. Woreda level implementers such as team leaders use a standard instructional training material to be used as reference during awareness raising activities and workshops. The materials are translated in local languages and distributed to the woredas and kebeles through regional offices.

However, it was observed during data collection that in some kebeles the posters were missing. This was also confirmed by the communication expert due to distribution problems from regions to some woredas during SLLC implementation. In some woreda land administration offices, posters were used as window cover although these were supposed to be distributed to the villages. Flip chart pages were torn and used as posters. These show a lack of orientation on how to use the communication materials, leading to misuse. While the use of flip charts to facilitate public meetings and present the SLLC process in pictorial form is appreciated, this can be done more efficiently by using a mobile flip chart stand instead of having a person hold the flip chart throughout the presentation while another staff is giving the presentation.

The posters were helpful in providing information for landholders in kebeles/sub-kebeles on "what is expected from landholders", "when and where the certification/adjudication/… will happen in their sub kebeles" and also the purpose or benefits of the process to the landholders.

Future use of printed materials will include guidelines on proper usage and tracking forms to ensure that proper and timely distribution is carried out.

As explained by the LIFT communication expert *"engaging the women and VGs in the process needs not to be uniform in all regions. It should consider the context of the implementation areas, for instance churches/religious leaders in Amhara region are the best communication channel to disseminate right and timely information for women and elders."* School level interventions were planned but not practically used for the SLLC purpose. In addition, the involvement of Development Agents in the SLLC process was not satisfactory mainly because they are already busy with their existing workload.

PAC Strategy for Vulnerable Groups

Concerning women and VGs, the LIFT-PAC strategy considers these social groups as one of the primary target groups. However, unlike in the SLLC manual, these social groups are not well identified and defined, and the PAC strategy does not provide specific and appropriate communication approaches based on their vulnerability. Although the PAC strategy considers the issue of women's and VG's land ownership as one thematic area of public awareness raising, it lacks clear and specific communication strategies to convey the required information.

This could be because the LIFT-PAC strategy was not developed and adapted referring to the SLLC manual. In addition, there are no printed communication materials specific to these groups. However, all printed materials have points regarding orphans and persons with disabilities to engage their guardians in the process and involving spouses too.

The messages in the printed materials (posters) focused on providing information on each stage of the process to landholders on having their parcels certified. Women and other vulnerable groups are benefit less from the printed media as most of the group members are illiterate and the materials are not accessible to these groups. The flipchart may provide information for these groups as it has pictorial presentation, but it is still not accessible for this group. Therefore, the communication materials need to help the VGs to understand messages from the pictures and visual images and should be accessible.

Table 0.9: Summary of key Strengths and Limitations of PAC strategy in Addressing Women and VG Issues

S/n	Women and VG issues	Strong points/requirements in PAC strategy	Missing elements in PAC strategy	Implementation Status
1	Identification of stakeholders who would support women and VGs.	In addition to those stakeholders identified in the SLLC manual, others were also mentioned in the strategy. These are woreda law enforcement bodies, Women Development Groups, agricultural extension worker (DA) and para-social and para-legal workers and etc.	The roles and responsibilities of these stakeholders need to be stated in detail. Some stakeholders are specified in in a generic manner for instance policy/decision maker, academia, research institutions, development partners)	None of these stakeholders were involved sufficiently.
2	Inclusion of women and VGs land messages for stakeholders at various levels	Women's and VG's rights to land ownership, use, inheritance and transferability is adequately included in PAC massages for various audiences.		
3	Identifying and defining socially marginalized groups.	The PAC strategy recognizes socially marginalized groups such women, girls, children and vulnerable groups (elders, persons with disabilities, orphaned children, etc.) and considers them as primary target stakeholders.	Unlike SLLC manual, it does not recognize the diversity of various marginalized social groups with each of them having diverse needs.	The SLLC manual and the PAC strategy need to harmonize their differences
4	Communication platforms used to address women and VGs at grassroots structures	In order to address issues of women and VGs, grassroots structures such as women development group's (WDG) and community care coalition's (CCC) Community Conversation (CC) sessions are considered as core communications platforms. Agricultural extension workers (DA) which is missed in SLLC manual are considered as one of most viable information agents to disseminate information particularly to elders, persons with disabilities and other vulnerable groups.	No printed communication materials specific to these groups	Limitation in active engagement of CCCs and DAs.
5	Communication platforms devised for other stakeholders	All available communication platforms are considered. The strategy uses a wide range of communication platforms for various target audiences. Printed materials are translated in local languages and distributed to the woredas and kebeles through regional offices.	Failed to disaggregate and map communication platforms with target audiences they address, particularly for audiences at kebele, woreda, region and federal level.	Flipcharts, brochures, fliers, leaflets and posters are used widely but poster is unavailable in some kebeles

Implementation and suitability of PAC strategy for women and VGs

The PAC strategy enabled the dissemination of information on the rights of women and VGs which was effective in facilitating the participation of FHHs as well as women in polygamous marriages in the SLLC process. However, it had limited effect among WMHHs. The PAC strategy could have been more effective if it incorporated mechanisms to reach and motivate this group to participate in the SLLC process.

Data obtained from the four regions revealed that women landholders in general and WMHHs, in particular, preferred to have awareness creation in non-formal and less structured settings. Women are interactive in small groups, such as the 1:5 networks and women development groups. Therefore, gender-based awareness creation and an interpersonal communication approach might be useful facilitate women's active participation. In addition, messages communicated should not only be instructional but also be empowering for women and other VGs to participate.

Based on the findings of this study and other documents reviewed, the communication strategy could be improved to reach women and VGs. Box 2 presents areas for improvement.

Box 2. Some suggestion for the improvement of the PAC strategy

Target groups - Rural women landholders

    Primary targets: women in male headed households and in polygamous marriages

    Secondary targets: the husbands of these women

    Third targets: *kebele* leaders, religious leaders and Men/HH and Women Development group leaders

Communications objective

- Enhance women's participation in land certification through public awareness
- Increase awareness about benefits of joint holding to protect and strengthen their rights
- Increase interaction regarding the benefits of second level land certification among couples, neighbours and friends.

Communication channels

According to Ethiopian Demographic and Health Survey:

- 69 percent of women and 38 percent of men cannot read at all.
- 77 percent of women and 62 percent of men have less than weekly access to any form of mass media (newspapers, television or radio).

Taking the above into consideration selected channels for women are:

- Market town activities - video recorded/ drama at marketplaces
- Sub-*kebele* women only meetings
- Women ONLY coffee ceremonies replacing community conversation
- 1 to 5 community networks
- Religious gatherings

Primary messages:

'SLLC process is women's business too and it is a one-time process which lasts four months in your village – so give it time for your family's future'.

'knowing the number and the size of the family's parcel will protect you from future competing claimants (ex-husband, family in-laws, rentees, neighbouring holders, etc.)'.

Secondary messages:

Share best practices related to participation of spouses in SLLC events.
Share best practices related spouses' negotiation or discussion on women's rights.
Selected channel for Husbands

- Market town activities.
- *Kebele* and sub-*kebele* public meetings.
- Men/HH development group and DAs.

Messages:

'Encourage your wife/wives to participate in SLLC process awareness meetings'.

Selected Channels for Tertiary targets (community leaders, structures or networks)

- Training events and workshops (the agenda should have sessions on womens land rights and social inclusion).
- Woreda cabinet meetings.
- Religious gatherings.
- Flipcharts, leaflets, brochures and other printed medias.

Messages:

- Gender and social inclusion is central in the SLLC process.
- Make sure women and vulnerable groups are addressed in ALL stages of the SLLC processes.

Issues for PAC Strategy Revision

The Strategy [5]

- It will be useful if the PAC strategy incorporates detailed information related to women and VGs. Initially there should be a focus on how to deal with certification of two or more orphan children within a household. By including such detail, the strategy may help to reduce future disputes.
- In reference to the SLLC manual and based on assessment of practical challenges observed during implementation, using a PAC modality that can sufficiently address the needs and interests of women and VGs should be devised.
- Taking the SLLC manual into perspective, the roles and responsibilities of each stakeholder have to be specifically articulated in the PAC strategy.
- In the same token it should be revised to include a detailed description of implementation procedures for the proposed PAC approaches, strategies and materials.

Implementation of the Strategy

- One of the major strengths of the strategy is its use of established governmental structures starting from the regional administration down to the development agents and networks at the grassroot level. In order to improve the effectiveness of these structures, integration and coordination of the formal and informal communication channels will be useful.
- Respondents complained about the limited time given for the SLLC process. They suggested a bit longer and a flexible schedule which should be organized in consultation with them.
- The time allotted for pre-field public awareness in kebeles is sufficient to disseminate information; however, the time might not be used efficiently and effectively. It is important to devise mechanisms to assess the effectiveness of the PAC activities in all stages of the SLLC. A rapid assessment like an audience analysis can be organized.
- At the public awareness sessions, it would be crucial to use standard PAC methods that convey the messages more easily and responsive to regional contexts. One of these could be the use of short videos to explain the SLLC process to women and VGs. The video can be projected during public gatherings. This can help to disseminate standardized information across all regions. It may also be good to consider experience of other organizations that use video-based extension approaches such as the Digital Green.

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[5] See also section 4.2.5

- Messages targeting women and other VGs have to be simple, specific and understandable to enhance their level of participation. Before designing the communication, materials and deciding on the channels to be used, messages have to be responsive and pre-tested in actual contexts.

**Stakeholder engagement to support the SLLC**

Structure and Capacity

SLLC is implemented with the participation of different stakeholders starting from federal down to the *kebele* level. Woreda and *kebele* level structures have a critical role. At the woreda level, the land administration and use office is the principal implementer of the SLLC. Other stakeholders that are supposed to be actively involved in the SLLC processes include the *woreda* Administration (WA), Labour and Social Affairs (LSA), Women and Children Affairs (WCA), Justice Office and woreda Court. These stakeholders are expected to carry out activities related to mobilization, liaison, information dissemination, organization and facilitation, coordination and integration, promotion, and monitoring at woreda and *kebele* levels. In order to raise awareness and create ownership of the programme, woreda and *kebele* level stakeholders' workshop/training activities are organized prior to the start of SLLC in a given woreda. Specific roles and responsibilities of the different actors are discussed during the workshop. However, the study shows that the woreda labour and social affairs office and the woreda women and children affairs office's participation and involvement was minimal and limited to the initial awareness raising.

At the *kebele* level, the stakeholders that are supposed to be involved in the SLLC processes are *kebele* Administration, *kebele* LAC, FTL, Village elders, WC, Sub- *kebele* Team, 1-to-20/30 DGLs and 1- to-5 networks. In general, the roles and responsibilities of these structures, depending on the stakeholder, relate to dissemination of information, organization of community meetings, dispute resolution, mobilization of women development groups, mobilization of the Community Care Coalition, reporting of issues, ensuring women's active representation and involvement in LAC activities, provision of independent verification of boundaries between neighbourhood parcels and between villagers' boundaries.

The main service providers at the *kebele* level are found to be Land Administration and Use experts and Land Administration and Use Committees. In addition, the role played by elders was also appreciated and recognized by the land holders. Interestingly, village elders were perceived as useful, especially for dispute resolution purposes and that was a clearly recognized and valued service.

Although they were assumed to be key stakeholders as reflected in the SLLC manual, the role played by Women Associations, the 1-5 networks and Development Groups were not recognized as effective stakeholders by land holders. Land holders' perception about the usefulness of the formal and informal *kebele* structures for SLLC process is presented in Figure 4.11 below. K*ebele* Land administration experts and DAs were considered as more useful for implementation of the SLLC processes followed by KLAC and village elders. The different colours show the ranking made by the beneficiaries of the stakeholders.

Figure 0.11 perception of beneficiaries on benefits of different information sources.
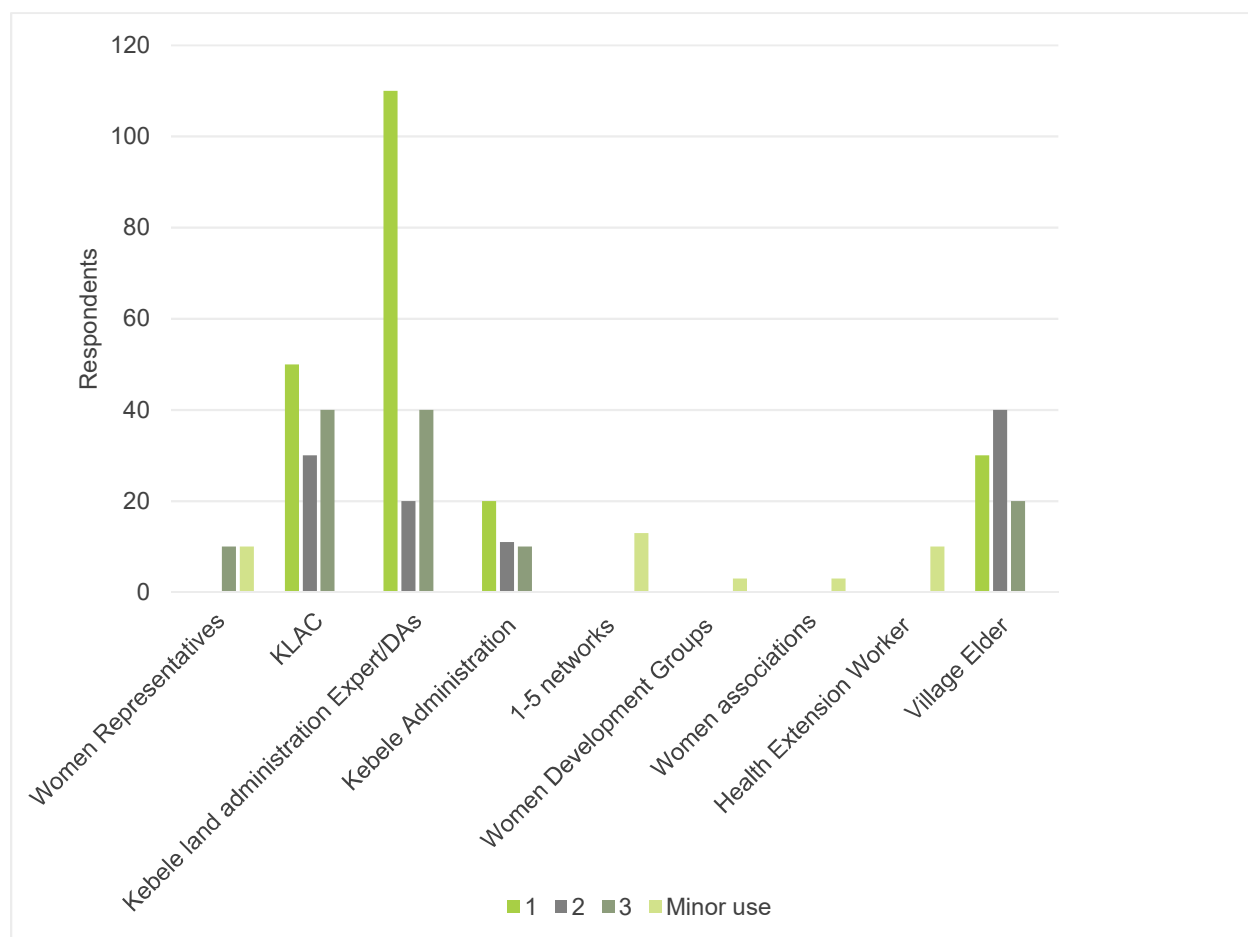
Therefore, in order to use underutilized informal structures such as the 1-5 networks and women associations they should be made aware of their responsibilities through capacity building and involved in joint planning and monitoring meetings. If possible, some kind of incentive should also be devised.

Table 0.10: Perception of woreda level SLLC implementers about their performances

Regions	Positive achievements	Weaknesses/issues requiring improvement
Amhara	• Sense of ownership was created in the minds of women with male headed households • Specific support given to women and VGs • Guardians and caretakers were made to have information on SLLC.	• Due to lack of budget and time, activities required to involve women and VGs especially supervising the house to house information delivery was limited • The house to house information delivery was not adequate. • PAC for women and VGs was not perfect.
Oromia	▪ Awareness creation was done during the other SLLC processes to fill the gap for those who missed during the PA process	• Engaging other stakeholders, such as women representatives, labour and social affairs was limited • Engaging women and VGs that have land disputes. When the work started this was a challenge due to a lack of experience. • VGs at *kebele* and district level are not listed well • Methodology for approaching VGs were not well designed
SNNP	• In some woredas public meetings were organized at four different times for the different processes of the SLLC and VGs were represented by their caretakers. • Inclusion of women representative in LAC was ensured. • Support services and training provided to *kebele*s LAC.	• But in other woredas only one day training for LAC with regard to PAC. • Ensuring the timely provision of information to women & VGs was not monitored. • Separate meeting for women and VGs were not carried out. • Failure to invite other woreda offices to support in PAC process
Tigray	• Field workers sent to the home of the women and VG when they were unable to come to public meetings • Women and VGs were made to be aware through their partners, neighbours, and *kebele* and sub-*kebele* administrators.	• There was no full participation of all target groups; and • Limited role of other offices in the SLLC processes

Table 0.11: Perception of kebele level SLLC implementers about their performances

Regions	Positive achievements	weaknesses/issues requiring improvement
Amhara	▪ Strong, committed, and coordinated in creating public awareness and more importantly in making VGs part of it. ▪ Sense of ownership was created in the minds of women with male headed households.	▪ Weak in creating public awareness through house to house visit due to lack of clear map of all households.
Oromia	▪ Public awareness was done at different levels using different methods ▪ women and VGs missed during the PAC were addressed when their pictures were taken to be put on the certificates	▪ Public awareness was not fully done at the grass root level ▪ women in male headed HH were not active participants ▪ Only some women and VGs attended public awareness at *kebele* meeting.
SNNP	▪ DA-assisted the development unit and women representative while providing training for women and vulnerable groups ▪ Coached 1-5 network to transfer tailored message about process and benefits of SLLC to women and VGS ▪ Created awareness to the community	▪ Could not reach all women and vulnerable groups in the *kebele*s ▪ Female participation in the early stages of awareness creation was limited ▪ At initial stage there were lack of understanding by development agents about the process
Tigray	▪ Were able to carry out most of the PA for land holders	▪ PAC was not adequate because limited land holders participated, and the time given was short

Challenges/gaps observed in the SLLC implementation with regard to engaging stakeholders

The main challenges faced by the woreda stakeholders to perform their tasks were:

- The woreda administration is involved in different activities and it is a challenge to engage them to resolve issues. As a result, decisions were delayed.
- The land administration and use experts are busy with other day to day tasks and gave limited attention to bring the offices of labour and social affairs and women and children affairs on board. As a result, the two offices felt left out and they were not clear about their roles and responsibilities in the SLLC processes.
- In most of the woredas, there is no coordination, regular joint planning and meetings, monitoring or supervision. If these processes were followed seriously, most of the challenges raised above could have been resolved on time.
- Lack of coordination and joint reviews was reported as one problem in SLLC implementation, mainly, by non-woreda land administration actors. They feel that if there was coordination and joint work, their involvement could have improved.
- After the SLLC woreda stakeholder workshops, there was no continuous monitoring and coordination. This has contributed to low engagement of stakeholders. Experience of LIFT staff revealed that after participating in the workshops most stakeholders do not share information to their staff on their offices' role and responsibilities in the SLLC.
- The current monitoring and reporting process only considers the land administration and use actors. The others are left out. As a result, they are not informed about what is happening.
- Based on the study team's observations, the monitoring and reporting system is mainly used for accountability purposes to track performance. As a result, the monitoring reports are not used in critical reflection moments organized with all stakeholders and land holders in order to improve the implementation process.

Cost effective strategy to unleash potential of stakeholders

Possible strategies to address challenges and improve SLLC implementation include, but are not limited to:

- **Improve coordination and joint planning**: coordination between woreda offices and *kebele*s is clear and strong for offices that have *kebele* representatives. However, for those offices which don't have *kebele* structures, linkages between woreda offices and *kebele* operators are not straight forward. When this is added to the transport problems these offices are facing, it makes them completely disconnected from the actual

work happening in the *kebele*s. Therefore, joint planning, coordinated implementation, joint reviews and supervision could help in improving the situation. This will not help only the woreda and *kebele* coordination, but could also be used to improve the inter-sectoral linkages between woreda offices as well as stakeholders operating at *kebele* level.

- **Reward best performers:** motivation for good performance is not an easy task but when done judiciously it can create an overarching positive effect. Organizations and individuals get motivated when their efforts are recognized and appreciated. Therefore, recognition and appreciation of best performer individuals and organizations could be planned periodically during each of the SLLC process to motivate implementers for better performance. It could also help to make the process participatory, which can help avoid complaints and resentment.
- **Create an incentive system:** There is a general tendency to involve *kebele* institutions in all activities carried out in the *kebele*. Leaders of these institutions have stated openly their unwillingness to this or have showed their dissatisfaction through inefficiency. Therefore, SLLC implementers should be aware of this. Though it may be difficult to pay a permanent salary, it may be good to think of a possible output-based incentive mechanism. This could be organizing training to best performers, per diems for preparing reports or participating in review meetings etc**.**

Critical loopholes in the SLLC Manual and PAC Strategy

Though the SLLC manual clearly indicates that those women in MHHs should participate in the entire SLLC process with their husbands, this is far from what is practiced. The "trust" wives have in their husband and the perception that land is a man's business will create conflict in the future. In the event of death or divorce, women will be at a disadvantage and may lose their land. Therefore, necessary precautions have to be taken.

Currently, guardians of orphan children and caretakers of the elderly are represented through informal agreements. There is no documentation regarding their relationship and the responsibility of the guardians and caretakers is not clearly spelled out.

Active participation in SLLC processes could be nurtured by clearly communicating the perceived benefit of having the land certificate. In rural Ethiopia land use rights is mostly customary and holders with adequate social capital have little fear of losing their land while they or their relatives are around. However, those who have limited social capital and are less influential in the *kebele* (like women headed households and vulnerable groups identified in this study) are sceptical. As a result, they give more value to the land certificate.

Issues for Policy review

Based on the findings of the study, the following issues could be included in the policy review. The issues include improving participation of women in the whole SLLC processes; mechanisms and relevance of legalizing the role of guardians and care takers; improving the awareness about the overall benefits of certification, linking the certification process with vital information about registration and rental, credit leases and inheritance to include the participation of all bearers of the certificate.

Give importance to both process and end results

There is difference between participation in the process and benefiting from the result. Empowerment should also be taken as one result equal to getting the final certificate. According to Dessalegn, (2009) empowerment cannot come about without awareness of ones right. On the other hand, this study showed lack of awareness as one of the major causes for weak participation of women and VGs, mainly women in men headed households. Those who were involved in the SLLC process were often confined to the certification process. Though the SLLC process/manual requires participation of women in all stages of the certification process, the practice is not complying with the provision. This could be related with what Dessalegn stated as "legalization without empowerment will be a remedy without effect because it will not address the special circumstances of the poor" (VGs in this case) (2009). In line with this the author suggested that if tenure security of land is the ultimate goal, the legalization process (certification) must go hand in hand with empowerment.

Caretakers and guardians should be legalized

The practice of representing VGs, including elderly, orphans and persons with disability, in the SLLC process was mainly arranged informally. The representatives were selected by the VGs themselves, their relatives or by the agreement of the two. However, in most of the cases, the caretakers/guardians did not have any formal document regarding their representation that expresses their delegation power and the limit of their responsibility.

The current practice could be characterized largely as an informal representation. Though, there were no cases of conflict presented between the VGs and their takers until now, developing a mechanism of formalizing the

representation could be a wise decision to reduce potential conflict in the future. Furthermore, the rights of the VGs, in relation to their land ownership, will also be improved.

Capitalize on land certificate benefits

The major benefit of having a certificate is tenure security. According to Deininger *et al*, (2008), Ethiopia farmers, compared to other African countries, face tenure insecurity. Dessalegn, (2009), mentioned that certification improves the level of confidence of both sides when renting out land. As a result, land related disputes will have the potential to decline significantly due to land certification (*ibid*). A study carried by Knife (2013) in Tigray reported that land registration and certification prevented land grabbing and had robust positive effects on farm productivity (Mequanint and Erwin, 2015).

Create strategy for policy dialogue

The process of engaging in policy dialogue has similarities with conducting advocacy. The ultimate objective of both activities is to convince policy makers to take actions or make decisions on an issue identified as pertinent for the fulfilment of our objectives.

Though there could be some minor variations the commonly followed steps in advocacy (which could also be used in policy dialogue) are the following[6]: This section picked one issue selected for policy dialogue- **Legalizing Caretakers and Guardians**- as an example to illustrate the process or steps which could be followed in engaging the stakeholders for policy dialogue.

- **The issue:** Legalizing caretakers and guardians supporting elders, people with disability and orphan children.
- **Identifying the target Audience**: the issue requires developing legislation and getting it ratified. Therefore, we assume that the primary audiences are: the Ministry of Labour and Social Affairs, the Ministry of Women and Children Affairs and the House of Peoples Representative (the parliament). The secondary audience is DFID- who is financially supporting the secondary level certification and has leverage in influencing the government to bring the issues at the forefront and agree to discuss about it.
- **Development of the message:** the message relates to legalizing the responsibility of care takers and guardians. The message will have information about the current system which is based on customary agreement. The bottlenecks of the current system will also be highlighted as: One; it is open for manipulation and can put women and VGs in a disadvantageous position. Two; it has limited acceptance in court and other legal institutions. The message can be backed by evidences collected from the field in relation to the bottlenecks. Furthermore, information on the numbers of people who will be affected if the issue is not resolved could also be included to magnify the seriousness of the issue.
- **Choosing the formats of delivery and implementation:** different methods of delivering the message could be utilized. The first one is visiting the offices of the primary audiences and getting their willingness to attend a panel discussion on the issue. It would be useful to go with a one-page message that will be delivered to the host. The paper will be the main discussion point. Alternatively, if the person wants to get different perspectives about the issue, a panel discussion can be organized. The panellists will be experts on the subject. The outcome of the panel discussion should include next steps. Based on the agreed action, it may be good to come up with action plan including responsibilities. This will help to spell out a time frame and identify main players and supporters of the cause.
- **Monitoring and Evaluation:** getting a decision out of a policy dialogue requires constant and sustainable effort. Therefore**,** monitoring the action plan and ultimately evaluating the outcome should be a component of the whole effort.

Monitoring and Evaluation Framework

Monitoring

Monitoring progress is vital to the success of the SLLC manual and PAC strategy. An important element of implementing the strategy to engage women and VGs in the SLLC process involves the continuous monitoring of the progress in implementing activities in terms of process as well as against outputs. The study emphasises on process monitoring because this is one area that deserves attention and improvement. The focus will be on harvesting and sharing lessons as well as documenting issues and ensuring that they are acted upon. Focusing on process will hopefully lead to deepening the engagement of stakeholders from the federal down to the kebele

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[6] IFPRI. Special Analysis for Rural Economic Development. Part III. Learning module. Addis Ababa

level. Process monitoring could also lead to improving SLLC procedures especially as regards to the participation of women and VGs.

As presented in the suggested logical framework, the study focuses on reporting at the output level (Table 5.1). This will allow LIFT, especially the GESI and PAC team, to keep track of number of VGs the SLLC had dealt with. (The "how" part is covered in the process monitoring.) Monitoring at the outcome and impact level could be designed separately.

It has to be noted that the monitoring that is carried out with regard to women and VGs should not be considered independently within the confines of LIFT. Especially that women and VG issues touch upon the agenda of partner stakeholders, e.g. Women and Children Affairs, Labour and Social Affairs etc., LIFT could explore how the M&E outputs and process monitoring could be useful to these organisations.

Critical reflection

One key point which is lacking in most M&E undertakings is critical reflection. Critical reflections are needed to share monitoring and evaluation results with key stakeholders so that corrective actions will be taken or best practices will be scaled up. This is critical for field teams to draw lessons from previous woredas and improve their gender and social inclusion knowledge and skill. A kind of review meeting among field staff in the woreda will help to share experiences on what problems they faced, how they handled them and what improvements are to be made.

Table 0.1 Logical framework for effective engagement of women and VGs in SLLC

Objective Statement	Performance indicators	Data Sources	Assumptions
GOAL: Contribute to increased economic growth, increased incomes of the poor, without harming the environment.			
Outcome 1: strengthened security of land tenure for women and VGs as a result of second level land certification	▪ # of women in male headed households who received land certificate registered by their name or as married couples ▪ # of women in polygamous marriage who received land certificate registered by their name or as joint holders/married couples ▪ # of female headed households who received SLL certificate registered by their name ▪ # of destitute households headed by men who received their SLL certificate registered by their name ▪ # of elderly who received their land SLL certificate registered by their name ▪ # of person with disability who received their SLL certificate registered by their name ▪ # of orphan children who received their SLL certificate registered by their name ▪ # of minorities of any kind who received their SLL certificate registered by their name	Monitoring report, Mid-term review (MTR) Final evaluation (FE) LIFT MIS	Women and other VGs understand their land use rights
Output 1.1: Women and VGs actively participate in all SLLC process	▪ # of women in male headed households who participated in all stages of the SLLC ▪ # of women in polygamous marriage who participated in all the stages of SLLC ▪ # of female headed households who participated in all the stages of SLLC ▪ # of destitute households headed by men who participated in all the stages of SLLC ▪ # of elderly who participated in all the stages of SLLC through their care takers ▪ # of person with disability who participated in all the stages of SLLC through their caretakers. ▪ # of orphan children who participated in all the stages of SLLC through their guardians ▪ # of minorities of any kind who participated in all the stages of SLLC	Mid-term review (MTR) Final evaluation (FE) LIFT MIS	Women and other VGs understand their land use rights
Act. 1.1.1 Conduct public awareness activities tailored to women and VGs	▪ # of women who participated in women only public meeting sessions. ▪ # of destitute households headed by men reached by tailored PAC methods ▪ # of elderly and PWD reached through house to house visits ▪ # of orphan children reached through house to house visits and other appropriate methods ▪ # of minorities of any factor reached through tailored methods	Final Evaluation Mid-term review (MTR)	Key stakeholders cooperate and willing to mobilize women and VGs for SLLC process
Act. 1.1.1 Prepare and disseminate communication materials tailored to women and VGs	▪ # of communication materials women and VGs sensitive prepared and disseminated ▪ # of women and VG sensitive communication materials used in the PAC of SLLC process	PAC Monitoring Report	Adequate budget available
Output 1.2: Key stakeholders effectively mobilize their targets to raise awareness and	▪ # of awareness creation sessions conducted by key stakeholders to mobilize their targets ▪ # of targets if stakeholders (women or VGs) engaged in the awareness creation sessions conducted by the stakeholders ▪ # of stakeholder that participate in the SLLC process	LIFT and stakeholders monitoring reports	Stakeholders are willing to engage women

Objective Statement	Performance indicators	Data Sources	Assumptions
GOAL: Contribute to increased economic growth, increased incomes of the poor, without harming the environment.			
ensure participation in the SLLC process			and VGs in SLLC
Act.1.2.1 Mobilize relevant stakeholders to engage their targets in the SLLC process	▪ # of stakeholders that effectively participate in awareness creation of women and VGs participation in the SLLC	Woreda Stakeholders workshop report	Stakeholders are willing to participate in the SLLC process and engage their targets
Act. 1.2.2 Revise the SLCC manual and PAC strategy	▪ SLLC manual and PAC strategy revised to include women and VGs in the SLLC process	LIFT monitoring/progress reports	

Recommendations

The key strategies to be adopted for effective engagement of women and VGs during SLLC are:

1. **Refine the SLLC manual as per the reviews made by this study:** the study indicated areas for revision of the SLLC manual (**Table 4.8**). This includes but is not limited to disaggregation of SLLC formats, procedure for orphan children registration, procedure for polygamous wives' registration, content of woreda and kebele leadership training, field guide for public awareness of women and VG, capacity building procedure for field staff, VG mapping and reporting.

2. **Strictly follow and implement the SLLC manual so that what is in paper is translated into action:** the manual itself contains useful information and procedures on the SLLC process. However, there is deviation of actual implementation from the manual. For example, absence of women only public awareness meetings, kebele level as opposed to sub kebele level public meetings, lack of house to house visits, signing of FRF by husbands on behalf of wives etc. are some of the deviations from the manual. Therefore, improving existing gaps and implementing new ones is critically important.

3. **Focus on an empowerment process beyond SLLC information dissemination:** having the information alone will not make people participate in the SLLC process, particularly for women in male headed households. Messages targeting women and other VGs preferred to be more specific and understandable in order to enhance their level of participation. Before designing the communication materials and deciding on the channels to be used, the messages needs to be based on evidence and pre-tested in actual contexts. Gender based awareness creation and interpersonal communication approach might be useful to bring women into active participation. In addition, the messages communicated have to be in a way that not only instructional but also to be more empowering for women and other VGs to participate.

4. **Public awareness for "women's participation" should equally focus on men as much as on women:** though the SLLC manual clearly indicates that those women in MHHs should participate in the entire SLLC process with their husbands, this is far from what is practiced. Among the different factors fostering or hindering women's participation, the influence of husbands might have significant impact. Public awareness therefore should help to create mutual understanding among husband and wives. Men should be equally convinced to make their wives a partner in the process.

5. **Provide regular capacity building for field staff both on technical and social skills:** capacity of field staff including experts at woreda land use and administration, women affairs office and labour and social affairs office should be enhanced. As much the technical capacity, field staffs should be equipped with an understanding of women and vulnerable groups land registration issues so that their land use right will not be compromised.

6. **Dedicate full-time staff for women and VG land registration issues:** in addition to building capacity of field staff, it is advisable to dedicate full time staff for social issues that will particularly focus on women and VGs land registration issues. This will increase the chance of considering women and VG issues in all stages of the SLLC where more attention is towards the mainstream land holders. During this report writing, the study team learnt that pilot work has been started in six woredas. Performance of the pilot woredas should be assessed and possibilities for scaling up should be sought.

7. **Make women and VG land registration issue part of the agenda and monitor stakeholders' contribution:** a vibrant project implementation committee/steering committee coordinates and monitors implementation of the SLLC from federal to woreda level. The issue of women and VGs should therefore form an integral part, particularly at the woreda level. Woreda level stakeholders should give adequate attention for the SLLC process like other regular works (e.g. like during NRM campaigns) to mobilize the community for PAC, AD, PD and certificate collection, focusing on women and VGs. Also, regular review and monitoring of stakeholders' contribution to the overall SLLC process in general and to women and VGs land registration, in particular should be considered. The current monitoring and reporting process considers the Land Administration Office. After the SLLC woreda stakeholder workshops, there is no continuous monitoring and coordination. This has contributed to low engagement of stakeholders.

8. **Integrate women and VG issues in the monitoring and reporting system:** LIFT's M&E system should adequately integrate women and VG sensitive M&E issues. That is a women and VG sensitive indicators and monitoring system should be adopted as appropriate. A VG mapping format and narrative reporting format has been introduced that should be adapted to suit to all reporting parties.

9. **Use reports for critical reflection**: based on the study team's observations, the monitoring and reporting system is mainly used for accountability purposes to track statistical performance. As a result, the monitoring reports are not used in critical reflection moments organized with field staff or stakeholders and land holders as appropriate in order to improve the implementation process, in relation to women and VGs engagement.

10. **Follow up issues requiring policy review:** currently, guardians and caretakers of orphan children and elderly are represented through informal agreements. There is no documentation regarding their relationship and responsibility of the guardians and caretakers is not clearly spelled out.

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