Road Map for a Sustainable Monitoring System for the Rural Land Administration and Use Directorate (RLAUD)

2016

LiFT

LAND INVESTMENT FOR
TRANSFORMATION
PROGRAMME

UKaid
from the British people

MINISTRY OF AGRICULTURE

Contents

Acknowledgements

Introduction

The Monitoring and Evaluation (M&E) Advisory Group for RLAUD was established on 13th May 2015, comprising of M&E representatives from RLAUD, LIFT, REILA, LAND and SLMP. The group agreed to two objectives:

1. To learn lessons from each project/programme and to harmonise M&E systems where appropriate,
2. Provide RLAUD with a road map for a sustainable monitoring system.

The purpose to garner approval from the Land Use and Administration Technical Team (LAUTT) for the design and the action plan detailed here.

Background

Established in July 2010, the Rural Land Administration and Use Directorate is one of several directorates within the Ministry of Agriculture. LAUD has been set up to ensure stability and security of land tenure in order to promote and facilitate productive investments in land. Its overall mandates include:

- Implementing the Rural Land Administration and Use Proclamation,
- Initiating and developing new policy ideas as well as making amendments to the existing land policy,
- Creating a system for exchange of information between regions and the federal level, and
- Providing a national level strategic planning framework.

Effectively discharging its responsibilities along these lines requires the establishment and functionality of a more robust LAUD M&E system. However, this has generally been limited to the intermittent engagement of the Planning and Programming Department of the Ministry, which is tasked with overseeing the planning, monitoring and evaluation of all regular programmes as well as a number of donor funded projects and programmes under the Ministry. Assessing and conducting an analysis of the progress being made and documenting timely progress towards LAUD's outputs and results, identifying implementation gaps for proactive corrective actions and documenting and incorporating lessons learned into implementation are some of the key M&E functions. Gaps in these areas have led LAUD to seriously consider exploring other options to laying the ground for a more focused and strengthened M&E support system through mandating the M&E Advisory Group to develop a roadmap.

Having an M&E system established at LAUD that would gradually develop to be able to accommodate the needs of a rural land sector that has proven to continually grow with a considerable potential for further growth and economic returns will enhance the availability of data and information beyond the project level. This will inform not only the planning of land sector activities and interventions but also help generate country wide data and information to aid informed decisions in the sector.

The Flow of Information and Reporting

Information generation starts at kebele level from the Kebele Land Administration and Use Agents, passing through the woreda, zone and regional levels before finally reaching LAUD. As depicted in Diagram 1 below, the flow of information is two-way along the same lines.

Diagram 1. Information In-flow RLAUD
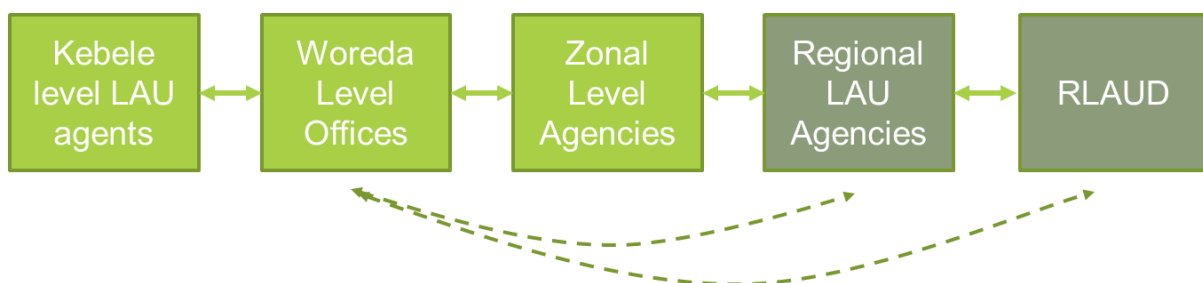
Given the wide geographic coverage and overall mandate for the Land sector, LAUD lacks an efficient reporting system and a consolidated report for its work at all levels, going beyond what projects generate in a generally discrete manner. For instance, progress towards achievement of the GTP targets requires a system supporting the monitoring of overall progress measuring not only of what has been achieved but also how they have been achieved and by which key players in the sector. This is compounded by prevailing challenges such

as absence of a structure, even a position for M&E within LAUD, lack of consistent institutional set up across regions and capacity on M&E. The diagram below depicts the formal communication flow.

Diagram 2. Information Out-flow
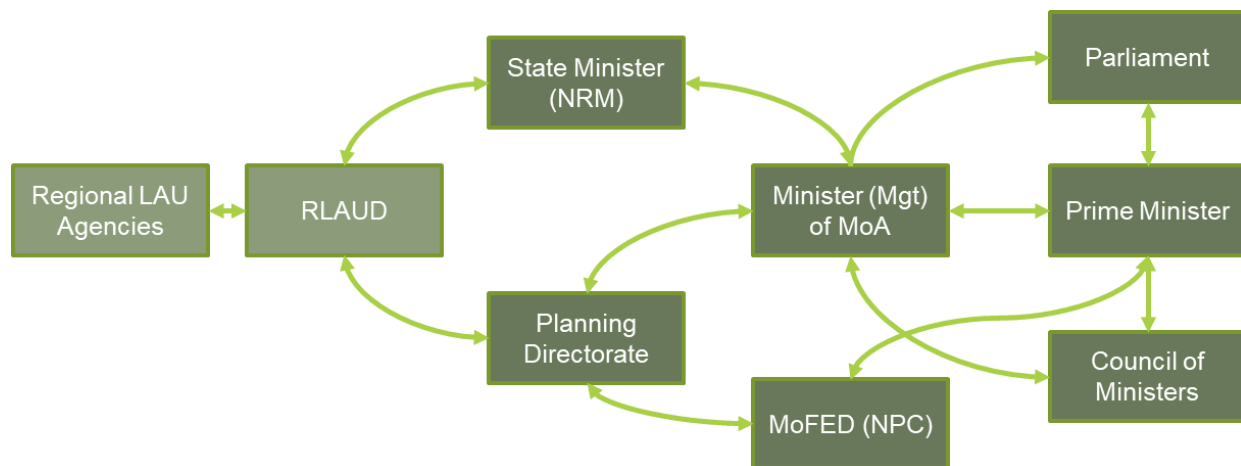
Lack of Consolidated Data and Information

Although there are projects with varying degrees of availability of appropriate and specific data and information, this is generally lacking for LAUD in a consolidated manner.

Apart from enabling realistic planning, proper monitoring of the progress of implementation of Land sector activities, a functioning M&E system could generate impact level data and information going beyond the project level. Aspects of the land sector monitoring such as specific data and information on disputes arising from land transactions may be available in a scattered manner but not in a way that can depict the overall picture at the country level. Often, such data and information are also not available in a uniform format, which makes further aggregation difficult.

Issues of Attribution and Identification of What Works

Having an M&E system for LAUD would potentially help determine not only what has been achieved and why but also answer the question by whom. For instance, PIA activities may be implemented by different actors and general awareness subsequently enhanced, however it is often difficult to determine which of the specific interventions may have brought about those kinds of changes especially where there are multiple actors.

Ideally, the system would make it possible to look into the outputs and results (medium and long-term) of LAUD's and/or projects' interventions but also to learn lessons on how these have been produced, what processes have led to them and how they could be replicated and sustained. It would also go beyond to look into what impact has been brought about and also identify new areas of interventions based on emerging needs once certain milestones are reached.

Need to Meet Increasing Demand for Data and Information

As the Land sector activities continue to grow, so does the demand for data and information and the need to meet this for different stakeholders. A case in point might be that in the LAUTT, while projects are able to provide updates, lack of timely and comprehensive LAUD updates limits information exchange at that level given the limited capacity to consolidate this for the Directorate. On the other hand, LAUD capacity and systems allowing, the overall assumption that projects deliver on their expected results as stated in their project documents could be tested. Similarly, with a functional M&E system, LAUD will be able to provide the evidence and better demonstrate the value of land registration and certification to the landholders and relevant stakeholders including the SLM Technical Committee as well as to higher officials who are making major policy decisions in the Land sector but may be challenging important aspects of the sector's work such as land certification despite the proclamation[1]. Ideally, further analysis of the benefits of such key outputs could be

---

[1] Provisions under Article 3 of the Federal Rural Land Administration and Use Proclamation (No. 456/2005) elaborate on the registration and certification of land under different tenure niches: individual, communal and government holdings

made highlighting on the outcomes and long-term impacts. A better understanding of what happens after certification, for example in terms of land productivity and trends in land investment, and how this has impacted the behaviours of landholders and the wider community continues to be crucial. Lesson learning is also an important element that could be strengthened at all levels as stakeholders go through the processes required to attain their expected results.

The Importance of M&E for RLAUD

As reiterated above, land transactions are highly likely to increase and therefore the need for an improved and systematic M&E for LAUD. Therefore, the envisioned M&E function will have to be forward looking and going beyond tracking registration and certification, not only to updating and maintenance but also responding to emerging needs as necessary.

Purpose of the Monitoring System for RLAUD

The purpose is to create an efficient monitoring system for all RLAUD activities, including those sponsored by development programmes. This system should be efficient enough to meet all of RLAUD's data and reporting needs and allow for performance to be reviewed at all levels. It is important that a link is made between the monitoring data and improvement in performance of the institution, to ensure that RLAUD's key performance indicators are met such as GTP II.

The system needs to be sustainable in many respects:

- Staff throughout the institution need to be motivated to inform the system, to provide reports with the correct data and to use the information to improve performance,

- It needs to be able to exist without any technical or financial support from external sources eventually,
- It needs to be able to continue even in an environment of high staff turnover and organisational constraints (as noted above),

- It needs to be adaptable to changing needs and circumstances. It needs to be able to meet changes in the institution (such as the introduction of NRLAIS) and for changing needs of the institution (such as GTP III which will commence in 2021).

Stakeholders and their Roles in the Road Map

Numerous stakeholders are involved in developing the road map and have differing parts to play:

Stakeholder	Role
M&E Advisory Group	- To finalize the design of the roadmap with the RLAUD M&E expert - To provide technical support to the implementation of the roadmap as required. - To carry out an external evaluation of the implementation of the Roadmap
RLAUD M&E Expert (to be appointed)	- To finalize and continuously improve the design of the M&E roadmap with support from the M&E Advisory Group - To implement the road map with support from the M&E Advisory Group possibly up to the end of 2016.
LAUTT	- To provide overview of activities, - To provide funding options if possible.
RLAUD	- To approve the road map and its implementation - To provide resources as possible to implement the road map - To take complete ownership of the system and provide support for its full improvement

These roles and positions may change over time.

Initial Challenges to Overcome in Start-up and Implementation of the Road Map

There are numerous challenges to the establishment and implementation of the road map which needs to be recognized as part of this note:

- Funding- no programme or institution has committed any funds to this endeavour as of yet.
- Personnel- the number of full time staff who can work at RLAUD on this is not guaranteed and will require resourcing.
- M&E Advisory Group's commitments- all members of the M&E Advisory Group have commitments to their specific programmes which means they are only able to work on this as and when their commitments to the programme allows.

These challenges will be further explored and taken into account through the development and finalization of the roadmap. In the design of the roadmap, it will be important to ensure that it is flexible enough to allow for both positive and negative changes in the above challenges.

Monitoring of the Road Map

The design and implementation of the roadmap itself needs to be monitored to report upon its progress of implementation and any changes which are proposed are well founded and communicated to all decision makers.

The M&E Advisory Group will meet once a month and will record and process their meetings through the following process:

1- Minutes written up by secretary

2- Circulated to members of M&E Advisory Group, 3 days to respond in writing,

3- Each M&E Advisory Group member takes their manager through the minutes,

4- Actions are carried out upon management approval

A quarterly summary report will be submitted to LAUTT by the M&E Advisory Group, being no more than 3 pages long.

Road Map for a Sustainable Monitoring System for RLAUD

Introduction

The M&E Advisory Group proposes that the sustainable monitoring system is owned and run by the Director of RLAUD, he is the owner of the system.

The development of the system will follow the simple course set out below:

The road map for sustainable monitoring system can be summarised as:

Planning and design phase

This phase will set out the plan and design of the sustainable monitoring system for RLUAD.

Delivery phase

This phase will concern the delivery of the system, supported with external consultants, implementing the design and plan set out above.

Sustainability phase

The grounds for this will be agreed upon by the LAUTT and laid out from the outset and hence it is expected that this will be reached once the system is inherent to all operations of RLAUD.

External Evaluation

This will be carried out by the M&E Advisory Group and will ensure that the roadmap is being implemented correctly, provide technical support and suggest recommendations for changes in the system or its implementation, if required.

Planning and Design Phase

Given that the system itself and the delivery phase will be defined through the planning and design phase, this paper will go no further into what the system will look like. However, a tentative process for the planning phase is set out below for consideration:

Objective

The objective of this phase is to provide a design and plan for the delivery phase of establishing the sustainable monitoring system based upon an extensive review of the current system, the reporting needs and setting out the improvements required. The planning and design phase is likely to take 6 months to finalise.

Process

The steps for carrying out this phase are:

1. Review of the current system, identifying issues and inefficiencies,

RLAUD has an embedded monitoring and reporting system but it is not meeting the required needs. A review and needs assessment is required to understand what is working and what needs improving.

2. Review Government and Development Partner M&E systems,

A review of the M&E Systems of RLAUD and the programmes related to RLAUD needs to be carried out to understand what the systems are designed for and if there are any areas where the systems can be aligned.

3. *Set out strategies to harmonise systems as best as possible,*

Once reviewed, a proposal needs to be put in place to harmonise the systems, and the indicators. Key performance indicators can then be identified for RLAUD and its partners.

4. *Review the implementation challenges to achieve the results,*

RLAUD should only commit to indicators and targets which are feasible.

5. *Set milestones for a clear trajectory to achieve the results,*

Milestones need to be set at monthly, quarterly or annual intervals to ensure that RLAUD is on track to meet the required target

6. *Suggest improvements and changes to the reporting system and processes,*

Once all the above has been considered, a reporting system needs to be developed with corresponding processes which are suitable for the challenge.

7. *Set budget and plan for the "Provision and Improvement" phase.*

A plan and budget needs to be set so that development partners can know what is required to fund and recourse the next phase of the programme

8. *Strategy document approved by RLAUD Director*

RLAUD Director will approve the new strategy document for circulation to development partners.

Resources

This requires a monitoring and evaluation expert to be established full time in RLAUD for 6 months, who will carry out a work plan developed by RLAUD and the M&E Advisory Group.

REILA is willing to fund the position through their investment fund facility, but the management of the individual lies with RLAUD with technical supervision from the M&E Advisory Group.

The responsibility of managing and further improving the Roadmap will lie with RLAUD with support from M&E Advisory Group. In order to get the Delivery phase of the Roadmap effectively implemented, it is essential that funding is secured for 2 M&E staff or external consultant positions to be filled within LAUD for a period of 6 months.

This document will be in the form of a proposal to LAUTT to fund the "delivery" phase of the sustainable monitoring system.

Action Plan

The current indicative work plan is suggested for approval in order for the planning and development phase to commence:

#	Action	Responsibility	Deadline
1	Submission of the draft Road Map for a Sustainable Monitoring System to the Land Consultative Forum Members	M&E Advisory Group	25/01/2016
2	Approval of the Road Map	LAUTT	08/02/2016
3	Appointment of RLAUD M&E Expert	RLAUD	08/02/2016 (pending)
4	Formative period to fully understand current needs of RLAUD monitoring system and	RLUAD M&E Expert	31/03/2016
5	Deliverables (such as project cycle management (Amelework), process for reporting (Owen) etc etc) set for the design and planning phase of the road map	M&E Advisory Group	30/04/2016
6	Approval of the design and planning phase of the road map	LAUTT	15/05/2016
7	Implementation of design and planning phase commences	RLAUD M&E Expert/ M&E Advisory Group	16/05/2016