



**ESTABLISHMENT AND OPERATIONALISATION OF LAND
ADMINISTRATION BEST PRACTICE IN WOREDA LAND
ADMINISTRATION MODEL OFFICES (WLAMOS)**

**LIFT
AUGUST 2018**



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Acknowledgements

This material has been funded by UKaid from the UK government in consultation with RLAUD, REILA II, SLMP and GIZ; however, the views expressed do not necessarily reflect the UK government's official policies

Acronyms

AoC	Annual Operating Costs
CENLAIS	Central Land Administration Information System [System that supports aggregation of land information and analysis for decision making and national policy development, monitoring of land administration and land use; can act as a portal for rural cadaster and land registration data to the Ethiopian National Spatial Data Infrastructure (ENSDI).]
EEU	Economic Empowerment Unit [LIFT's market systems development component which operates within the rural land rental, access to finance and environmental and conservation agriculture sectors]
FLPIT:	Federal Level Project Implementation Team of the LIFT Model Woredas project
GIZ-S2RAI:	GIZ-Sustainable -2, Responsible Agricultural Investment
GoE	Government of Ethiopia
iWoRLAIS	Interim Woreda Rural Land Administration Information System [developed by LIFT to record transactions and maintain a woreda's Land Register]
ICT:	Information Communication Technology
ISLA:	Information System for Land Administration [used in the Amhara Region]
KA	Kebele Administration
KLAC:	Kebele Land Administration Committee
KLPIT:	Kebele Level Project Implementation Team
LIFT	Land Investment for Transformation
MASSREG	Mass Registration [System that supports the registration of data acquired during the systematic land registration (SLLC).]
MoU	Memorandum of Understanding
MoALR	Ministry of Agriculture and Livestock Resources
NRLAIS	National Rural Land Administration Information System
REGLAIS	Regional Land Administration Information System [Advanced data processing capabilities and management functions for cadastral parcel data, managing all zones and woredas in the region, providing security for woreda level data-stores, analysing land use and holdings, providing basis for regional level policymaking with a regional spatial data infrastructure and supporting woreda in carrying out their mandated duties]
RLAUD	Rural Land Administration and Use Directorate
RLAS	Rural Land Administration System
RLAOs	Regional Land Administration Offices
REILA-II	Responsible and Innovative Land Administration in Ethiopia (Phase II)
RLPIT	Regional Level Project Implementation Team
SLMP-III	Sustainable Land Management Programme
SLLC	Second Level Land Certification
TF	Task Force
ToR	Terms of Reference
WLPIT	Woreda Level Project Implementation Team
WLAMO-TF	Woreda Land Administration Model Office-Task Force
WLAMOs	Woreda Land Administration Model Offices
WLAOs	Woreda Land Administration Offices
WORLAIS	Woreda Land Administration Information System [Manages land holding rights, cadastral parcel data and the linkages and updates of these data (a basic NRLAIS component/module).]
ZONLAIS	Zonal Land Administration Information System [A web-portal for viewing and carrying out administrative actions at the Zonal level (almost identical to REGLAIS)]

Executive Summary

The Rural Land Administration System (RLAS) supports the maintenance of the land register through continuously updating land records from land use rights' transactions and the provision of rural land administration information for multiple economic and social development purposes as well as environmental protection. As of July/August 2016, the Land Investment for Transformation (LIFT) Programme in coordination with the Rural Land Administration Directorate (RLAUD) of the Ministry of Agriculture and Livestock Development (MoALD) and the Regional Land Administration offices (RLAOs) have commenced RLAS operations in 72 woredas across Amhara, Oromia, SNNP and Tigray. However, multiple operational challenges were identified which undermined the efficiency and effectiveness of RLAS operations and consequently the long-term sustainability of RLAS. The prominent challenges identified in most RLAS woredas related to institutional issues. These included a lack of strong political commitment to RLAS operations, frequent turnover of trained woreda staff and low efficiency in registering land right transactions.

To address the above-mentioned challenges, a new initiative evolved which eventually culminated in the development of the **“Woreda Land Administration Model Office (WLAMO)”** project. The prime purpose of the WLAMO is to develop, operate and test RLAS best practices in a limited number (8) of representative WLAMOs and replicate positive results to the other WLAOs, to improve the operational effectiveness, efficiency and long-term sustainability of the RLAS. The implementation process includes three sequential phases with a planned project lifetime of 14 months from September 2018 to October 2019.

Each phase has interlinked activities, which includes:

Phase 1 (2 months): Establishing the WLAMOs and developing best practices in land administration service provision.

Phase 2 (12 months): Implementation of these best practices and their replication in other Woreda Land Administration Offices (WLAOs).

Phase-3 (2 months with overlapping period with phase-II): Preparing a “Road map for the Establishment and Operationalisation of RLAS in Ethiopia”

Based on six selection criteria, eight model woredas (two from each of LIFT's four programme regions) were selected as follows:

- **Amhara:** Yilmana Densa and Debre Elias
- **Oromia:** Sire and Kersa Malima
- **SNNPR:** Meskan and Kacha Birra
- **Tigray:** Lailay Maychew and Dogua Temben

For the successful implementation of the model woreda project, a focussed organisational arrangement will be designed extending from the federal to kebele level with the most critical component being the **“Woreda Land Administration Model Office - Task Force (WLAMO-TF)”**, which will be chaired by RLAUD.

Because efficient and effective RLAS operations are key for the long-term sustainability of RLAS, several rural land administration programmes/projects will support the WAMO initiative which includes:

- Land Transformation for Investment (LIFT)
- Responsible and Innovative Land Administration Programme (REILA-II)
- Sustainable Land Management Programme (SLMP-III)
- GIZ-Sustainable and Responsible Agricultural Investment Programme (GIZ-S2-RAI).

The total estimated budget is about **Birr 7,585,534**, under a cost sharing arrangement among the four co-partner projects: LIFT, REILA-II, SLMP-III and GIZ-S2-RAI. The four co-partner programmes/projects will continue their collaboration until the end of the project's lifetime.

Purpose and Context

The purpose of this project is to develop, operate and test land administration best practices¹ in eight Woreda Land Administration Model Offices (WLAMOs) and replicate positive results in other WLAOs, to improve the operational effectiveness, efficiency and long-term sustainability of RLAS.

Maintaining rural land records generated via Second Level Land Certification (SLLC) is the core purpose of RLAS and the failure to do so will result in the erosion of the SLLC database and landholders' tenure security.

Following the completion of SLLC in a programme woreda, RLAS is installed to enable the woreda to track and record landholding right's transfers. However, post-RLAS installation, operational challenges emerged. As a result, LIFT and the GoE developed the WLAMO intervention to improve the operational effectiveness and efficiency of RLAS.

The WLAMO project should not be seen in isolation but as an integrated component of RLAS to ensure institutional² and financial sustainability³. The later component aims to generate financial revenue by providing rural land administration information services to multiple user institutions.

Background

As of September 2017, 72 woredas have had RLAS installed. However, the operational efficiency and effectiveness of RLAS in all these WLAOs have shown a need for improvement⁴, due to:

a) Poor organisational capacity of the WLAOs:

- Limited number of experts allocated to operate and manage RLAS
- Land experts being assigned to other duties, not related to RLAS
- Frequent turnover of well-trained experts
- Land experts lacking adequate technical and (process) management skills
- Poor archiving systems and internet connectivity issues
- Limited financial resources for operating cost
- No transportation facilities

b) Poor technical back-up provided by the Regional Land Administration Offices (RLAOs) to the WLAOs:

- Lack of regular support/coaching by regional trainers during operations
- Lack of regular RLAS implementation and performance monitoring

c) Poor hardware and software maintenance:

- Lack of a hardware and software maintenance policy
- Limited financial resources to maintain hardware and software

d) Poor implementation of RLAS procedures and guidelines:

- Poorly operating front-office⁵ and back-office⁶ systems
- RLAS procedures not being translated into workflows and an inability to improve procedures based on changing conditions and lessons learned.

e) Landholders and local (Kebele) stakeholders, lacking knowledge on the benefits of formally registering land transactions

¹ "Best practice" is a management concept which asserts that there is a technique, method, process, activity, incentive or reward that is more effective at delivering an outcome than any other one.

² Improvement of the level of formally registered land transactions

³ Rural Land Administration Information Services

⁴ RLAS/iWORLAIS Implementation Assessment reports 1 and 2; LIFT, 2017-2018

These factors which result in poor RLAS operational effectiveness and efficiency has resulted in a much lower rate of formally registered land transactions than expected thus jeopardizing the RLAS sustainability on long-term.

Under LIFT's approach, the programme is responsible for the installation of equipment and strengthening the organizational capacities of the RLAOs and WLAOs to operate the system. Subsequently it is the responsibility of the RLAOs and WLAOs to maintain RLAS operations. These responsibilities are defined in a MoU signed between the RLAOs and LIFT in June 2017 (See **Annex 1**).

Due to the operational challenges listed above, LIFT allocated sources to facilitate the WLAMO project to develop, operate and test best practices to improve the operational effectiveness and efficiency of selected WLAOs. The WLAMOs will also be used as knowledge and experience centres to replicate identified best practices to other WLAOs. Additionally, results and lessons learned from this intervention will be synthesised into a **"Road Map for the Establishment and Operationalisation of RLAS in Ethiopia"**.

As already stated, developing, operating and testing best practices in the WLAMOs and replicating positive results in other WLAOs cannot be seen as the sole solution to the long-term sustainability of RLAS and must be integrated with other interventions being implemented by LIFT. This includes LIFT's "Rural Land Administration Information Services Business Case" (to recover at least part of the recurring operational costs of RLAS) and LIFT's study on "Improving the registration of formal registration", which examines the multiple factors that influence rural households' decision making process on formally or informally transacting land holdings and use rights⁷.

It should also be noted that NRLAIS will become the key information and management system within the land administration sector and will provide the required functionality to manage all land administration datasets and provide related services. It is also the key element of the national ICT strategy for rural land administration and is a strong driver for harmonising land administration across the country.

The RLAS Manual covers the process of establishing and maintaining the Land Register. Together RLAS and NRLAIS will form the main pillars of the Ethiopian rural land administration system.

The approach that is being taken with the WLAMOs should therefore be regarded as a transition from the Interim Woreda Rural Land Administration Information System (iWORLAIS) that currently support RLAS to the NRLAIS as the national information and management system that will underpin rural land administration in Ethiopia.

Objectives

The overall objective of the project is to develop, operate and test best practices in WLAMOs, and replicate positive results in other WLAOs to improve the operational effectiveness and efficiency of land administration service delivery and consequently ensure the long-term sustainability of RLAS. The three interlinked objectives include:

- Establishing the WLAMOs and developing best practices in land administration service provision
- Ensuring the replication and adoption of these best practices in the other WLAOs
- Preparing a "Road Map for the Establishment and Operationalisation of RLAS in Ethiopia" based on experiences and lessons learned from the WLAMOs.

Methodology

Project Implementation Phases

The implementation of the project will follow three main phases of execution:

Phase 1: Establishment of WLAMOs and development of best practices in land administration service provision.

Key interventions include:

- Selection of two WLAMOs per Regional State

⁷ a) LIFT.2018. A study on improving the formal registration of land transactions. Addis Ababa; b) LIFT.2017. Strategy towards financial sustainability of RLAS. Addis Ababa.

- Selection of the Project Implementation Team (PIT) members and developing Terms of References (ToRs)
- Developing best practices as well as a testing plan
- Preparing and endorsing a project workplan, monitoring framework and risk mitigation plan
- Cleaning SLLC data sets
- Training the PIT members from the Regional Land Administration Offices (RLAOs) and WLAMOs
- Commencing the implementation and testing of best practices

Phase 2: Implementation of “best practices” in WLAMOs and diffusion and replication of best practices in the other WLAOs.

Core activities during this phase include:

- Providing the necessary office provisions and transport facilities to the WLAMOs
- Providing technical support to strengthen the implementation of these best practices
- Implementation monitoring
- Organising refresher and /or gap filling training to regional and WLAMO core staff
- Adapting the approach based on implementation feed-back to narrow the gap between best practices and actual performance
- The WLAMOs providing technical support by to other woredas
- The WLAMOs serving as centres to diffuse and replicate best practices to other woredas
- Organising a series of national level workshops to assess the implementation performance of best practices in WLAMOs

Phase-3: Preparing a “Road map for the Establishment and Operationalisation of RLAS in Ethiopia”

- Carrying out a rapid assessment in WLAMOs to collect additional information where information gaps exist
- Synthesising implementation monitoring reports to prepare a “Road Map for the Establishment and Operationalisation of RLAS in Ethiopia”
- Organising a national workshop to validate and finalize the draft roadmap.

The Transition from iWORLAIS to NRLAIS

In the selected eight WLAMOs, it is planned that iWoRLAIS will be replaced by NRLAIS from January 2019 onwards, once the on-going testing of NRLAIS in five selected woredas, is successfully completed⁸.

Table-1- Expected timeline to complete the comparative testing of NRLAIS in 5 selected sample woredas.

Region	Sample woredas	Expected/planned time to complete the testing	Remarks
1-Amhara Region	1.1-Yilmana Densa	October 2018	
	1.2-Bahir Dar Zuria	December 2018	
2-Oromia region	2.1-Hitosa	December 2018	
3-SNNP Region	3.1- Meskan	September 2018	This is a pilot woreda and will be fully operational by end of September 2018.
4-Tigray Region	4.1-Raya-Alamata	September 2018	This is a pilot woreda and will be fully operational at the end of September 2018.

NRLAIS has the capability to migrate data from iWORLAIS (LIFT woredas) and ISLA (Amhara) and once NRLAIS has been fully tested and is operational, the WLAMOs will use the NRLAIS to maintain the Land Register.

The implementation of WLAMO project, which encompassed multiple interventions, aims to improve the operational effectiveness, efficiency and long-term sustainability of RLAS. This will lay a foundation for NRLAIS to be supported by a better service delivery system. Indeed, lessons learned from the implementation of these

⁸ planned to be completed by December 2018

“best practices” under the WLAMO project will ensure a more effective implementation of RLAS in all RLAS woredas.

operational effectiveness, efficiency and long-term sustainability of RLAS. This will lay a foundation for NRLAIS to be supported by a better service delivery system. Indeed, lessons learned from the implementation of these “best practices” under the WLAMO project will ensure a more effective implementation of RLAS in all RLAS woredas.

Phase 1: Establishment of WLAMOs and development of best practices in land administration service provision

Selection of two Model WLAOs per Regional State

- The number of WLAMOs per Region will be limited to two to ensure focused efforts and resourcing by LIFT, REILA-II, SLMP-III, GIZ-S2RAI and GoE.
- The following six criteria have been developed in consultation with the RLAOs to select the WLAMOs in each region which includes:
 - Demonstrated political commitment of the RLAOs and WLAOs
 - Adequate annual operational cost allocated by the RLAO/WLAO to operate and manage RLAS (in line with LIFT’s RLAS Memorandum of Understanding)
 - Sufficient number of trained WLAO’s experts
 - Being active in awareness raising activities (both for landholders and Woreda/Kebele stakeholders)
 - Satisfactory performance in processing land transactions
 - Geographic location
 - Final validation of the selected WLAMOs by LIFT and GoE

Selection of the project implementation team

To establish, operate and manage the WLAMOs project, an implementation team will be established by LIFT in collaboration with RLAUD and the four Co-partner projects.

LIFT will make available the following specialists, which are trained in different disciplines:

- **LIFT Land Administration Lead:** will serve as project team leader and will assume all responsibilities to lead the planning and implementation of the project in coordination with other staff; he/she will report to LIFT’s Land Coordinator
- **International Advisor:** will provide technical assistance and in particular advise on best practices of land administration services
- **LIFT Regional Land Administration Coordinators (RLACs);** will provide guidance and coordination (together with the RLAO Focal Person) on project implementation
- **IT specialist:** will advise on iWORLAIS and NRLAIS and required software improvements
- **Communication specialist:** will advise on increasing landholders’ and local stakeholders awareness of the value of formally registering land transactions
- **Gender specialist:** will advise on gender and other vulnerable people perspectives related to the provision of land administration services
- **EEU specialist:** will advise on the market perspectives

The detailed organizational arrangements from federal to the kebele levels including the staff compositions are described further in the report.

Developing best practices, implementation monitoring plans and testing “best practices”

“Best practice” is defined as a working method (or a set of working methods) that is accepted (through experience and/or research) as being the best to use in a business or industry⁹.

Although land administration in different countries have their unique characteristics (tenure system, socio-economic system, level of technology development, resource’s allocation system, human resources capacity

9 Cambridge English Dictionary

level, etc.), general principles¹⁰ are available for best practices in providing land administration services; additionally, benchmarking with practices in other countries can be useful¹¹.

Specific best practices will be developed to ensure effective and efficient RLAS operations in the four Regions. The following three categories of best practices will be considered:

- Organisational management, (organisational mandate, budget allocation and human resources management).
- Service levels (timeliness and quality of service provision, customer orientation and service availability).
- Operations management (workflow, resources, quality and change management).

Simultaneously with the development of a specific set of best practices, standards to test the results achieved through these best practices will be developed. Testing of these best practices will be a continuous operation during the project, to evaluate the achieved results against set standards. Results are regularly discussed with the complete project team so that corrective actions can be taken quickly.

Preparation and endorsement of project workplan and monitoring plan

A work plan for the implementation, operation and testing of best practices, will be validated during a national workshop to be organized at the national level.

The draft workplan, implementation monitoring, and risk mitigation plan will be prepared by the Federal Level Project Implementation Team (FLPIT); these plans will be subsequently discussed and validated with members from the RLPITs and WLPITs,

In parallel with the above-mentioned activity, and as part of the overall implementation monitoring, a specific monitoring plan will be prepared to monitor the implementation, operation and testing of best practices for the provision of Land Administration services in the WLAOs.

Checking and cleaning the SLLC data sets

All SLLC data sets will be checked in terms of their quality to enable the migration of all registered and recorded land holding data sets. This will allow correcting common problems associated with landholder's name, some incorrect parcel IDs and Holding ID amongst others.

Training of the RLAO and WLAMO core team staff

Based on the developed "best practices" principles and guidelines, holistic training packages will be organized for RLAO and WLAMO staff.

Commencement of the implementation of best practices

After completion of all preparatory work, implementation of the best practices will commence in all eight WLAMOs.

Phase 2: Implementation of the "best practices" in the WLAMOs and diffusion and replication of successful best practices in other woredas

This phase is divided into two sub-phases, the focus of the first phase is to strengthen the capacities of the WLAMOs to successfully implement "best practices" with continuous and rigorous technical support given by LIFT as well as the FLPIT, RLPIT. Key interventions during this stage include:

- Providing office equipment and transport facilities to the WLAMOs;
- Implementing "best practices" in all the WLAMOs which will include:
 - Detailed descriptions (protocols) of best practices for each of the three categories described at 4.2.3 above
 - Training of RLAO/WLAO experts on the needs for RLAS sustainability and rationale for establishing and evaluating land administration best practices in WLAMOs

10 E.g. Good Governance in Land Administration, principles and good practices, 2006. Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security, 2012. Land Governance Assessment Framework, 2012

11 E.g. Benchmarking for Regional Best Practice (Southern Africa), 2006. Improving Sustainability of Land Administration through Decentralized Service Provision (Rwanda), 2016. Good Governance in Land Administration (East Asia), 2007

- Training/re-training of RLAO/WLAO experts on RLAS concepts, land transactions procedures, iWORLAIS operation and best practices in land administration services
 - The operation of the WLAMOs, following land administration best practices, will follow the pre-defined best practices' protocols for the processing of all land transactions but also for providing requested Land Administration Information Services.
- Technical support to the WLAMOs to successfully implement “best practices”
 - **Implementing systemic monitoring schemes;** regular and systemic monitoring will be undertaken based on the plan to implement “best practices”. A monthly progress report will be prepared per regional and WLAO. The report will focus on the implementation progress of best practices as well as on the obtained results.
 - Testing of best practices will be a continuous operation during the project, to evaluate the results achieved against set standards. Results will be regularly discussed so that corrective actions can be taken quickly.
 - Continuous modification and performance improvements will be undertaken based on implementation feedback and monitoring;
 - Providing refresher and/or gap filling training (depending on needs and requirements)

Subsequently, during the second sub-phase, the WLAO will be in a position to support other woredas while simultaneously implementing “best practices”. Similar to the Agricultural Extension Services, the principles of diffusion and replication will be used for other WLAOs to adapt and implement “best practices” in their own jurisdiction. The WLAMOs will act as a “*showroom*” function, enabling WLAO officials to learn about successful best practices, and how to implement them in their respective WLAOs. To this effect, the following activities will take place during this sub-phase:

- Organising tours/visits to the WLAO for decision-makers and delivering training sessions for experts from other WLAOs. The RLAOs/WLAOs will have to allocate budgets to undertake visits and training sessions in the WLAO.
- Replication of best practices in the other WLAOs, using the best practices implementation, operation and testing reports as a guideline. It is important to realise here that one of the critical best practices to be replicated in the other WLAOs will be to continuously evaluate the results achieved against set standards and ensure that corrective actions are taken quickly.
- Provide continuous technical support by well-trained experts from the WLAMOs to other nearby WLAOs

Preparation of a “Road Map on establishment and operationalisation of RLAS in Ethiopia”

During this phase, the lessons learned on “Best practices”, effectiveness of the WLAMOs to diffuse best practices to other woredas and capacity building ventures provided to other woredas will be distilled and synthesised in a Road Map. The following key activities will be undertaken:

- Preparing region specific implementation performance assessment reports;
- Reviewing various implementation monitoring, and workshops reports and carrying out rapid field assessment to highlight lessons learned during the WLAO project.
- Preparing a draft report on ‘Road Map for the establishment and operationalisation of RLAS in Ethiopia’; and
- Organising a national workshop to validate and finalize the draft document.

Modalities of Implementation and Work Plan

Implementation phases

The three-broad implementation phases described in the above chapters are broken down into sequential sub-phases with detailed activities to be undertaken under each phase. The project duration is estimated to take a total of 14 months, with each phase having a variable duration determined by the purpose and the associated volume of tasks embedded under each phase. Finally, the sequence and duration of the detailed activities will be drafted and finalized in consultations with the stakeholders based on core activities defined under each phase.

Phase-1-Establishment of the WLAMOs and development of “Best Practices” in land administration service provision.

This phase aims to prepare, organize and implement all the preparatory work required to enable the full operation of the WLAMOs in each region. This phase is estimated to take about **2 months**. The role and responsibilities of the all partners involved will also be assigned at an early stage in this phase. The following six core activities are considered as part of this phase:

i) Selection of two WLAMOs in each of the four regions: Based on the selection criteria defined under section 4.3.1 the following two WLAMOs have been selected from each of the four regions:

- **Amhara:** Yilmana Densa (Merab Gojam) and Debre Elias (Misrak Gojam);
- **Oromia:** Sire and Kersa Malima;
- **SNNPR:** Meskan and Kacha Birra
- **Tigray:** Lailay Maychew and Dogua Temben

The geographic distribution of the above woredas are shown in Annex-2.

ii) Selection of the project implementation team and preparation of the Terms of References (ToRs): The project implementation teams will be established from the federal to kebele levels. The detail organisational arrangement is shown in Chapter-6.

iii) Development of the “Best Practices’ and Testing plans: Based on land administration service provision “best practices”, general guiding principles and guides will be developed for effective and efficient operation of RLAS, as well as the indicators to test the achieved results. “Best practices” will be developed for three thematic areas: a) organizational management; b) service level; and c) operations management.

The specific “best practices’ and indicators will be developed by the International Consultant in close coordination with the FLPIT.

iv) Preparation of the workplan, monitoring plan and risk mitigation plan: The draft workplan, monitoring plan and risk mitigation plan will be prepared by the FLPIT. The draft plans will be discussed and finalised at a workshop to be organized at the federal level with participants constituted from the RLPIT and WLPIT staff.

v) SLLC data cleaning: Incorrect SLLC data sets will be checked and corrected and later migrated into the iWoRLAIS/WoRLAIS system. The data cleaning procedures and timelines will be developed by the FLPIT in close coordination with the RLPIT.

vi) Training RLAO and WLAMO staff: Training will be organised for selected RLAO and WLAMO core staff on various selected thematic areas including the rationale and purpose of the model office, implementation monitoring, RLAS principles and refresher in iWoRLAIS operation and maintenance.

vii) Commencement of the implementation and testing of the “best practices”: Once all the preparatory work is completed, the implementation of the ‘best practices” will commence and continue during phase-II.

Phase-II-Implementation of ‘best practices’ in the WLAMOs and diffusion/replication of “best practices” in other woredas

The overall purpose of this phase includes strengthening of the WLAMOs and thereafter the model offices to commence to support other woredas and to serve as “Diffusion” centres. This phase is estimated to take about **12 months** divided into the following two sequential sub-phases.

Phase-IIA- Implementation of “Best Practices” in all WLAMOs

The main purpose of this sub-phase, is to capacitate and strengthen the WLAMOs to establish and implement “best Practices”. Therefore, all the key interlinked activities defined under this sub-phase are geared towards consolidating and building the capacities of the WLAMOs. Thereafter, the knowledge and experiences gained in the WLAMOs will be used to provide support to other woredas (i.e. functions as diffusion and replication centres and supporting neighbouring woredas). Once the standard capacity level is achieved, the WLAMOs will be assumed to be capable to support other WLAOs and serve as centres to diffuse the “Best Practices” to other WLAOs within the region.

The implementation period of this sub-phase is estimated to take **6 months** and embeds the following seven core activities:

i) Provision of transport facilities and office equipment to the WLAMOs: For each of the WLAMO, one motorcycle will be provided to address transportation issues from the woreda to the Kebele Administration Offices which will improve the existing service delivery efficiency problems. Additionally, shelves will be provided to each model office for proper storing and archiving of the hard-copy registry documents.

ii) Implementation of the “Best practices”: The full-scale implementation of the ‘best practices’ will commence during this stage where the overall daily implementation process will be guided by the WLPIT.

iii) Back-up and technical support to strengthening the operation of the WLAMOs: The FLPIT and RLPIT staff supported by other required technical staff from LIFT and REILA-II will provide a regular back-up technical support based on the work plan and need and requirements.

iv) Implementation monitoring: regular and systematic implementation monitoring will be undertaken both by the FLPIT and RLPIT staff with the preparation of monthly reports for each WLAMOs and synthesised reports at the regional level. The feedback from implementation monitoring will be used to consolidate and strengthen WLAMOs operations.

v) Organisation of refresher and/or gap filling trainings: Based on implementation monitoring, refresher or gap filling training will be organised for WLAMO staff. In both cases, the training will be provided on-the-job in one of the selected WLAMO within a given region.

vi) National workshops to assess the implementation performance of the “Best Practices”: Two sequential workshops will be organized at the national level to assess implementation performance with the feedback to be used as an input to improve implementation performance.

vii) Improving the implementation performance: Based on feedback from the implementation process, action plans will be prepared to improve the implementation performance in order to narrow the gap between the actual implementation and “best practices”.

Phase-IIB-Implementation of the “Best practices” in the WLAMOs and support and diffusion of the “Best Practices” to other woredas

This sub-phase assumes that, at this stage, the WLAMOS are able to support other woredas and to serve as a centre for diffusion of “Best Practices” without compromising the continued implementation of the “Best Practices’ in the WLAMOs.

Given the record of effectiveness of the RLAOs to provide support to the RLAS operational WLAOs and the growing number of RLAS operational woredas in a given region over time, provision of back-up support by the WLAMOs to other WLAOs is crucially important if the operational efficiency of the RLAS woredas is to be improved. This approach should also catalyse efforts to achieve the RLAS target set by LIFT programme and other similar programmes.

The implementation period of this sub-phase is estimated to take about **6 months and extends until end of the project’s lifetime**. Under this sub-phase, the following seven core activities will be implemented;

i) Continued implementation of the “Best practices”: The WLAMOs will continue the implementation process of “Best Practices”

ii) Technical support to the WLAMOs: This involves the continued implementation process of “Best Practices” with continued technical support to the WLAMOs by FLPIT, RLPIT and other required staff.

iii) Continued implementation monitoring process: Based on developed implementation monitoring plan, the implementation monitoring process will be continuously implemented and the feedback synthesised by woreda and at the regional level.

iv) Provision of back-up and technical support to other programme woredas: The provision of back-up and technical support by the WLAMOs to other neighbouring woredas will be implemented during this sub-phase. This operation will be undertaken in harmony with the proper implementation of the “Best Practices” in all the WLAMOs.

v) Diffusion and replication of the “Best Practices”: “Best Practices” that proved successful in each of the WLAMOs will be replicated and diffused to other WLAMOs via the organisation of a series of tours, visits and other demonstration techniques. The budget for this activity shall be covered by the RLAO and/or WLAOs. The WLAMOs will serve also as a centre to inculcate political motivation and commitment of the RLAO and WLAOs officials and decision-makers, as well.

vi) Organising national level workshops to assess the implementation performance: A series of national level workshops will be organised to discuss and assess experiences in two key thematic areas: i) Implementation of “Best Practices” with feedback on improving implementation performance; ii) Effectiveness of the back-up support and the extent of diffusion of the “best practices” to other woredas. National workshops will be organized every 3 months within a total time span of **6 months**.

Vi) Improving the performance level of “best practices”: Based on feedback from the implementation process, continuous improvement actions will be undertaken to improve the actual performance in each model office.

Phase-III-Preparation of a “Road Map on Establishment and Operationalisation of WLAMOs” in each region

During this phase, data will be collected, synthesised and distilled to prepare a document on a **“Road Map for the Establishment and Operationalisation of WLAMOs”**. This phase will be the concluding stage of the project’s life. This phase is estimated to take **2 months and overlaps with the last 2 months of Phase-II**. During this phase the following three key activities will be implemented:

i) Data analysis and carrying out rapid assessments: A thorough review of the series of implementation monitoring and workshop reports together with rapid assessments in sample WLAMOs where data gaps prevail, will be undertaken to prepare the draft document.

ii) Preparing the draft document; Based on the data synthesised, a draft report will be prepared to be presented at the national workshop.

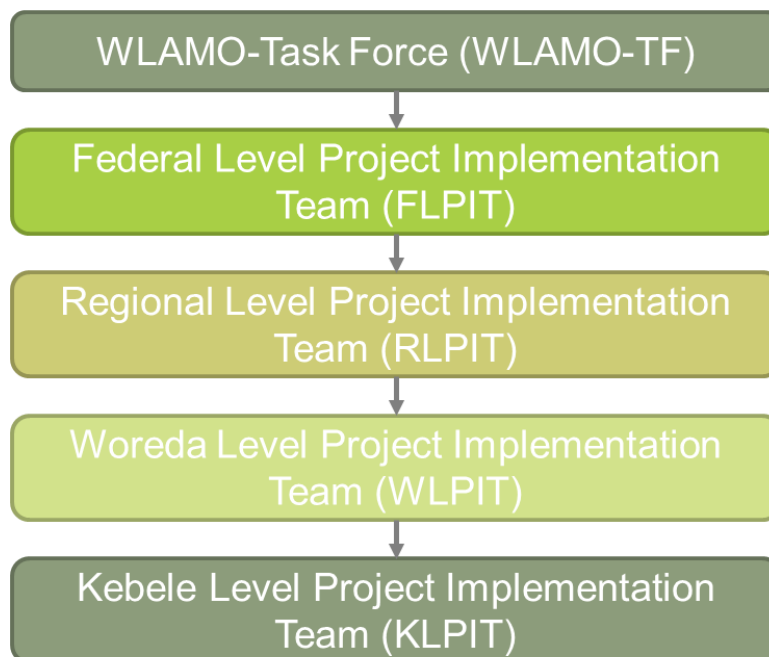
iii) Organization of a national workshop to validate and finalize the draft document; post-completion of the draft document, a national workshop will be organised to solicit feedback which will be used as input to finalise the document.

Organisational Arrangement

The successful implementation of the WLAMO project requires a more focussed and tailored organisational arrangement with regular and systemic follow-up and strong political support by decision-makers at the federal, regional, woreda and kebele levels. The following five-tier organisational arrangement will be established from the federal to kebele levels (See also Figure-2):

- Woreda Land Administration Model Office project -Task Force (WALMO-TF);
- Federal Level Project Implementation Team (FLPIT);
- Regional Level Project Implementation Team (RLPIT); and
- Woreda Level Project Implementation Team (WLPIT); and
- Kebele Level Project Implementation Team (KLPIT)

Figure-2-Organizational arrangement to implement the WLAMO Project



Woreda Land Administration Model Office (WLAMO)-Task Force (WLAMO-TF)

This is a top-level management of the WLAMO project, which is tasked to oversee the implementation process and provide strategic direction and guidelines. The task force will meet on a monthly basis and will be briefed on implementation progress by the Chairperson and /or Secretary of the FLPIT. The key functions of the FLPIT includes:

- To follow-up the implementation processes regularly and resolve the problems and issues that emerge.
- To provide strategic direction and guidance based on feedback from the implementation process and internationally accepted “Best Practices” that are relevant to the context prevailing in Ethiopia; and
- To regularly inform and up-date the project’s Co-Funders (i.e. LIFT, REILA-II, SLMP-III and GiZ) on implementation progress of the WLAMO “Project”.

The Task Force consists of the following six members:

- Director of the Rural Land Administration and Use Directorate: Chairperson
- LIFT Focal person from RLAUD
- LIFT Land Administration Lead: Secretary
- Representative from REILA-II; Member
- Representative from SLMP-III- Member
- Representative from GIZ- S2RAI: Member

Federal Level Project Implementation Team (FLPIT)

The FLPIT that is answerable to the WLAMO-TF will be chiefly responsible for the actual

implementation of the project. The key tasks and functions include:

- Develop and implement the work, implementation and risk mitigation plans in consultation and coordination with the Regional Level Project Implementation Team (RLPIT)
- Develop and prepare the “Best Practices” in close consultation and discussion with an International consultant
- Organize a series of trainings including gap filling trainings for the RLAO and WLAO staff
- Monitor and oversee the implementation process in all 8 model offices
- Oversee the implementation of the RLAS Memorandum of Understanding (MoU) signed between the RLAOs and LIFT

The FLPIT consists of the following staff constituted from RLAUD and four Co-partner projects:

- LIFT Land Administration Lead: Chairperson
- LIFT Focal person from RLAUD
- Senior Land Administration/Registration Specialist (RLAUD): Member
- IT Specialists (one from LIFT and one from REILA-II): Members
- Monitoring and evaluation specialists (one from REILA-II and one from LIFT): Members
- Communication Specialist (LIFT): Member
- Economic Empowerment Specialist (LIFT): Member

When the need arises, however, additional expertise from RLAUD, LIFT, REILA-II and GIZ S2RAI will be deployed.

Regional Level Project Implementation Team (RLPIT)

The key functions of the RLPIT include close and regular monitoring of the implementation process and organising a series of trainings and back-up support to the WLAOs staff. The

specific tasks and duties include:

- Prepare and implement the regional work and implementation plans in close coordination with FLPIT
- Monitor the enforcement of the RLAS Memorandum of Understanding (MoU) signed between the RLAO and LIFT
- Organise a series of trainings for the WLAO staff, that will be chiefly responsible for the day- to -day implementation process (i.e. 3 staff per woreda)
- Prepare and implement an effective “communication strategy” in close coordination with the WLPIT in order to diffuse the ‘best practices’ to other woredas
- Provide continuous back-up and support to WLAMOs based on the agreed work plan
- Carry-out regular implementation monitoring based up on the regional monitoring plan

To ensure an effective implementation process and political support at the regional level, the RLPIT will consist of decision makers and professionals in different disciplines. The team will consist of the following 6 staff from the RLAO:

- Head /Deputy head of the RLAO: Chairperson
- Director of the Regional Rural Land Administration Directorate: Member
- The Regional LIFT RLAS Coordinator: Secretary
- The Regional LIFT Focal Person: Member
- Three selected Regional Training of Trainers (RToT): Members

Woreda Level Project Implementation Team (WLPIT)

The woreda level implementation team will be chiefly responsible for day-to-day actual implementation processes. The main functions and tasks include:

- Implement all activities and tasks defined in the Work plan
- Carry-out the implementation monitoring process to monitor and check the implementation process based up on the monitoring plan
- Prepare and implement an effective “communication” strategy to promote the “best practices’ to other woredas in close coordination with the RLAO
- Provide continuous back-up and support to other nearby RLAS woredas

The WLPIT consists of the following five members constituted from the WLAO. It includes:

- Head of the WLAO: Chairperson
- Case-Team Leader of the Woreda Rural Land Administration Case Team: Secretary
- Three trained experts designated by the WLAO to work on RLAS: Members

Kebele Level Project Implementation team (KLPIT)

The KLPIT is the lowest level of the organizational arrangement and is chiefly tasked to implement activities which are related to improve land holding right’s transaction processing services at the “front office” level and improving the awareness level of the landholder’s on RLAS. The key functions of the KLPIT include:

- Oversee the operation of service delivery efficiency of the “front office”; receiving, processing and sending the approved applications to woreda office
- Oversee the sufficient availability of the application forms at the kebele office
- Design and implement various awareness raising on RLAS in close coordination with kebele administration and WLAOs management
- Report activities undertaken on awareness raising on RLAS to landholders
- Advice the WLPIT on actions to improve the service delivery for processing transaction’s applications and the awareness raising programmes

Members of the KLPIT include the following six staff:

- KLAC chairperson: Chairperson
- Kebele administration -Political Unit leader: Member
- Kebele Land Administration Chairperson: Secretary
- KLAC Secretary and 2 other KLAC members: Members

Work Plan and Budget

Work Plan

The whole project duration is estimated to take a total of about 14 months and thereafter the GoE will take over all responsibility to operate and manage the WLAMOs.

Assumptions and risks

The project will be implemented by four co-partner projects (i.e. LIFT, REILA-II, SLMP-III and GIZ-S2RAI) in collaboration with RLAUD of the MoALR and the RLAOs of Amhara, Oromia, SNNPR and Tigray.

As the implementation process involves multiple stakeholders, clear understanding and smooth cooperation amongst these implementing entities will be a principal factor for the success of the project. Examining, assessing and developing the critical assumptions that could endanger the success of the project if the assumptions are proved to be inaccurate is critical for the success of the project.

Therefore, during the preparation of the work and monitoring plans, all possible critical assumptions, their risks of probability and risk mitigation measures will be analysed and prepared in parallel.

Budget

The total project budget is estimated to be ***Birr 7,585,534***

The budget distribution categorised by major activities and funding sources are shown in Table-2. Based on the LIFT Inception Report¹² and the subsequent RLAS Memorandum of Understanding (MoU) signed between the RLAO and LIFT, the following budget line items are NOT included in the budget estimate:

- **The Annual Operating Cost (AOC) required to operate and manage RLAS operations:** The annual cost required to cover the salaries of the RLAO and WLAMO’s core staff assigned to operate and manage the project, stationeries, maintenance of the RLAS/iWoRLAIS equipment and materials, awareness raising, and others shall be covered by the RLAO and/or WLAMOs
- **Costs related for diffusion and replication of the “Best practices” to other woredas:** All costs required to replicate “best practices” from the WLAMOs to other woredas will be covered by the RLAO and/or WLAOs. The following will be an exception, however;
 - LIFT will allocate a limited budget to produce printed materials such as newsletters, booklets etc. to disseminate best lessons.
 - GIZ-S2RAI will cover the cost to replicate best practices from the model office to “Beshengul Gumz” and ‘Gambella” regional states, where the programme operates
- **Cost related to implementation monitoring:** It is assumed that no cost will be Involved to carry out activities related to implementation monitoring as this can be undertaken while when providing back-up technical support to the RLAO and WLMO staffs.

In terms of budget related to fixed assets, the project will procure one motorcycle for each WLAMO and cover all the running costs for a one-year duration. This considers the severity of transportation problems in all WLAMOs with serious impediments on effective service delivery provision at both “Back Office” and “Front Office” levels. Additionally, one shelf will be provided to each model office in order to properly archive multiple registry documents.

Table-2-Budget summary clustered by major activities and funding sources

Major/Key activity	Estimated budget (Birr)	% of the total	Funding sources
1-Workshops (i.e. Phase-I, II and III)	1,311,314	17.3	a) SLMP-II and GIZ-S2RAI
2-Back-up technical support to the RLAO and WLAMOs	1,359, 700	18.0	LIFT
3-Provision of transport facility to WLAMOs (Motorcycles) and shelves	1,320,000	17.4	a) REILA-II: Motorcycle b) Shelves: LIFT
4-Data cleaning and migration	200000	2.6	LIFT
5- Training of the RLAO and WLAMO staffs including refresher training	1,067,480	14.1	REILA-II and GIZ-S2RAI
6- International consultant- Professional fee and per diem	1,020,000	13.4	LIFT
7-Diffusion and replication (printing materials)	250000	3.3	a) LIFT: Printing of awareness raising materials b) GIZ-S2-SAI: Transfer of “Best practices” to Beneshangul Gumz and Gambella regions
8-Support to other neighbouring woredas by Model offices	791,040	10.4	LIFT
9- Field Implementation monitoring	0	0	To be undertaken during technical back support visits
10- Diffusion & replication of the “Best practices”	250,000	3.3	LIFT, GIZ-S2RAI and RLAO and WLAO
11-Rapid field assessment for preparation of the “Road Map “report	16,000	0.2	LIFT
TOTAL	7,585,534	100%	

The total budget is planned to be shared by the different relevant projects supported by various donor agencies with an interest in rural land administration programmes. The main share of the project budget goes towards

¹² LIFT.2014. LIFT Inception Report. Addis Ababa.

organising a series of interrelated workshops (17.3%), provision of technical back up support to the RLAO and WLAMOs (18%), provision of motorcycles and shelves to the WLAMOs (17.4%). This accounts for about 52.7% of the total budget. A brief description of the major budget line items is indicated below:

A-Organising of a series of workshops (17.3 % of the total budget): A series of workshops will be organised at the national level to accomplish all the preparatory work required to establish the WLAMOs. Subsequently, a series of workshops will be organized to assess the implementation performance of the “best practices” and the diffusion of the “best practices” from WLAMOs to other woredas.

B-Technical support to the RLAO and WLAMOs (18.0 % of the total budget): Continuous and intensive technical support will be provided by the FLPIT to the RLAO to support model offices. Furthermore, the RLAO staffs will carry regular back-up and support to the WLAMO during Phase-I and Phase-II of the project’s life time with the purpose to fully capacitate the model offices in order to ensure that the benefits extend well beyond the life time of the project.

C-Training RLAO and WLAMOs staff (14.6 % of the total budget): During the initial phase, intensive training will be organized to the RLAO and WLAMOs staff followed by gap filling trainings.

D-International consultant fees (13.9 % of the total budget): An international consultant with an excellent knowledge and experience in Land Administration and with solid experience in developing countries will be engaged throughout the lifetime of the project with a total input of 34 working days. The consultant will be deployed on an intermittent basis with a heavy engagement during the establishment of the WLAMOs and synthesis of the best practices.

E-Provision of transport facility and shelves (18 % of the total budget); One motorcycle and funs to covering the running costs for one-year will be provided for each of the WLAMO. Additionally, shelves will be provided to each model office

The proposed cost sharing arrangements between the four Co-Partner projects is shown in Table-2, where about 55 % of the total project budget is expected to be covered by LIFT.

The shares by each project include:

- **LIFT (55 % of the total cost):** All costs related to technical back-support to the model offices, fees to the international consultants and major costs related to diffusion and replication of the best practices:
- **REILA-II (32.6 % of the total cost);** All costs related to the training of staff and to the purchase of motorcycles and the associated running costs
- **SLMP-II (17.3 % of the total):** In partnership with GIZ-S2RAI
 - SLMP-II programme covers all costs related to organization of all the workshops
 - **GIZ-S2RAI:** Covers costs related to diffusion of best practices to Benshangul Gumz and Gambella regions and partial cost to organizing workshops in association with SLMP-II.

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Annex-1: Sample of the RLAS Memorandum of Understanding (MoU) signed between the RLAUD REILA and LIFT programme.

MEMORANDUM OF UNDERSTANDING (MoU)

Between

THE RURAL LAND ADMINISTRATION AND USE DIRECTORATE (RLAUD), LAND INVESTMENT FOR TRANSFORMATION PROGRAMME (LIFT)

AND

RESPONSIBLE AND INNOVATIVE LAND ADMINISTRATION IN ETHIOPIA-II PROGRAMME (REILA-11)

1-PURPOSE

The Rural Land Administration and Use Directorate (RLAUD) of the Ministry of Agriculture (MoA), LIFT, REILA-11, SLMP-111 and GIZ-S2RAI initiated a joint project known as the **"Establishment and operationalisation of Land Administration best practices in Woreda Land Administration Model Offices (WLAMOs)"**. The project, with a duration of 14 months, aims to achieve the following three sets of interlinked objectives:

- Establishment of the WLAMOs and developing best practices in land administration services;
- Replication and diffusion of the best practices to other Woreda Land Administration Offices (WLAOs); and
- Preparation of a "Road Map for establishment and operationalisation of the Rural Land Administration System (RLAS) in Ethiopia" based on experiences and lessons learned from the WLAMOs.

LIFT and REILA-11 agreed to provide both transportation facilities and the required RLAS /NRLAIS materials and equipment to each of the 8-selected model woreda offices which are key inputs for successful implementation of the **" Establishment and operationalisation of Land Administration best practices in Woreda Land Administration Model Offices (WLAMOs)"** project.

2-RLAUD of the Ministry of Agriculture (MoA)

The RLAUD of the Ministry of Agriculture, as the Chair of the Woreda Land Administration Model Office-Task Force (WLAMO-TF) will be responsible to oversee the overall implementation performance of the **" Establishment and operationalisation of Land Administration best practices in Woreda Land Administration Model Offices (WLAMOs)"** project.

2-LIFT

The LIFT programme will purchase the following RLAS/NRLAIS materials and equipment for each of the 8 woreda model offices, which are required to operate RLAS/NRLAIS. The equipment and materials include:

4 Desk Top Computers	1 Generator/solar back up	2 Hand Held GPS
1 Laptop	1 Digital Camera	1 Photocopier
2 Ink Jet Printer A3	1 Projector	

3-REILA-II

REILA-II agreed to purchase one motorcycle for each of the 8 selected woreda model offices. The ownership of the vehicles is given to the respective woredas. The woredas are expected to cover fuel and maintenance costs of the motorcycles, but REILA-II is prepared to cover these costs in emergency situations if GoE budget is not available (maximum REILA budget is 30 000 ETB/motorcycle during the life of REILA project). Tax of the motorcycles is covered by GoE.

REILA is able to fund the motorcycles because REILA 's commitment to finance hardware and related items in LIFT woredas has been dropped from 16 woredas to 8 woredas. LIFT covers the costs of hardware and related items (generator, GPS, photocopier, cameras, printers and projector cost) in 8 LIFT model woredas. REILA will still be prepared to finance office upgrading, training and technical support costs of these model woredas (including periderm for GoE staff, especially during technical support).

2-VALIDITY OF THIS MOU

3.1-ThisMoU will be effective from **31st January 2019 to 31st February 2020.**

3.2-This MoU will become invalid on the termination of the MoU by any one of the three co-partners.

ANNEX-2: Location map of the model woreda offices

