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Sida Review

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Sida-Amhara Rural Development Programme 1997–2008

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Executive Summary

The Programme

The birth of SARDP dates back to 1995. A proposal for a one year inception phase for Swedish support to Amhara Region was developed and agreed upon. Since then, support has been provided by Sida under three different programme phases of the Sida-Amhara Rural Development Programme, SARDP:

SARDP I (April 1997 to December 2001)

- Total budget: 285.5 million SEK
- Coverage: Four Woredas in East Gojjam and five Woredas in South Wollo.
- More focus on regional capacity building

SARDP II (January 2002 to June 2004)

- Total budget: 250 million SEK
- Coverage: Eight Woredas in East Gojjam and eight Woredas in South Wollo.
- More focus on Woreda capacity building and on Woreda level implementation.

SARDP III (July 2004 to June 2008)

- Total budget: 300 million SEK
- Coverage: All 14 Woredas in East Gojjam and all 16 Woredas in South Wollo.
- Continued focus on Woreda capacity building but also direct support to Kebeles.

SARDP III focussed on (i) Agriculture and natural resources management, (ii) Economic diversification, (iii) Infrastructure and (iv) Decentralisation. These intervention areas were designed to contribute to the programme goal: “To contribute to poverty reduction of the Amhara Region by improving the food security conditions of the population in 30 Woredas of East Gojjam and South Wollo”.

The Evaluation

The evaluation presented in this report covers the three phases of SARDP. The purposes of the evaluation were to:

- Provide information about results that Sida and Amhara National Regional State (ANRS) can use in reporting to principals and the general public, and for lessons learnt; and
- Be forward looking and contribute to considerations of a successor programme of SARDP. Specifically, the evaluation is to offer input to the planning and design of a possible post-SARDP programme where the focus is expected to be on economic diversification, in combination with, e.g. agriculture and land administration.

The major objectives of the evaluation were to:

- Assess the results and impacts of the programme and whether or not the programme has achieved its objectives.
- Offer input to the planning and design of a post-SARDP support.

The evaluation was conducted by a team of six people with different professional backgrounds during February–April 2009. Four team members constituted a core team with responsibility for the overall evaluation, while two team members exclusively focussed on the component on Land Administration. The work included extensive field interactions with local beneficiaries and other stake holders.

SARDP's Environment

There are several factors that impact on the outcomes of SARDP. The two most significant factors are (i) Government regional policy and (ii) increased prices on agricultural produce. The Government, both at Federal and Regional levels, actively tries to achieve an economic development that is geographically balanced. It encourages donors not to overlap and it also adjusts (“offsets”) public funding to different areas depending on other external resources. The other major factor, increased prices on agricultural produce, has greatly benefitted those who have been able to produce a marketable surplus.

SARDP III

The assessment of SARDP III became more complex than anticipated as the programme M & E system had been based on a revised log frame resulting in only parts of the planned outputs were reported on. In effect, through this move, the programme excluded some of its actual activity from M & E. This also resulted in challenges for the evaluation, but the team decided to use the original log frame as the basis for its work. The performance of SARDP III was generally found to have been beneficial for the intended target groups. However, as there was no disaggregation of different groups with different needs it was found that some activities had benefitted all, while other activities had been more beneficial to groups who were already somewhat better off.

Impressive outputs were noted from the agricultural and infrastructural activities. The economic diversification and the land administration activities were found to have invested very significantly in capacity building and systems development. While this is promising for the future, it also means that cost-effectiveness has not yet been demonstrated in all respects. Under decentralisation, the Community Development Fund is the major output. Funds allocated to that activity had successfully been used for implementation of priority micro-projects at the most local level.

General concerns are maintenance of investments and community organisational capacity to assume ownership and responsibility of some of the investment.

To avoid generalised conclusions, the team has made detailed assessment of relevance, effectiveness, efficiency, impact and sustainability at the sub-output level.

SARDP I–III

Over the long implementation period it is apparent in many ways that living conditions have improved for most people. Some of the baseline information provided a valuable basis for an objective assessment. Examples are parameters on housing standard and school attendance. Further investigations reveal that improvements are also clearly noticeable on health, general awareness on hygiene, family planning and on food security including diversity of diets. Perception of tenure security has increased among those who got some form of land certificate. For other groups, however, those who are deemed to be illegal occupants, the tenure security may *de facto* have worsened in the process.

The programme documents had little provision for adjustments of SARDP to the different socio-economic settings. The team noted that the programme area is diverse, and some interventions are more suited in some areas than in others. During its implementation, the programme has, nevertheless, been able to adjust itself somewhat to location specific features but less so when it comes to addressing the needs of the poorer groups.

The team noted that SARDP appears to have contributed to national development through the following:

- Demonstrating how decentralisation to Woredas can be implemented
- The possibility to implement activities at Kebele level
- The usefulness of support to and recognition of traditional court of elders
- The usefulness of scaling up of and adding more contents to community conversation groups
- The potential usefulness of concepts like the Enterprise Development Facility and Business Advisory Services
- Land certification: A lesson learnt from Amhara Region that is of relevance for the rest of Ethiopia and beyond, is that the certification process can be done quickly, cheaply and fairly, benefiting from participatory approaches and simple methods.

Conclusions

Overall on SARDP III

The overall conclusion of the team on SARDP III is that the programme can be seen as a good example of an area based programme. However, the programme is generally better as a doer than as a reporter and analyser. The programme could also have benefitted from closer governance by the Programme Coordination Committee and by Sida.

Relevance

All have benefitted from infrastructure, especially roads connecting them to neighbouring Kebeles and Woredas. People's priorities, expressed as to have close access to schools, health posts, water, and markets, have also been fulfilled for many of them. Some segments of the farming population has benefitted more than others. They are the medium and better off farmers. Limited interventions have been developed for the resource poor farmers, to which category many female headed households belong, which is a drawback. Decentralization efforts beginning with support to the Regional offices, then to Woredas and finally to Kebeles must be considered as relevant.

Effectiveness

Investing in roads, schools, health posts, water etc is what people needed and wanted and has contributed to reduction of poverty. The same applies for investment directed towards agriculture and land use more generally, although external factors mask impacts making it hard to precisely quantify the result that can be attributed to SARDP. No doubt, however, positive developments in the agricultural sector have been a major factor contributing to improved standard of living that can be noted for most people. In the Ethiopian context, decentralization, where SARDP started from the Regional level, but has reached both the Woreda and Kebele levels with buildings and funds has helped putting decisions and influence closer to the majority; the farming population. The gender gap has almost been eliminated at primary school level and early marriage and violence against women have been markedly reduced. There are also self-help groups to address women's economic, social and empowerment issues.

Efficiency

SARDP has not been able to provide the team with any cost-benefit analysis which covers all the three phases. This makes it difficult to discuss efficiency. In hindsight it appears, however, that had the Programme been more receptive to the various teams commenting upon the lack of target group analysis much more could have been done for poor households, including the majority of the female-headed ones.

Impact

The fact that the farmers in the zones covered by SARDP have improved their standard of living is visible in the number of houses with corrugated iron roofs, in the variations in people's diet and in the fact that most now seem to eat three meals a day. There is less vulnerability to famines today and poverty has been reduced although this can also be attributed to better prices of agricultural produce, the safety net and food aid. Medium to better-off farmers have succeeded in increasing their yields substantially thereby significantly improving the food situation in the Amhara Region and the country as a whole with the help of DAs and SARDP's agricultural packages. The poor, constituting a substantial share of the population, have not been able to benefit fully from the agricultural packages due to limited assets. Perceptions of tenure security have improved significantly by those persons benefitting from the certification exercise.

Sustainability of results

Awareness creation of the importance of good sanitation, of the spread of communicable diseases, the relevance of vaccinations, family planning and the use of contraceptives has been successful. SARDP has built clinics and the government has employed the relevant personnel. Similarly, schools built by SARDP have been staffed by government. Knowledge of improved seeds, with farmers producing their own seeds, the use of composts, of fertilizer etc has been well communicated to the farming community. The impact among those who could adopt new ideas and methods will be sustainable on its own. The decentralization interventions also contain a certain amount of sustainability in the sense that all the institutions are part of the government structure. On the other hand there is a big problem with staffing models that are so comprehensive and inflexible that very little money remains at the Woreda level after salaries have been paid. Many of the water installations and roads lack in-built maintenance preparedness both from a technical and an economic point of view. The fact that land registers are not currently being updated indicates a lack of sustainability of the results of land certification.

Lessons Learnt

The team has noted the following lessons learnt (no order of priority):

- Roads and other infrastructural development can make a difference.
- Economic diversification intervention can also make difference but must be designed taking local conditions into account.
- Education is relevant everywhere.
- Benefits of area-based development approach were demonstrated by SARDP.
- Implementation at local level is empowering and can be effective.
- There are danger with mainstreaming.
- Good legislation and policy mean little without follow up.
- New knowledge should always be blended with local knowledge.
- There are dangers with generalising populations.
- There are dangers with generalising diverse areas.

- Investment in medium and better-off farmers can be rewarding.
- It is useful to base a programme on a realistic plan from the start.
- Evaluations can be helpful.
- Cost-effectiveness analysis helps to make informed decisions.
- Bypass administrative arrangements can be helpful and maximum benefits are derived from bypasses that are liberated fully from Government bureaucracy.
- A farming systems approach is essential for understanding the optimal development avenues. Activities and policy must be supportive to land use change in situations where the population grows.

Recommendations for the Near Future

Although not explicitly expected to make recommendations for the remaining phasing out period of SARDP, the team wishes to recommend actions for the near future. The most important are:

Land administration

Recommendation to EPLAUA and Woredas:

Accelerate the distribution of primary books of holding, identifying and tackling constraints in the process, and if necessary re-allocating resources from other project components, to achieve the 80% target by end of 2009. Reports should clearly distinguish primary certificates (green books of holding) from temporary certificates as they are distinctly different.

Recommendation to EPLAUA and Woredas:

Complete the evaluation of different mapping approaches, adding to the current evaluation of remote-sensing methods (instigated with World Bank support), and building upon the work undertaken by ELTAP, addressing any gaps or weaknesses in testing methodology.

Recommendation to Sida:

Encourage and support EPLAUA, by identifying policy issues and defining appropriate approaches, to complete land certification in the remaining Woredas and Kebeles of Amhara to achieve temporary certification of 95% of all land.

Recommendation to Sida:

Assist EPLAUA to develop the policy and legal framework that addresses in particular, “illegal” holdings and holdings larger than the maximum size and smaller than the minimum size, advocating a rights-based approach in order to achieve equitable and legal outcomes.

Recommendation to Sida:

Assist EPLAUA to develop and revise the ‘way of working’ to be more conforming to legislative requirements; or alternatively, provide assistance to revise the legislation in light of lessons learned from the ‘way of working’ (drafting instructions for law revision must be undertaken by a knowledgeable land lawyer and not a land surveyor).

Recommendation to EPLAUA and Sida:

Undertake a more in depth evaluation of SARDP support to land administration, to determine with greater clarity the impacts of land certification and land registration respectively on poverty reduction and access to land. This evaluation should, for example, examine in greater depth the questions of “illegal” land holdings, joint titling, land markets, access to common land, and land tenures issues generally. Some additional data should be collected to add to the recent study on rural land certification in Ethiopia (Deininger, 2008) that assessed some cost-efficiency and benefit issues.

Recommendation to EPLAUA and Sida:

Subject to continued Sida support, and together with all stakeholders, develop and prepare a project document for a future programme, project or support to land administration in Amhara. The project document must be comprehensive, inclusive of all stakeholder views, and include a robust monitoring and evaluation plan and log frame matrix that is specific, measurable, attainable, relevant, and timely (SMART). Future support must also be developed in cooperation and coordination with other development partners.

Recommendation to EPLAUA and Sida:

Cement and consolidate technical support to the existing sites where ISLA has been installed, and limit the expansion of ISLA beyond existing sites until there is clear evidence of the computerisation being sustainable and cost effective with all parameters considered. Thus, this period of consolidation should be monitored closely to assess the sustainability of the computerisation that has taken place in the Woredas.

Recommendation to EPLAUA and Sida:

Include an objective assessment of alternative methods for land registration as an activity for the near future.

Economic diversification**Recommendation to AMSTIEPA and PCU:**

Implement the “market intelligence unit” that was planned, or, if need be, redefine the investment to something more practical.

Recommendation to ANRS and Sida:

Modalities for the continued use and “ownership” of the financial resources available as a result of the support to credit schemes, notably EDF must immediately be clarified and agreed upon between ANRS and Sida.

Recommendation to ANRS, PCU and Sida:

Prospects for increased cost-effectiveness of activities under Economic Diversification must be analysed for a better-defined future course of action.

Recommendation to ANRS and PCU:

Identify Woredas where different actors work well together and use them as models. Consider allocating more resources, relatively, to Woredas where demonstrable benefits are evident as a result of good cooperation at local level.

Recommendation to ANRS and PCU:

Pay more attention to markets and marketing in training of MSE officers to cater for better understanding of these aspects, which is not only needed in this context but in the overall work of the Economic Diversification Component.

Monitoring and evaluation**Recommendation to PCU:**

Improve reporting and M & E to ensure that by the end of the phasing out period, one consolidated report on SARDP III with the extension periods can be produced with (i) outputs linked to financial information, (ii) selected cost-effectiveness parameters and (iii) discussions on impacts. Preferably, this should be linked to staff training on cost-effectiveness assessment at all levels.

Recommendation to PCU:

Seek support from OSC and give priority to financial/output reporting/M & E to ensure that the indication in the above point can be achieved.

Recommendation to Sida:

Be pro-active and emphasise M & E issues in the continuous dialogue with PCU and ANRS. Link actively with PCU as well as with ANRS.

TA service

Recommendation to PCU, OSC and Sida:

Analyse the practicability of having one specialist TA covering both East Gojjam and South Wollo (potentially ineffective, especially with an ageing fleet of vehicles).

Analyse and document specific developments of great interest

Recommendation to PCU/ANRS (and Sida dialogue):

Analyse the conditions under which improved stoves are acceptable to local communities. Kallu and Albuko areas ought to be compared to other areas to determine why there seem to be adoption in some areas but less in others and to determine how wide the adoption is in some areas. Technical constraints and possible remedies should be looked into.

Recommendation to PCU/ANRS (and Sida dialogue):

Analyse the implications of the ban on free grazing which residents in Kallu have accepted since long. Document how they manage their livestock, the implications for the economy of livestock production and the implications for the environment. Experiences may be relevant for farmers from other areas.

Recommendation to PCU/ANRS (and Sida dialogue):

Analyse the prospects for farm mechanisation in Gojjam using cheap Asian technology that is becoming available. Pros and cons.

Recommendation to PCU/ANRS (and Sida dialogue):

Identify poverty criteria that are relevant to use for assessment of change over time (as opposed to land size and number of oxen).

Recommendation to PCU/ANRS (and Sida dialogue):

Analyse the differences between (i) East Gojjam, (ii) More central and accessible areas of South Wollo and (iii) Distant areas in western Wollo. Such understanding is important either there will be continued Sida support in some form or not. In the possible absence of Sida support the Government will have to increase its own investment and encourage other organisations to engage instead of Sida, thus it would be useful to have a good mapping of priorities.

Recommendation to PCU/ANRS (and Sida dialogue):

Investigate technology adaptation for cheap ponds like the ones used in Wollo, but targeting women so that they can develop their backyard gardening. This implies altering the technology for (i) longer life span of ponds, (ii) rectangular rather than square ponds so that they can more easily be equipped with roof to reduce evaporation and (iii) investigating measures for their safety so that they can be located near houses (current types involves serious risk for children drowning).

Recommendation to PCU/ANRS (and Sida dialogue):

Review upstream and downstream impacts of irrigation and community organisation for maintenance of irrigation schemes. Expected output of the review should be simple guidelines for handling of upstream/downstream issues and for functionality of irrigation systems maintenance, if possible documented with good examples that may exist.

Recommendation to PCU/ANRS (and Sida dialogue):

Review the existing constraints to further development of the dairy industry, including (i) a value chain analyses noting seasonal differences, (ii) livestock feed issues (incl. the potential for more extensive use of fodder trees, especially in Gojjam where there is a more pronounced dry season, and drawing ideas from the widespread use of tree fodder in Nepal), and (iii) implications on water supply of zero-grazing systems.

Taking stock of experiences and ensure their future use

Recommendation to PCU/ANRS (and Sida dialogue):

Compile the “best of the best practices” in a well edited and professionally designed book, preferably an Amharic version as well as an English version. Serious attention must be paid to (i) printing many enough copies for the book to be available in a good number of copies at all Woreda and Kebele offices in the whole Region (Amharic version) and in the country generally (English and Amharic version), and (ii) to its distribution so that it reaches the intended readership.

Recommendations related to a post-SARDP programme

Recommendation to Sida and ANRS:

Base a post-SARDP programme on an approach that takes the needs of different categories of people into account, especially the needs of the poorest groups, youth and women.

Recommendation to Sida and ANRS:

Base a post-SARDP programme on an approach that is sensitive to the differences in development potential in different geographical areas

Recommendation to Sida and ANRS:

The identification of the above parameters must be made through a process of consultation that involves the ultimate beneficiaries and is based on a menu of options that are within a domain that Sida may consider.

Recommendation to Sida and ANRS:

Consultation with experts and administrators will yield important information too, but is in itself insufficient.

Recommendation to Sida:

Sida must first of all have a rather clear position on modalities and prospects for future support. It is a waste of time for communities to engage in discussions on their priorities if Sida or the Swedish Government applies restrictions so that local priorities cannot be met.

Possible continued Sida support to land administration

Recommendation to EPLAUA and Sida:

Analyse what an accepted rights-based approach implies for land administration in Ethiopia and ensure that the implications are effectively catered for in the design of a future programme.

Recommendation to EPLAUA and Sida:

Pay attention to non-technical and non-legal measures for the support to increased tenure security. Involvement of specialists on tenure rights and on bottom-up approaches may help ensuring quality.

Recommendation to EPLAUA and Sida:

Broaden and complete the testing of different surveying methods and technologies. One approach to test could be based on improved traditional surveying methods – community mapping, in other words, which has proved effective elsewhere. The weakness of ELTAP’s evaluation of surveying approaches, identified by EPLAUA, should be addressed constructively and without further delay.

Recommendation to EPLAUA and Sida:

Ensure that different options for land registration are considered in the design of a possible future programme that may be supported by Sida.

Recommendation to EPLAUA and Sida:

Include emphasis on farmer-managed boundary demarcation in a possible new programme.

Recommendation to EPLAUA and Sida:

Place considerable focus on Kebele-level managed systems and the associated need for capacity building at that level.

Possible continued Sida support to issues related to economic diversification**Recommendation to ANRS and Sida:**

Ensure that a possible future support is designed to cater for more prominence of agriculture and of rural areas, but also generally promotes diversification in a very genuine sense. Market analysis must be key for priority setting.

Recommendation to ANRS and Sida:

Ensure adequate capacity building of the BDS providers as well as MSE officials.

Recommendation to ANRS and Sida:

Ensure that staffing, and programme approach as well as emphasis on economic diversification generally, is matched to local conditions. There are realistically few options for economic diversification in remote areas with high incidence of poverty, poor road network, limited market access and without electricity (e.g. western Wollo). Similarly, economic diversification initiatives may be very effective if matched to infrastructural development, either such developments are supported within a programme or supported by others.

Recommendation to ANRS and Sida:

Ensure that a possible continued support from Sida is targeted and organised in such a way that cost effectiveness can be monitored and that there is a projected mechanism for systems with time becoming donor independent.

Recommendation to ANRS and Sida:

Consider broadening the loan portfolio to possibly include slightly larger loans with longer repayment periods. Analyse the need for medium-sized companies dealing with value addition of agricultural produce.

Recommendation to ANRS and Sida:

Design any future support in such a way that it consciously caters both for women's needs and for the poorest people's needs.

Monitoring and evaluation**Recommendation to Sida and ANRS:**

Any future Sida-supported activity well-structured log frame resulting from a comprehensive and inclusive analysis and dialogue, reflecting both technical and non-technical aspects. Non-technical inputs and outputs should be prominently placed in the project document and in the log frame matrix. This applies to land administration as well as to other subject areas.

Recommendation to Sida:

Sida should set benchmark requirements for reporting and M & E generally and have a preparedness to act as necessary if M & E proves unsatisfactory over a longer period of time.

Sustainability**Recommendation to Sida**

Any future support should be based on cost-sharing with communities contributing either in kind or with cash to promote sense of ownership.

Acknowledgements

The team wishes to acknowledge its appreciation of the strong support that the Programme Coordination Unit as well as the Zonal and Woreda offices have rendered throughout the evaluation process. All the people involved have patiently accepted our eagerness to understand details, discuss gender issues and other socio-economic factors, get to know why tractors and rollers are functioning well or not functioning at all, asking sometimes less well informed questions on subject areas that we were not all so familiar with, etc., etc.

We also note with appreciation, patience and high level of ambition to give the team feed back on the numerous “home work” issued at different levels. Without these extra hours from the programme staff, the team would have been forced to anchor its conclusions on much less solid foundations.

In the field, we have disturbed people who were noticeably busy tending vegetables in their new irrigated lands or managing their improved dairy cows of new breeds of sheep of impressive size. We are aware that more often than not, our disturbances extended their working hours into late evenings as work has to be accomplished either visitors come or not. We are grateful for the time that we were allowed to distract their attention from their most immediate concerns.

The evaluation team included altogether six consultants. Two team members (Séan Johnson and Dessalegn Rahmato) focussed exclusively on Land Administration and Land Use. Their findings are covered in an appendix to this report but are also summarised in the main text and taken into consideration in the overall conclusions and recommendations. The core team acknowledges with thanks their contribution.

Drivers have provided good company, not complaining although work often tended to extend into the dark evening hours when most people rest.

But all in all, we felt that we were awarded a considerable responsibility when we got this major evaluation assignment of a diverse programme that has been significant in its area of operation. Therefore, we tried to accomplish our task well and a prerequisite for that is to seek extensive information and spend adequate time in the field. We do hope that our findings will be regarded as a fair reflection of what SARDP has achieved or occasionally not achieved and that our opinions will be found useful for the future development towards prosperity in the programme areas and possibly beyond.

The evaluation team

Acronyms

ACSI	Amhara Credit and Savings Institution
AfDB	African Development Bank
AI	Artificial Insemination
AMSEIDB	Amhara Micro and Small Enterprise and Industry Development Bureau
AMSTIEPA	Amhara Micro and Small Enterprises and Industry Promotion Agency
ANRS	Amhara National Regional State
ARARI	Amhara Regional Agricultural Research Institute
BDS	Business Development Service
BoFED	Bureau of Finance and Economic Development
BOPED	Bureau of Planning and Economic Development (earlier institution)
CDF	Community Development Fund
DA	Development Agent
EDC	Economic Diversification Component
EDF	Enterprise Development Facility
EIA	Environmental Impact Assessment
ELTAP	Ethiopia Land Tenure and Administration Programme
EPCC	Extended Programme Coordination Committee
EPLAUA	Environmental Protection, Land Administration and Use Authority
ETB	Ethiopian Birr
FINNIDA	Finnish International Development Authority
GDP	Gross Domestic Product
GEF	Global Environment Facility
GoE	Government of Ethiopia
GTZ	Gesellschaft für Technische Zusammenarbeit
HEW	Health Extension Worker
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HTP	Harmful Traditional Practices
IFAD	International Fund for Agricultural Development
LFA	Logical Framework Approach
LFI	Local Finance Institution
M & E	Monitoring and Evaluation
MERET	Managing Environmental Resources for Enhancing Transition to Better Livelihoods
MoFED	Ministry of Finance and Economic Development
MSE	Micro and Small Enterprises
MSEK	Million Swedish Crowns
NGO	Non Governmental Organisation
ODI	Overseas Development Institute
OSC	Orgut–Scanagri Consortium
PCU	Programme Coordination Unit
PLC	Private Limited Corporation
PLWHA	People Living With HIV-AIDS
RPCC	Regional Programme Coordination Committee
RWSEP	Rural Water Supply and Environment Programme
SACCO	Savings and Credit Cooperative
SACU	Savings and Credit Union
SEK	Swedish Crowns
Sida	Swedish International Development Cooperation Agency

SLM	Sustainable Land Management
SRMP	Sustainable Resource Management Programme
SUN	Sustainable Utilisation of Natural Resources for Improved Food Security
SWISHA	Sustainable Water Harvesting and Institutional Strengthening Project
TA	Technical Advisor
TBA	Traditional Birth Attendant
TOR	Terms of Reference
UNICEF	United Nations Children's Fund
VCT	Voluntary Counselling and Testing
WFP	World Food Programme
ZPCC	Zonal Programme Coordination Committee

1. Introduction

1.1 The Purpose of the Evaluation

In 1997 the first phase of the Sida-Amhara Rural Development Programme commenced based on an agreement between the Governments of the Federal Democratic Republic of Ethiopia and Sweden. Since then, three consecutive phases of the programme have been implemented. When the third phase ended in 2008 and it was agreed to conduct an evaluation of the achievements and impacts over the whole programme period.

The agreed purposes of the evaluation:

- Provide information about results that Sida and Amhara National Regional State (ANRS) can use in reporting to principals and the general public, and for lessons learnt; and
- Be forward looking and contribute to considerations of a successor programme of SARDP. Specifically, the evaluation is to offer input to the planning and design of a possible post-SARDP programme where the focus is expected to be on economic diversification, in combination with, e.g. agriculture and land administration.

The major objectives of the evaluation:

- Assess the results and impacts of the programme and whether or not the programme has achieved its objectives. The assessment is based on the various interventions, which were designed to achieve specific objectives within specified resources and implementation schedules. During the assessment of the interventions, due emphasis will be given to relevance, efficiency, effectiveness, impact and sustainability. This also includes the technical assistance;
- Offer input to the planning and design of a post-SARDP support by making recommendations on which achievements and lessons learned of the programme that are important to carry forward and build on to a possible post-SARDP programme where the focus is expected to be on economic diversification, in combination with e.g. agriculture and land administration. Also, in line with the new draft country strategy between Sweden and Ethiopia “in the light of women’s weak and unequal participation in the economy, such new support shall contribute to the enhancement of women’s possibilities to play an increasingly active role in economic activity”.

This report presents the findings of the evaluation.

1.2 Terms of Reference

The evaluation was guided by the Terms of Reference, Appendix 1.

1.3 The Team

- The evaluation was conducted by a team comprised as follows:
- Bo Tengnäs, team leader and farming systems specialist
- Eva Poluha, deputy team leader and social anthropologist
- Sosena Demissie, rural sociologist
- Yared Fekade, Economist and business development specialist

- Seán Johnson, land administration specialist (focus on land issues only)
- Dessalegn Rahmato, historian, political scientist, sociologist (desk study and advice).

The evaluation was conducted during the period 23.2–30.4 2009 with a period of work in Ethiopia 28.2–15.4.2009. The different team members were engaged at different time periods. A detailed work programme is attached, Appendix 2, as well as a list of people contacted or met, Appendix 3. The main documents that the team has consulted are listed in Appendix 4.

1.4 The Approach Used

After initial meetings at Sida Hq, ORGUT's office in Stockholm, the Embassy of Sweden in Addis Ababa and with the Programme Coordination Unit (PCU) and selected other offices in Bahir Dar, the team embarked on intensive field work in East Gojjam and South Wollo. This main field-work period focussed on the whole programme period and on all outputs and activities.

The four team members who took part in this work organised themselves in two sub-teams covering largely the same subject areas but with different work method and slightly different focus. One sub-team (Eva Poluha and Sosen Demissie) worked almost exclusively at Kebele, household and individual levels while the other sub-team (Bo Tengnäs and Yared Fekade) started with elaborate discussions with Woreda staff and then interacted with stakeholders at all levels during field visits. The first sub-team focussed relatively more on the outcomes of the entire SARDP 1997–2008, while the second sub-team focussed relatively more on the activities carried out during the third phase of SARDP (SARDP III). This slight difference in focus does, however, not imply that there is a sharp distinction in the subject areas covered, on the contrary, more often than not, did discussions cover SARDP III or the entire SARDP without making a clear distinction. This reflects mainly that the strict distinction between the phases is not significant or relevant to local stakeholders.

The land administration specialist, Seán Johnson, joined the team immediately after this field period. After initial meetings in Bahir Dar together with the team leader, Johnson embarked on a field work period with specific focus on land administration and with field visits around Bahir Dar, Gondar and Debre Markos. This field work was partly conducted together with the team leader. The evaluation of the land administration component yielded a short separate report which has been appended to this main report, Appendix 5. Important parts of that report have been included in the main text to give readers a comprehensive impression.

The field periods were followed up with more meetings in Bahir Dar and time was also set aside for report writing. Activities during this later period also included a briefing meeting in Bahir Dar (2.4), and a workshop with local stakeholders (10.4). A report from the stakeholder workshop is attached, Appendix 6.

Reference is made to Appendix 7 for more details related to the theoretical framework used.

1.5 Limitations

The work was well supported by PCU at various levels as well as by the Technical Advisors and by Government staff at all levels. The team could interact freely with anyone suggested and we are generally of the opinion that we had open and fruitful discussions. Nevertheless, answers may differ depending on what the respondent may believe the team wishes to hear. The two-pronged approach used by the team helped to minimise errors that could result from such biased answers.

The time factor always sets limits for what can be achieved. Generally, relatively small numbers of people interviewed limit relevance of statistical analysis. The programme documentation includes data

on physical achievements. Earlier reports and evaluations, notably the impact assessment, provide additional figures.

Qualitative assessments of, for example, quality of work, maintenance, degrees of perception of local ownership as well as assessments of cost effectiveness are more scarce in the programme documentation and the team has thus focussed more on such assessments than on collection of further quantitative data.

Similar to statistics on physical achievements, elaborate details from the accounting system are available. It is, however, not easy to use the accounts for easy follow-up of effectiveness in implementation. Potentially valuable options to compare costs for similar investments across Woredas and across Zones have not been explored.

Five specific limitations deserve mentioning:

- The management set-up of the programme, and its practical application, has created interdependencies between the Technical Advisory (TA) structure and the PCU structure. These make it rather hard to clearly distinguish the output of one from the output of the other.
- Lack of links between accounts and outputs. There was no routine in place that made information on costs per unit of achievement available. The team's request for such information caused a significant amount of work for the senior SARDP officials.
- The programme has failed to put in place an effective Monitoring and Evaluation (M & E) system that was based on the initial log frame for phase III. According to the team's information, it was after lengthy discussions coupled with a consultant's input, that PCU and Sida agreed to use a revised log frame as the basis for the M & E. The team notes that this revision of the log frame, and its acceptance by Sida, resulted in a reduction of the expected reported outputs, at least in terms of variety, and this has led to some uncertainty as to what the evaluation team should expect of the programme as far as SARDP III is concerned. The team has chosen not to abandon the initial log frame as this would make several important activities seemingly fall outside the scope of SARDP III.
- There was no consolidated final report for SARDP III. The team attempted to use the "Results Report on Interventions of SARDP III (Draft)" as basis for its assessments of outputs and results, but major gaps soon became evident. Therefore, it is necessary to consult a variety of documents to get a consolidated picture of achievements of SARDP III, which generated extra work. The lack of a consolidated final report is, in the view of the team, unsatisfactory for a programme of this size.
- The programme design includes a contradiction between a bottom-up and top-down approach. On the one hand, the programme has been designed for decentralisation with increased responsibility and based on increased capacity at Woreda and Kebele levels. On the other hand, the original programme design indicates that funds are to be used as per a specified percentage between the different main outputs. This indication contradicts the bottom-up and decentralisation idea. To some extent, the PCU has advised on suitable shares for allocation of funds for different purposes, and, with reference to Sida, occasionally against for example construction of Woreda offices. More importantly, however, is that it was reported to the team that there is a top-down element from the Regional level to the Woreda level, which may be outside of the SARDP structure, but which, nevertheless, makes Woredas restricted in making their free choices of where to invest or not. This top-down element manifests itself occasionally in set targets, which may not always match well with reality. A programme design and implementation free from such contradiction would have facilitated the assessment of the contribution the programme has made to the more genuine decentralisation of influence.

2. Sida-Amhara Rural Development Programme 1997–2008

2.1 Overall History, Phases I–III

Swedish Government support to Ethiopia in the agricultural and rural development sector has a history dating back to the 1960s. The support to Wollo became pronounced and significant during and after the severe drought in 1984. The Ethiopian Red Cross Society was by then one of the main actors providing both relief assistance as well as support to development assistance targeting the issues impacting on the longer-term development needs.

The birth of SARDP dates back to 1995. A proposal for a one year inception phase for Swedish support to what was by then Region 3, Amhara was developed and agreed upon. The proposal formed the foundation for the procurement of consultant support and this was how the consortium with ORGUT and partners got involved. Some activities were implemented during the inception phase and, most importantly, a proposal for a more long-lasting support was developed. Thus, SARDP Phase I emerged and it became effective from April 1997 to December 2001. The consultant consortium had an option for extended services after the inception period and they thus remained a partner through SARDP I.

SARDP I was followed by SARDP II (January 2002 to June 2004) and by SARDP III (July 2004 to June 2008). ORGUT and partners (Danagro/later Scanagri and Haddis Consult Ltd.) remained players by winning a subsequent procurement of support services in 2006.

SARDP I key features

- Total budget: 285.5 million SEK
- Coverage: Four Woredas in East Gojjam and five Woredas in South Wollo.
- More focus on regional capacity building

SARDP II key features

- Total budget: 250 million SEK
- Coverage: Eight Woredas in East Gojjam and eight Woredas in South Wollo.
- More focus on Woreda capacity building and on Woreda level implementation.

SARDP III key features

- Total budget: 300 million SEK
- Coverage: All 14 Woredas in East Gojjam and all 16 Woredas in South Wollo.
- Continued focus on Woreda capacity building but addition of a Community Development Fund (CDF), facilitating direct support to Kebeles.

2.2 “Pillars” and Log Frames

As already noted the three phases of SARDP have had different design and rested on different log frames. The original log frame for phase III specifies the following programme goal:

- To contribute to the poverty reduction of the Amhara Region by improving the food security conditions of the population in 30 Woredas of East Gojjam and South Wollo

There are five purposes each of which is linked to an output with sub-outputs as following:

Purpose	Output	Sub-outputs
Agricultural production and productivity increased, marketing of agricultural products and management of natural resources improved	Agriculture and natural resources management	1. Improved land administration and land use planning 2. Increased crop production 3. Increased livestock production 4. Improved management of natural resources 5. Improved energy situation of rural households 6. Improved research and extension services 7. Increased market-oriented production 8. Improved situation for women in farming 9. Improved situation for vulnerable groups in farming 10. Improved management of the environment
Income-generating opportunities diversified and household incomes increased	Economic diversification component	1. Demand-driven Business Development Services (BDS) established and existing ones strengthened 2. Enterprise Development Facility (EDF, earlier "BIF") established and operational 3. Local Finance Institutions (LFIs) established and strengthened 4. Organisational development and networking improved 5. Rural-urban linkages established and strengthened 6. Women's capacity to generate income increased 7. Vulnerable households benefit from increased opportunities for income generation diversification 8. Environmental assessments (EIAs) are conducted on routine basis
Infrastructure and social services improved	Infrastructure component	1. Increased road density 2. Wide coverage of water supply and sanitation 3. Traditional and modern small-scale irrigation development schemes increased 4. Formal and non-formal schools facilities constructed and rehabilitated 5. Quality and service-rendering capabilities of the health facilities improved in particular for family planning and HIV/AIDS control 6. Improved facilities for HIV/AIDS infected and affected households 7. It is ensured that all infrastructure construction staff carrying out work for SARDP have been sensitized on HIV/AIDS 8. Women giving birth outside the formal health system benefit from better-trained and equipped Traditional Birth Attendants (TBAs) 9. Environmental assessments are established as a routine activity
Capacity of local communities and local administrations to plan and manage sustainable and equitable development at Woreda and Kebele levels increased	Decentralisation	1. Management and financial capacity of the Woreda and Kebele administrations increased 2. Community empowerment promoted 3. Local justice and traditional conflict management systems strengthened 4. Information and documentation system at Woreda level established 5. Population issues addressed and data management improved 6. Participation of women in Woreda and Kebele level decision-making bodies increased 7. HIV/AIDS prevention improved 8. More effective environmental considerations taken

Purpose	Output	Sub-outputs
Effective management of the programme in operation	Programme management component	1. Effective and efficient overall management and advisory services provided to the target Woredas 2. An effective and efficient financial management and reporting system in place 3. Effective M & E system in place 4. SARDP has a staff HIV policy

Each of the 39 sub-outputs has a set of indicators linked to it, yielding a total of 108 indicators to form the basis for an M & E system. This was found unmanageable and no appropriate M & E system evolved during the first two years of programme operation. A revised log frame was presented in June 2007 and this streamlined version formed the basis for the draft “Results Report on Interventions of SARDP III (July 2004–June 2008)”. It appears no final version has superseded the draft.

The team has used the original log frame with its sub-outputs as a basis for the evaluation of SARDP III. For each sub-output the associated results reported by SARDP and the faith of the sub-output in the revised log frame is commented upon. For more significant sub-outputs financial data and some calculated key figures are also included as a background to the team’s findings.

2.3 Organisational Structure

The operational structure put in place for implementation of the programme is elaborated in a document dated November 2005: “Programme Management Modality of SARDP III”.

The programme is managed by a Programme Coordination Unit (PCU). The unit is regarded as an extended arm of BoFED and as such part of the Government structure. It is located in premises that are separate from BoFED. There are also other features that indicate that the unit is not fully within the regular Government administration:

- It is fully financed by Sida
- Salaries and other staff regulations differ from the regular Government staff policies.

PCU exists at Regional and Zonal levels. At the Regional level the organisational chart includes 19 positions including technical staff and support staff. Four of the positions are currently vacant. At the Zonal level there are a total of 13 positions in each zone many of which are drivers. There are currently four vacancies at this level, including the two key positions of Zonal Programme Coordinators in both zones. Thus, the total number of PCU positions is 45 out of which eight (18%) are vacant. Out of the 45 positions, 26 are drivers with four of the driver positions being vacant. PCU is accountable to BoFED institutionally and to RPCC technically.

For a complete description of the programme management structure also the focal persons in each Woreda deserve mentioning. These are regular employees of the Woredas, but they receive a “project allowance” (400 ETB/month in all but one Woreda; in that Woreda there is a full time focal person getting 2,500 ETB/month) as an extra incentive to pay attention to the programme activities, reporting, etc. These are, however, not part of the PCU.

There are Governing bodies for the PCU structure, comprising (i) an Extended Programme Coordination Committee (EPCC), a Regional Programme Coordination Committee (RPCC), Zonal Programme Coordination Committees (ZPCCs) in the two zones and Woreda Coordination Committees in all Woredas. The membership of all committees consists exclusively of senior government officers with the exception of the EPCC which should also include representatives from the beneficiary community,

from Sida and from the contracted consulting firm. The RPCC that has met (2–10 times per year) and a Sida representative has sometimes been present at these meetings (2–3 times per year; however, there was long period without any RPCC meeting with Sida; Sept. 2004–Oct. 2006). In addition, the EPCC has met annually.

Funds are disbursed from Sida to a special account held by BoFED and from there funds are disbursed to Zones and Woredas. However, according to the “Program management modality of SARDP III”, the PCU is to coordinate fund management, administer the programme, consolidate budgets, request funds from Sida and prepare reports and follow up on recommendations of audits. This creates a chain of command not identical with the main chain of command of the Government set-up. Looking at it from a Woreda Technical Officer’s perspective, he/she reports primarily to the Woreda administrator/cabinet and secondarily to the relevant technical Bureau at Regional level. It is these structures that will primarily give instructions and it is also these structures that will assess his/her performance. This performance assessment is essential for the career. From an institutional point of view it may only be in the third order of priority that the technical officer reports to the PCU structure. Further, strong engagement in matters related to SARDP may not always be rewarded in the performance assessment in case set targets and work programmes may differ. In a nutshell, the PCU structure results in a “more than one boss” situation for Woreda staff and the PCU that disburses funds and requests reports may not be the most powerful boss. The structure makes it thus quite likely that reporting from Woredas to PCU could constitute a problem.

The above mentioned structure evolved from a much smaller set-up that was housed physically within BoFED. The expansion started during SARDP II and continued until mid 2007.

2.4 Technical Assistance

The programme has been designed to benefit from technical assistance. Technical support in one form or another has been availed by ORGUT–Scanagri Consortium (OSC) ever since the inception period in 1996. During SARDP III the long-term Technical Advisory staff has included one expatriate Programme Advisor working with PCU, one expatriate advisor working with the Environmental Protection, Land Administration and Use Authority (EPLAUA), one nationally recruited M & E officer assisting PCU and a total of about 16 nationally recruited Technical Advisors working long-term in the two Zones. For parts of the programme period there were also expatriate advisors assisting with M & E and with enterprise development. The exact number of nationally recruited advisors has also varied over time.

In addition, a large number of short-term consultants have been engaged. Planned short-term consultancies in 2004/05 on (i) procurement systems development, (ii) rural energy, (iii) land use planning and (iv) livestock production were not carried out due to absence of specific requests for the services. The Specific Agreement between the Government of Sweden and the Government of the Federal Democratic Republic of Ethiopia, the document that regulates the overall implementation of SARDP III indicates that PCU, “shall at the regional level be supported by two full-time international TAs covering programme management, financial control and participatory monitoring and evaluation of the Programme”. The same agreement stipulates that “An independent monitoring team shall be established. Terms and procedures are to be proposed by ANRS and approved by Sida.” Both these points have not been adhered to fully. There are also other elements that seem not to have been fulfilled, for example with regard to M & E and exit-entry strategy.

2.5 Earlier Evaluations and Assessments

There was only one comprehensive and external evaluation carried out during SARDP I–III (OPTO International, 2003) but there were a number of other reports which contains various assessments and evaluative elements. The team has noted the following:

- 1999. Report of the 1999 Sida Technical Supervision Team on *The ANRS/Sida Cooperation in Rural Development Program*, by Dessalegn Rahmeto, Alemayehu Mengistu, Ian Christoplos and Nils-Ivar Isaksson.
- 2002, June. *Final Synthesis Report: Evaluation of Sustainable Poverty Reduction through Area Development Projects*. Overseas Development Institute.
- 2003, July. *SARDP Review, Final Report* by OPTO International. Sven Nilsson (team leader), Kathleen Webb, Yilma Getachew, Hirut Terefe, Gibreab Belaches Teshome Estifanos, Aleye Gebre-Mariam and Jakob Hansen.
- 2003, December, *Evaluation of the Pilot Land Administration Scheme in Amhara National Regional State. Final Report*. Bengt Andersson e.a.
- 2006, August–September, *First Mission by Independent Monitoring Team, Final Report*. Tewodros Bekafa, Thorsten Celander, Tegegne Gebre Egziabher & Jan Erikson (Team leader).
- 2007, June. *Report from Consultancy on SARDP M & E*. Cliff Wang and Assefa Admassie.
- 2007, December *Causes for and Circumstances Surrounding the High Turn-Over and Shortage of Staff in Selected Woredas in the Amhara Region* by Eva Poluha, Meheret Ayenew, Alamirew Yimenu, Abbohay Mulu and Tazzebaw Atalay.
- 2008, October. *Sida-Amhara Rural Development Programme (SARDP), Impact Assessment of SARDP Interventions*. Abebaw Getachew, Ahmed Yimam, Assefa Admassie, Stephen Gossage.

Reference is made to Appendix 8 for a brief summary of main findings of the missions that the team considers most important. The frequency of overall external evaluations has been low (one in 2003 and the current one 2009). It is noted, that the specific agreement between the Governments, which spells out details on programme implementation, stipulated that there should be an in-depth review/evaluation in 2006 but it did not materialise. Further, in the same specific agreement it was agreed that there should be an independent monitoring team following the programme. Such team was appointed but it was discontinued after its first mission. The faicts of earlier monitoring teams have been similar.

However, the team also notes that many of the different evaluative studies conducted and mentioned above often have resulted in only limited follow-up by the programme and by Sida. Absence of a needs assessment of the “vulnerable”, lack of a farming systems approach in research and reporting weaknesses were pointed out already in 1999 and repeatedly later on. The lack of cost-benefit analysis was highlighted in 2002 and 2007. Weak management of irrigation schemes was noted in 2006. As will emerge later in this report, the mentioned examples remain areas of concern even in 2009.

3. General Findings

3.1 Macroeconomic Context

It is beyond the scope of this evaluation to provide a comprehensive overview of the macro-economic development in Ethiopia, but some comments are deemed essential with regard to regional economic policy.

The Federal Government as well as the Amhara Regional Government continuously attempt to achieve a balanced economic development in different areas. As the ability to collect local revenue is still very limited, the regional level is financially heavily dependent on the federal level and, similarly, the Woreda level depends on the Regional level.

Regulation of the flow of funds from higher administrative levels to lower levels is used as a tool for regional economic policy implementation. In a donor context, this implies that funds allocated by a donor to a Region or a Woreda partly are “mitigated” by the Government reducing its allocation. The details are determined in a dialogue between different levels of administration. This is known as “offset”.

According to MoFED (Addis Ababa), for all donor funds availed to Amhara region, the Federal Government reduced its financial contribution with the following percentages:

2004/5 Figure not availed

2005/6 Figure not availed

2006/7 23.7%

2007/8 23.7%

2008/9 26.4%

According to information received from BoFED (Bahir Dar), 100% of the Sida funds are offset, but different donor support is treated differently so the average ends up a lot lower. Based on this information it can be argued that all the support that Sida avails to Amhara Region in reality ends up benefiting other purposes in other regions of Ethiopia; purposes that are undefined for Sida.

Similarly, at Woreda levels, a portion of the support Sida intends to avail to defined Woredas is redirected to other areas. This amounts to a 15% deduction of the Regional allocation, but the deducted amount is then redistributed to all Woredas. The effective offset is therefore less than 15%.

For evaluators, the implication is that impact would need to be searched all over Ethiopia. Obviously, this is not possible. Therefore, the team does not elaborate this issue any further but concludes that economic policy that is sensitive to regional differences is a positive sign in itself. The implication for a donor is, however, a blurred picture.

3.2 SARDP in a Changing Environment

SARDP operates in a changing environment. There are numerous factors that have influenced development during the life time of the programme. A few factors that the team find very important will be highlighted here.

Increased producer prices for agricultural produce

The producer price for the economically most important crop in the programme area, teff, has increased about four times in real value during the implementation period of SARDP III. This development implies that farmers that were surplus producers in 2004, without any other influence, have got significantly increased income provided that they have not have to sell at a low price in one season and buy at an unfavourable price in another.

The trend for all crops is similar. Potatoes that used to be hard to even sell at all some years ago, at least in some areas, now find a ready market. This factor, by itself, constitutes a major incentive to increased production. For all, who have found agricultural inputs affordable, the prospects of buying and using them have emerged as more favourable than in the past in spite of increasing prices on most inputs.

A number of years with reasonably good rains

Most parts of Amhara Region have experienced a period with relatively favourable climatic conditions. There was no year like 1984 during the SARDP implementation period, and the conditions were generally most favourable during SARDP III, although with local variations. For example, parts of East Gojjam experienced poor rainfall in 2005.

Generally good rainfall favours agricultural production not only directly but also indirectly. A sequence of good-rainfall years will increase farmer confidence in use of inputs as the profitability is clearly experienced as long as the rain is reasonable. A crop failure, however, can be an even more severe set back for a farmer using inputs than for the one not using them. Fertiliser and other inputs represent an investment that holds promise for a good net result, but only on the condition that the rain is there as expected.

A crop failure is not only a loss of labour and some seeds for the farmer using inputs but potentially a loss of money too. The one using less or no inputs will never attain the best of harvests, but a crop failure does not bring about as severe loss as it does for the one using inputs. Thus, a sequence of good years build trust in use of inputs, a trust that may even be too high seen over a longer time period.

Safety net

From 2004/05 the Government changed its approach with regard to relief supplies. Earlier, relief was generally brought in as emergency supplies but it was also clear that all people in need were not just facing temporary emergency but were rather chronically food insecure. The “Safety net” approach differentiates relief to the chronically food insecure from those in temporary difficulties.

The people who are chronically food insecure, about 2.5 million of the total population of 17–19 million people in Amhara Region now receive support through the Safety Net Programme. Mostly, the support is cash money but partly it is in the form of food stuff. People who are unable to work receive support unconditionally, while people who can work have to work. After the initial identification of households that are chronically food insecure in 2004, no additional people will be eligible for Safety net. The only process is a reduction through households graduating out of the system based on them developing other livelihoods that can sustain them. Graduation does not involve further direct support in the form of money.

This arrangement impacts quite significantly on some of the programme Woredas. Most areas of South Wollo are eligible for Safety net, but only three Woredas of East Gojjam. Where there is Safety net the following observations can be made:

- There is commonly synergy between Safety net and SARDP in investments. SARDP provides materials, skilled labour and technical support while unskilled labour is organised through the Safety net.

- Food security has improved through the Safety net, even though dependency on external supplies remains as before.

These factors make it hard to clearly identify what is SARDP achievements from what are other achievements, but on the other hand, the end result is synergy rather than duplication of effort.

Government investment in infrastructure

Parallel to SARDP, the Government has also been able to invest in other types of infrastructure, notably in electrification. This has brought about synergy and creation of enabling environments for diversification of the economy.

Successful extension work on health and sanitation and supply of mosquito nets

During its field work, the team noted repeatedly impact of Health Agent's work. SARDP has mainly assisted with construction of health posts and health centres, but this development has been matched with a reasonable progress by the Government in posting staff to new posts and clinics. In addition, their extension packages on health and sanitation appear to have impact. This is fortunate as the programme design had a very weak link between water and sanitation. Provision of mosquito nets in malaria areas through UNICEF and Jimmy Carter Foundation is also cited in the field as an important factor contributing towards better health. The Health Agents posted have a one-year education on top of the basic school, but their qualification may still limit quality as many are young and inexperienced.

Government decentralisation and re-engineering

The Government structure has rather continuously experienced changes over the last decade or so. The Zones have lost much of their role and manpower and instead the Woreda level has got increased responsibilities. This has been in line with the evolution of SARDP and some say even that SARDP has inspired this evolution towards decentralisation.

However, changes in the Government structure have also constituted constraints. New Woredas have been formed and frequent staff changes have been noted. Uncertainty of future directions may also have impacted negatively on staff motivation. The team noted in particular that in most Woredas the Office dealing with Land Administration had recently lost most of its manpower and were now evidently in many places unable to cope with the demand for services from local farmers.

Successful staffing of schools

Similar to the health facilities SARDP has mainly provided support to buildings in the education sector. Fortunately, the Government has managed to recruit teachers to the new schools. In some instances the team noted the teacher/pupil ratio being better than in big cities. Teachers posted have formal teacher education but their qualification may still limit quality as many are young and inexperienced.

The emerging concept of Growth Corridors and Growth Belts

From 2008, the Government has adopted a development strategy based on Growth Corridors and Growth Belts. As applied in the Amhara Region, the whole Region is divided into six geographically defined Growth Corridors. Within each Growth Corridor, there are focal areas, Growth Belts, which are biophysically defined. Currently, a multidisciplinary task force is identifying the development priorities in each Growth Corridor and Growth Belt. As this is a recent evolution it has not really impacted on SARDP during the period subject to evaluation.

Protection of Basic Services (PBS)

This programme is an arrangement for donor basket funding to the Federal Government, which in reality is like budget support. PBS may constitute around a third of the Federal budget, and the funds will to a large extent be used for salaries. The Regional Government would, if given a choice, clearly prefer continued support to the same Zones that SARDP is currently supporting, rather than support through PBS or support to other Zones in the Region. Support to the PBS will obviously directly be

diffused over the whole country. Support of the SARDP type gives the Region more opportunities to use funds for investments than the support it receives from the Federal Government which is to a large extent earmarked for staff costs.

A “Local Investment Grant” (LIG) will support the scaling-up and improving local service delivery in the coming years. This new subcomponent of PBS will support the introduction, on a pilot basis, of a Federal Specific Purpose Grant (SPG) to regions to be used exclusively for capital investment implemented by local governments in support of the delivery of basic services. The LIG will be equivalent to 30% of last year’s budget of a woreda and all municipalities will be included from next year. This capital investment will enable the Woredas in Amhara region to continue and scale up what has been started by SARDP as infrastructure development. The local community contribution, which is clearly seen in SARDP infrastructure interventions, can be replicated here.

Other donor support

There are some 48 donor-funded programmes in Amhara Region. Ten bilateral and twelve multilateral donors provide support. The Regional Government actively tries to convince donors to provide their support to the different zones in a manner that yields balanced development. Thus, other donors are discouraged to engage in South Wollo and East Gojjam. By doing so and also by “offsetting” donor funds against other funds it has been possible to avoid a situation where the two Sida-supported Zones show a distinctly different development as compared to other Zones. This is also evidenced by the clearly expressed view by BoFED that, if some kind of Sida support is to be there in the future, it would be preferable that Sida continues supporting the same Zones.

The Rural Water Supply and Environmental Program (RWSEP) in Amhara Region, financed by the Governments of Finland and Ethiopia, has already been functional for 13 years in 18 Woredas of the Region. RWSEP has now reached its final phase and the technical assistance to the implementation will be provided for only one more year. The donor support will phase out completely in 2011. The overall objective of the project is to build the capacity of the rural communities to initiate, manage and implement their priority projects with technical support from the Woredas. The purpose is to achieve an institutionalised capacity at all levels (community, Woreda, Region, donors and NGOs) to implement and maintain sustainable water and community sanitation facilities with special funding being channelled through the communities through a “community development fund”. The main stakeholders of RWSEP are the rural communities in the programme Woredas. Demand for water supply facilities among these communities drives RWSEP, and capacity building is directed towards the sustainability of these schemes, including an emphasis on building capacity to reinvest in the schemes when the need arises.

The Sustainable Water Harvesting and Institutional Strengthening (SWISHA) Project in Amhara is a 6 year intervention, that started in 2005. The purpose is to strengthen the capacity of institutions involved in water harvesting to work together effectively to strengthen farmers’ associations, communities and families in planning, designing and implementing and managing sustainable water harvesting and use of water for irrigation. SWISHA, supported by Canada, will contribute to the ultimate goal of increasing food security of poor farmers through improved water management. SWISHA operates in 6 Woredas in 5 zones, including Gonja Siso Inese in East Gojjam.

The Koga Dam and Irrigation Project is most likely the most extensive land administration project carried out in Ethiopia. It is financed by the African Development Bank (AfDB). The project area is situated approximately 35 km southwest of Bahir Dar in Mecha Woreda, affecting seven Kebeles near Merawi and ten thousand households. The overall objective is increased agricultural production through three harvests per year instead of one. The project also aims to decrease siltation of the Lake Tana, modernize agriculture, and increase income for farmers in the area. The dam and irrigation project has an overwhelming impact on all land holdings.

Community-based *Integrated Natural Resources Management project in Lake Tana Watershed* is a 7-year project to be started in 2009, funded by the Global Environmental Facility (GEF) and the International Fund for Agricultural Development (IFAD). It will pioneer a new approach in Ethiopia under the national SLM (Sustained Land Management) platform and its goal is to contribute to poverty eradication undertakings in the watersheds. Its objective is to increase household income through disseminating and upscaling of sustainable land management practices in the watershed. The project will be implemented in 21 Woredas, with a total area of 1.5 million hectares. The area is inhabited by 2.5 million people.

The World Bank is financing an *Irrigation and Drainage Project* that aims to increase irrigated agricultural output in the Megech and Ribb schemes located in the Lake Tana sub-basin. The proposed program will develop an incremental total area of up to 20,000 ha. The WB project web site summarises the project objectives and components as follows: “The development objective of the Irrigation and Drainage Project of Ethiopia is to increase sustainable agricultural output and productivity in project areas”.

GoE's *Sustainable Land Management program* aims to reduce land degradation in agricultural landscapes leading to the protection or restoration of ecosystem functions and diversity in agricultural landscapes, but at the same time improving the agricultural productivity of smallholder farmers. It is designed to combine the benefits of land tenure security and sustainable land and water management practices in watersheds through activities in three components: (a) Watershed management; (b) Rural land certification and administration and (c) Program management.

World Food Program (WFP) has been cooperating with the GoE for 30 years in the *Managing Environmental Resources for Enhancing Transition to Better Livelihoods (MERET Project)*, which uses a community-based approach to soil and water conservation and reforestation, and encircles one million people in 600 communities.

The Sustainable Utilization of Natural Resources for Improved Food Security (SUN) Program was created by the GoE and the GTZ in 2005 to tackle the challenges of land degradation. It aims at improving the livelihood and income situation of the rural population in the regions of Amhara, Oromia and Tigray through sustainable management of natural resources. The program components include: (i) the dissemination of innovative approaches and technologies, (ii) capacity building for government experts, communities and the private sector, as well as (iii) policy advisory services. The joint strategy aims at preventing soil erosion, along with intensifying agricultural production through the use of environmentally friendly techniques and by diversifying the variety of agricultural crops. New technologies and innovative approaches, like water harvesting and fuel-saving stoves play an important role in the sustainable management of natural resources.

The Government of Austria has been active in North Gondar Administrative Zone for many years, having started with support to the establishment and development of the Siemen National Park. Today there is the *Sustainable Resource Management Programme (SRMP)* which is a 5 year and 100 million birr intervention. The overall objective is to contribute to sustainable rural development and improvement of food security in North Gondar Administrative Zone. Households in selected Woredas of North Gondar are expected to improve their income as a result of adoption of sustainable resource management practices. Programme interventions and components therefore include market oriented livestock development, integrated watershed management, community based tourism which includes improvements and upgrading of facilities in the Siemen National Park. There is also support to the strengthening of Land Administration.

UNICEF and Jimmy Carter Foundation have provided various kinds of support to the health sector complementary to the SARDP support, including provision of bed nets and equipment to health posts and centres.

GTZ was initially providing support in South Gondar Zone as an integrated food security program. Now there is a new program which is implemented in the Region as Sustainable Land Management. It focuses on natural resource management (soil and water). The program could be linked with the SARDP agriculture and natural resource component. Another intervention by GTZ through the Engineering Capacity Building Program (ECBP) is the implementation of the value chain approach. The focus of the program is on selected value chains in agro-processing, textile and leather in the region. There are also additional sectors like construction, metal, chemical and pharmaceutical value chains at federal level. Capacity building interventions are being supported by the program. The value chain approach could be integrated in future interventions supported by Sida. This would facilitate and strengthen the linkage between agriculture and economic diversification.

SNV is also supporting work on selected agro-processing value chains but they are operational mainly in Oromia and Southern Regions.

What can confidently be attributed to SARDP?

As noted above, there are quite a few factors external to SARDP which do impact on Amhara Region at the present time. It should also be noted, that there is no “control”; i.e. no other programme area without influences and without SARDP. There is only one reality. The only possible approach for an evaluation team is, therefore, to interact as intensively as possible with as many stakeholder categories as possible, and based on all the information so obtained make qualified assessments and approximations with regard to the programme impact. This evaluation is based on such approach.

4. Findings in Relation to Phase III

Data in this section has primarily been drawn from the following sources:

- The *programme document* (version “Revised in August 2005) with its “original” log frame.
- *The SARDP Results Report on Interventions of SARDP III (Draft)*, January 2009 (The team was advised that this was the primary source of output data derived from the SARDP III Monitoring and Evaluation System). This document contains the “Revised log frame”.
- Some data was obtained from *SARDP on the Ground, Spatial Distribution of Physical Achievements of SARDP* (April, 1997–June 2008). ANRS, BOFED, June 2008. This is a more “popular type” of report on achievements.
- In very few cases information on outputs were derived from other SARDP reports.
- Financial information has been derived from *reports directly from the SARDP accounts* and from various compilations and analysis prepared during the evaluation in response to specific requests from the team to the officials responsible within PCU.
- Attempts have been made to verify the written information obtained from the mentioned sources during *field visits* (Woreda, Kebele, household and individual levels). Obviously, though, this is only partially possible with regard to quantitative assessment, and, furthermore, the team gave certain prominence to qualitative assessments rather than quantitative during its field work.

4.1 Output 1: Agriculture and Natural Resources Management

Within the field of agriculture and natural resources, SARDP III was designed to support the farmers in many fields, from land administration and land use planning, to all aspects of farming and natural resources management, including research, extension and rural energy. The aim was to present the farmers with a broad choice of land management alternatives from which he or she can select the most suitable ones in any given situation. This would enable farmers to increase their production substantially which will improve rural incomes.

According to the programme document the Outputs falling under Agriculture and natural resources management were allocated 66 MSEK (22% of the total budget). Out of this, 44 MSEK (66%) was allocated to Woredas. Land administration, crop improvement, livestock improvement, natural resources, extension and rural energy were the sub-outputs that received most attention and where the most promising results are also demonstrated. The programme financial report indicates that a total of 74,300,000 ETB (59,400,000 SEK) was utilised for this output (20% of total budget).

Improved land administration and land-use planning

Basic information:

Indicator as per original log frame: (i) Primary land use certificate issued and handed over to 80% of the rural land holders in the SARDP supported Woredas; (ii) Appropriate participatory land use plans prepared in 60% of the Kebeles and at least eight Kebeles in each Woreda have implemented the plan; (iii) Trained DAs assigned and land management manuals issued, introduced and distributed to all of them.

Indicator as per revised log frame: (i) Primary land use certificate issued to 80% of the land holders

Achievement as per SARDP results report: 727,776 primary certificates were issued corresponding to 99.7% of the target, i.e. almost 80% of the households that existed in 2003/04 in the two zones were reported to have received a primary certificate.

<i>Progr. contr. as per SARDP financial analysis:</i>	Woreda level:	5,376,743 ETB
	Regional level:	7,075,885 ETB
	Scholarships:	6,278,668 ETB
	Total:	18,731,296 ETB
		14,085,000 SEK

Team's findings:

Two sets of aggregated figures for the two zones were provided to us – by EPLAUA and by PCU – that are different. The difference could be due to the different base years for estimated number of households (EPLAUA 2008; PCU 2003/4) and also a slight difference in base date (EPLAUA December 2008; PCU June 2008). However, a closer examination of the data, especially when disaggregated, reveals some further inconsistencies.

EPLAUA's figures for land certification outputs (shown in Table 1 in Appendix 5) indicates that a total of 789,216 primary certificates were issued in both zones for the 1,000,420 households as at 30 December 2008 representing an achievement of 79%. However, the disaggregated achievement results for East Gojjam and South Wollo are 55% and 98% respectively. The evaluation team visited East Gojjam and field inspections indicated that the figure for this zone appears reasonably accurate as books of holding were still being prepared. Due to lack of time, the whole team did not visit South Wollo and so we cannot assess directly the accuracy of the 98% figure. EPLAUA's response to questioning about the cause of the difference was that the South Wollo Zone (or Woredas within the Zone) do not always distinguish between temporary and primary certificates in their reporting. This reason seems plausible (based on the figures for temporary certificates issued in East Gojjam). Moreover, the EPLAUA status

report of February 2009 indicates that primary certification achievement for Amhara as a whole is 67%. However, if other zones or Woredas also mix up both temporary and primary certificates as does South Wollo, then the achievement of 55% also seems plausible, although further investigation is needed to confirm a more accurate figure.

The Results Report on Interventions of SARDP III (Draft) dated January 2009 contains data showing that the target for land certification in the programme Woredas (80% of holdings issued with primary certificates or books of holding; reference number of rural households estimated at 912,527 and reference year for that estimate 2003/04) had almost been met (99.7% of the estimated number of rural households of 2003/04 were issued with primary certificate of land holding as of 30 June 2008, equal to 727,776 households). Data sources and assessments of data accuracy are not stated. Taking population growth into account, we would estimate that the achievement reported as per 30 June 2008 is between 60 and 70% of the total number of rural households (which corresponds with the EPLAUA figure of 67% mentioned above). Later reports by PCU suggests that 1,050,869 rural households have received primary land certificate (ref. EPLAUA's report ANRS/E/2677/F.8 dated 12.1.2009). However, it is unclear if the erroneous figures for South Wollo were included in PCU's results, because disaggregated zonal data is not provided; if they were, then the results achievement must be adjusted downwards accordingly.

Another source of uncertainty in the reported data is the number of households deemed "illegal". It is not clear whether these are included or excluded in the various estimates of total number of households. However, it seems plausible that they are excluded since they are not recorded and reported on in the land certification exercise.

The certification process uses the records of the land redistribution carried out in 1997 as its 'benchmark'. In other words, landholding rights received at the time of the redistribution are certified; and landholding rights acquired after 1997 and up to the time of certification are only certified if they have been authorised by the Woreda. Persons holding land that is not authorised, or used informally (e.g. periodically), or in excess of the maximum size, are considered "illegal" by EPLAUA and the holding is not certified or registered. Figures have not been kept during the certification exercise to indicate the number of holdings or parcels classified as illegal. However, based on differences between the number of households counted during the last population census and the outputs of land certification, about 5% of holdings in some areas may be considered 'illegal'. If population growth is taken into account, with commensurate pressures on land access and occupation of common lands, then the figure of "illegal" holdings could be as high as 35%. Again, further investigation is needed to verify this.

The lag of up to a year or so, accounting for 30–40% of households without a primary certificate but only a temporary certificate, can be for many reasons; for example, administrative delays, unaffordability (travel to Woreda and other costs to be paid by the farmer), temporary certificate may be sufficient for some farmers. Reductions in the numbers of Woreda staff (as a result of the business process re-engineering exercise) are stated by EPLAUA to be a major contributor to the delay in issuing primary certificates.

Relevance

The biggest threat to farmer's tenure security is land re-distribution. This threat has receded significantly following enactment of both the Federal and Amhara Regional Land Administration and Use Proclamations. However, from a farmer's perspective, "action speaks louder than words". By issuing land use certificates to all land users deemed legal and not just new farmers as was done during the land re-distribution exercises, the government is demonstrating a commitment to policy and law that secures the land rights of farmers. Although it is possible to have very secure tenure without any documentary evidence (e.g. in many customary tenure systems), in the Ethiopian context and history of landlordism and periodic land re-distribution, an official legally-enforceable document, given to and held by farmers is a crucial requirement for improving tenure security.

Effectiveness

Providing documentary evidence of rights is usually highly effective for improving land tenure security, and therefore land certification is an appropriate activity. However, the fact that some households are left out and not recorded at all is a concern. This relates to the use of the 1997 land redistribution as a “benchmark” for the validity of land rights, an issue that is further elaborated under 3.4.1 in Appendix 5. Estimated land parcel sizes and the absence of a map to accompany the book of holding is an omission, according to farmers, but this does not seem to weaken tenure security significantly¹.

An effective land administration system and improved tenure security should also manifest in reduced land disputes. We find conflicting evidence of the incidence of disputes. The SARDP Results Report finds that there is a reduction in boundary disputes, but does not quantify or qualify this finding and nor does the report mention other types of disputes such as inheritance. The SARDP Impact Assessment finds that conflicts have decreased 45% due to increased tenure security (based on household surveys in selected areas). Figures supplied by EPLAUA for East Gojjam zone show a significant increase (up to 475%) in the number of disputes between 2005/6 and 2007/8 (see Table 3 in Appendix 5).

The number of inheritance disputes isn’t available, but a ‘straw poll’ conducted amongst farmers at a Woreda office indicated that the majority of disputes are related to inheritance issues.

Efficiency

Output figures are available for number of holdings certified (although inconsistent and hence seemingly unreliable), but unfortunately input figures and a breakdown and expenditures are not; this makes it impossible to calculate the unit cost (a usual measure for cost-efficiency of land titling and registration projects). But, as land certification was/is conducted in most areas without cadastral surveying (only the two pilot Kebeles have been accurately surveyed for second stage certification purposes), the unit cost of output parcels and holdings is thought to be similar to that primary certification in Ethiopia as a whole, which is about US\$1 per parcel and US\$5 per holding, as determined by Deininger (2008). This makes the primary land certification activity an order of magnitude more efficient than ‘low cost’ procedures applied and reported elsewhere. Unit costs for second stage certification, where cadastral surveying is undertaken to prepare a plan or map, has also been reported by Deininger (2008) at US\$18 per holding.

Impact and sustainability of results

Based on earlier surveys and our field investigations, we find that the farmers who got a book of holding or a temporary certificate perceive their tenure to be much more secure now (up to 98% report that they now have more secure land tenure or more secure in the knowledge that they will be compensated if their land is expropriated). There is some tangible evidence of improved security through willingness to undertake longer-term investments in land, through the planting of trees, undertaking erosion protection measures, and purchase of more substantial agricultural inputs. These sorts of investments are often indicative of higher tenure security.

The project has been designed to sustain tenure security via the registration system (see Appendix 5). Alternatively, sustainability could be achieved by repeating the land certification exercise, either periodically en mass or sporadically on demand, and made possible by the low unit cost and the existence of local Land Use Administration Committees.

Capacity building, land registration, and participatory land use planning

Land certification is the main activity, but there are other activities also specified in the project document that contribute to the output of improved land administration; these include training, establishing a land registry, and providing equipment.

¹ In most cases, boundary disputes do not affect tenure security (but can be problematical and costly for farmers to resolve where physical features are absent).

Team's findings:

Training has been a substantial input throughout the project, most significantly with 27 students graduating with a M.Sc. in land administration from KTH, but also short-term technical training both overseas and locally. There is now a competent cadre of land administration experts leading and supporting land certification and registration activities throughout the region. This human resource capacity has been supplied with vehicles, surveying equipment and computers purchased by the project. The surveying equipment was originally used in the two pilot Kebeles but is now used in non-project Woredas for second stage certification work associated with irrigation schemes and making land available for private investors. The computers are mostly for digital registration.

All Woredas have implemented a form of land registration, similar in most respects to a title registration system (see Appendix 5). Register books were provided by the food security programme and in some Woredas they are still being prepared (written up). In 25 Woredas throughout Amhara, the computerised registry system called ISLA (information system for land administration) has been, or is in the process of being, introduced (project Woredas are not reported). Data entry proved problematic at first but is now moving ahead systematically using dedicated teams. The requirement for computerisation is implied from the legislation and is justified by EPLAUA on the basis of improved data quality and service delivery. After it is compiled, the register provides a mechanism for keeping the certification record up to date. Figures provided by EPLAUA indicate that the number of transaction/update requests being received is very small (0.01 % of all holdings) but increasing (see Table 2 in Appendix 5). However, none of these requested transaction/updates are being entered into the manual or computerised registers.

Little activity is reported or observed with respect to participatory land use planning: plans should have been prepared for 60% of all Kebeles and at least 8 Kebeles in each Woreda should have implemented the plan; however, reports indicate that between 2 and 9 plans (<1 %) have been prepared and there is little observed evidence of implementation.

Relevance

Land administration is a means to an end and not an end in itself. If a programme is designed to enhance food security through increased agricultural production then the appropriate output for this purpose would be to increase tenure security and not to improve land administration and land use planning per se. Although there is a linkage between land administration and tenure security, it is not a strong one; in particular, land registration does not improve tenure security in the absence of a land market. However, the SARDP log frame specifies improved land administration as the project output and therefore activities such as training in land administration and building a land registration system can be considered relevant. The introduction of computerised registration, especially where there is no land market, weak capacity, and unreliable power supplies, is found to be less relevant to the project purpose. The acquisition and use of 'high tech' surveying equipment has confirmed the truism that high accuracy equals high cost and demonstrated its inappropriateness for general first stage land certification.

Land use planning does not contribute directly to the project purpose of improved tenure security; on the contrary, it can reduce tenure security, because the legislation specifies (art.13) that lands must be used according to the land use plan, and failure to do so could be grounds for eviction (art.12).

Effectiveness

The external training has built a cadre of capable and knowledgeable professionals at EPLAUA and this has contributed directly to the results achieved by the project. Land registration is only effective if the registers are made use of and are kept up to date. With low demand and no updating, registration is largely ineffective at this time. The result of the pilot projects regarding surveying has led to a belated

assessment of alternative approaches to providing much-wanted land parcel plans and maps. Others, and perhaps more appropriate surveying methods, are still to be field trialled by EPLAUA. A lack of follow up appears to have rendered ineffective the land use plans prepared.

Efficiency

Figures for project expenditure on training, equipment procurement, computerise registration development and data conversion, etc, are provided in Appendix 5. Farmers have expressed a desire and willingness to pay up to Birr 50 for a plan of their holding (Deininger, 2008). The reported cost of Birr 175 (ibid) of accurate surveying for second stage certification is, therefore, generally unaffordable for most rural land holders. The methodology is, however, more appropriate for design and development of irrigation schemes and commercial agricultural lands for investors. The evaluation finds that the registration system introduced benefits only those (very few) farmers who are involved in transactions (<0.01%) and that computerisation has no demonstrable benefits for small farmers. As only 0.2% of the project budget was allocated to the land use planning activity by EPLAUA, the results are correspondingly small.

Impact and sustainability of results

The training component has impacted greatly on the design and development of the land administration system introduced in Amhara; its sustainability is more assured with the establishment of the Institute of Land Administration at Bahir Dar University, also with Sida support. High accuracy cadastral surveying has had little impact and is generally inappropriate in the context of rural land certificate except in certain specific instances (irrigation schemes, formal leases for commercial agriculture, for example). The law requires the creation and keeping of registers and the registration system fulfils that requirement (although they should be kept at the Kebele and not at the Woreda). The primary purpose is to provide a copy of the books of holdings issued to farmers; a secondary, but no less important purpose, is to provide for rights to be transmitted by inheritance and transacted by lease or rental agreements, the latter providing a mechanism for access to land. The impact and sustainability of the register depends to a large degree on user demand. Computerisation of the register has had less impact and given capacity constraints and poor physical conditions at most Woreda offices, sustainability is not assured. Sustainability would be even more questionable if register was to be placed in the Kebele as the law stipulates.

Reference is made to Appendix 5 for further information and for justification of the findings summarised above.

Increased crop production

Basic information:

Indicator as per original log frame: (i) Efficient seed supply systems for both local and improved varieties in place; (ii) Different crop types, varieties and other technologies introduced, tested and adopted by farmers; (iii) Use of small-scale irrigation for crop production increased from 5.5% to 10%

Indicator as per revised log frame: (i) Improved crop varieties disseminated to farmers increased by 10%; (ii) The use of ha of land for small-scale irrigation increased from 5.5% to 10%

Achievement as per SARDP results report: Introduction of bread wheat, increased production and productivity of cereals, introduction of new crop varieties, promotion of the use of organic fertilisers, systems for supply of agricultural seeds, etc.

Progr. contr. as per SARDP financial analysis:

Used by Woredas for "Increased crop production":

10,223,084 ETB

8,178,000 SEK

Team's findings:

Physical achievements

- In order to increase crop productivity, SARDP is following several strategies:
- Introducing, demonstrating and promoting high yielding crop varieties
- Enhancing small-scale irrigation and promoting high value crops
- Promoting informal seed system
- Promoting links to flour mill factories and breweries especially for bread wheat and durum wheat
- Comprehensive training of farmers in improved technologies and practices, and
- Promoting sustainable crop production systems such as composting and IPM where farmers in the end will reduce cost of purchase of inorganic fertilizers and pesticides.

Variety adaptation trials are being done on-farm, closely linked to the existing extension system, in partnership with three key stakeholders; farmers, researchers and BoARD experts. Once a particular variety is selected and accepted by farmers, the variety will be included in the informal seed system multiplication and distribution scheme. Development Agents promote these accepted varieties for wider use.

The establishment of Woreda-based sustainable seed multiplication and dissemination system is one of the strategic objectives of SARDP. Woredas have established seed growers groups (SGG) that grow basic seeds and distribute that to fellow farmers either on sale or through exchange with other commodities.

In particular, support from the Programme aims at maximising crop yield through on-farm research, integrated pest management system (IPM) and introduction and implementation of improved farm implements and technologies. Increased use of organic fertilisers is critical given their long-term beneficial effects on soil fertility and the high price of chemical fertilisers. In order to free animal dung for use as fertiliser (composting), however, their role as cooking fuel will have to be reduced through the promotion of improved stoves and woodlots.

ARARI and BoARD provides technical backstopping and train members of agricultural cooperatives, private companies, and farmers in production, extension, processing and storage of crops, seeds and in quality control techniques including market access to products of individual farmers

Considerable work has been going on in all areas visited on the introduction of improved crop varieties. Amhara Regional Agricultural Research Institute (ARARI) has played a role in dissemination of relevant seed, and in some areas of East Gojjam seed multiplication has become a business venture. Adoption of the technology varies. In all areas there is a category of farmers who are still not using improved seeds and recommended inputs. Some complaints on the difference in price between the farm gate price paid to the farmers for seeds and the price the farmers have to pay for the certified seeds they purchase. Durum wheat, for pasta production, had been successfully introduced in some areas but there were some concerns about marketability, while at the same time the demand from the buying factories was said to be high. Irrigation is dealt with under infrastructure.

There is plenty of data on agricultural production and productivity. For example, the SARDP III Results Report contains production data on bread wheat for two Woredas which demonstrate a dramatic increase when years 2004/5 and 2005/6 are compared. There is also data covering a four-year period. The team is not convinced that major conclusions should be drawn from such data. One reason is that the data collection method, basing calculations on sample plots and area estimates, will yield uncertainty, the other and more significant is that rainfall patterns may interfere with statistical trends if only individual years or series of very few years are used as a basis. To mitigate, as far as possible, the

limited data that was easily available, the evaluation team compiled data available from different sources over a longer time period, attempting to get a perspective from the mid 1980s until today. That, in effect turned out not to be very possible, but data over the period 2000–2008 was sufficiently available and uniform to allow for some conclusions over that period. This is all reported on in Appendix 9. For example, several factors points at the conclusion that the production in South Wollo now is more than enough to feed the same number of people as were there in 2000, a number that was only fed to 50% by then.

The limited “research” reported on in Appendix 9 yields the following major team conclusions related to crop production:

- A larger share and also a larger actual number of the residents is now food self sufficient than in 2000.
- An even larger share and also an even larger actual number of local residents eat food produced within their area now than in 2000 (This is on the assumption that people buy locally produced food during periods when they get cash safety net which should be the case).
- Better food security that is evident is not the result of better rains.
- The production increase is both a result of area expansion and intensification of crop production.
- People on average produce more per capita than they did in 2000 in spite of the human population being higher now.
- It is safe to conclude that the better access to food that is noticeable is *both a result of better-organised food aid and increased local food production*. In relative terms, *increased food production has probably been more important* in the past years than better-organised food aid.

On cause-effect, the team notes that increased use of fertiliser must be one of the major factors. It is *unthinkable that the increase of use of fertiliser would not result in increase in production* and in better average productivity. New cultivation of land in valley bottoms will also contribute to increased average yields since these lands are fertile, especially as long as they are recent cultivations.

Attribution of these trends to SARDP is of course problematic generally and quite impossible to SARDP III specifically. The factor of increased prices on agricultural produce is in itself a driving force towards increased production and productivity. More people means more labour, which drives towards increased cultivated area and at least increased production although not necessarily productivity. Land use planning, if implemented could have counteracted land use change and thus reduced production increase. Since it was not implemented, however, the observation remains hypothetical.

So, there are many overlying factors that mask direct SARDP impact in a shorter time perspective. However, this does not imply that the contribution by SARDP is small or in any way insignificant. It only implies that it cannot be separated out from the web of other factors and forces.

Relevance

Promotion of improved seeds and the use of agricultural inputs is a step towards a very necessary intensification of crop production. It is, however, also associated with risks. Failed rains result in loss of the capital invested in inputs and is thus more severe for the “modern” farmer than for the “traditional” one. Use of improved seeds and inputs is easier to adopt by the better-off farmers who are already producing a surplus and who are effectively part of the monetary economy, while it is less easy and less relevant for the subsistence producers. An associated risk is the long-term impact of a more extensive use of pesticides. It is beyond the scope of this evaluation to assess this risk in detail, but experiences from other parts of the world indicate that this factor continuously needs to be carefully analysed. All in all, the work on crop production improvement is regarded by the team as highly relevant although the

higher financial risks that follow with high-external input agriculture have not been noted much in the absence of years with very poor rains recently. The activities related to crop improvement have benefited richer and medium-level households more than the poorest families.

Effectiveness (“did they do the right things”)

The promotion of improved seeds and inputs appear to have been successful. SARDP could possibly have assisted with analysis of impact of pesticide use, but it is also noted that SARDP has made efforts to promote organic pesticides through a farmer field school approach.

The programme design did not emphasise a wider “farming systems approach” and there was thus no reason to expect such an approach to have been applied. The team is of the opinion that there could have been benefits with such approach, not least with a better linkage between land administration, crops, livestock and natural resources.

Efficiency (“did they do the things right?”, incl. cost-benefit analysis)

It is noted that this work is well in line with Government policy and ambition. It is, therefore, impossible to determine what exactly the SARDP output is. The programme documentation does not provide sufficient information to enable the team to comment on cost-benefit.

The team did, however, also note that the TAs have worked not only with the promotion of seeds and inputs but also with a broader agenda of support to DAs. This has, for example, included assistance with development of work programmes and training.

Impact and sustainability of results

The use of improved crop varieties has been adopted by many farmers and is now part of a commercial activity. A final test of sustainability will come when the Region will again experience years with severe crop failures due to failed rains. A poor harvest or no harvest is namely more severe for a farmer who uses purchased seeds and expensive inputs as there is a direct financial loss if the costs for seeds and inputs cannot be recovered. Farmers practicing low-external-input farming, like traditional farmers in Ethiopia or farmers who apply principles of ecological production, will risk not getting a return on their labour, but they risk less of a financial loss than those who use expensive purchased inputs. When there is a year with failed rains, this could lead to some disappointment but would be unlikely to lead to widespread abandoning of the new technology. It would be useful to examine financial factors, like transaction costs for certified seeds, and marketing of durum wheat, more closely. The same goes for environmental impact of pesticides. Like for the rest of the world’s agriculture, use of fertilisers makes farming dependent on external energy resources.

Increased livestock production

Basic information:

Indicator as per original log frame: (i) Improved livestock technologies introduced, tested and adopted by 25% for SARDP targeted households; (ii) Controlled grazing and improved pasture introduced and adopted by farmers

Indicator as per revised log frame: (i) Improved livestock technologies (forages, modern beehives, poultry, etc) introduced by 25% of farm households; (ii) Access of animal health service increased by 25%

Achievement as per SARDP results report: No outcomes reported due to shortage of reliable data from Zone and Woreda levels

Achievement as per other reports: 471 forage nurseries, 49 veterinary clinics, 236 improved sheep distributed, 1,626 cows received AI service

Progr. contr. as per SARDP financial analysis:

Used by Woredas for “Increased livestock production”:	10,275,900 ETB
	8,221,000 SEK

Team's findings:

Physical achievements

The activities by the Programme in livestock development include improvement in livestock breeds, improvement of veterinary services, and production of forage. Poultry rearing has also been supported both under the agricultural component, but probably even more significantly under Economic Diversification with more attention in that context to peri-urban areas. Households also got access to credits for purchase of small ruminants (goats and sheep). Improved livestock breeds have been available for purchase by farmers, or “multiplied” by other means. Dairy breeds of cattle have been supplied to women on condition that the first female calf had to be given away, and for improved sheep, good rams have been brought for service to local hews. Support was also availed to artificial insemination services.

In order to produce sufficient fodder for the animals, new as well as old ones, and increased production of forage is essential. Farmers have been trained and provided with seeds and seedlings of grasses and fodder trees for planting along farm boundaries and on conservation structures. Promotion of controlled grazing and pasture schemes was planned, both on private and communal grazing lands but seemed not to have become common features in the landscape.

Moreover, interventions in beekeeping and fishery were supported.

The team visited several successful farmers with dairy cows in zero-grazing systems as well as farmers with newly constructed fish ponds, new types of bee hives, and with improved breeds of sheep and poultry. According to information from Bureau of Agriculture, the AI service in the Region is not functioning well and constitutes a constraint for livestock development.

Another conclusion from the investigation by the team reported on in Appendix 9 is that data indicates that the cattle population is growing quicker than the human population in spite of diminishing areas of grazing lands. The implication is a larger share of the livestock feed being secured from the arable land (crop residues, etc.). This must be considered in future support to farming. Evidence that there is a trend towards more on-farm feed supply while at the same time crop production can increase, and arable land expand, implies that *land administration and land use planning must support “responsible” land use change*.

Only limited quantitative data is available from SARDP. The “Results Report” contains no data at all as it was noted that reliable data was unavailable from Zones and Woredas. Other reports contained some data on numbers of cows receiving AI service (1,626) and sheep distributed (236). These figures implies activity of more of a pilot scale considering a cattle population in the two Zones of about 4 million and a sheep population likely to be a lot higher. In spite of these modest or almost marginal achievements, there are clear signs of a dairy industry emerging in many areas. Other factors may add up to the observed impact. Attribution to SARDP is hard, but, as for crop production improvement, SARDP may well have contributed significantly but it is hard to clearly quantify it in a convincing manner.

Relevance

Initiatives on improved livestock production are well in line with the necessary intensification of land use and can also contribute to diversification of the economy. Sale of milk has not been a tradition in Ethiopia, but it is clearly emerging as a fairly widespread business venture. It is now quite common with individuals selling milk to others on a contract basis. Prices for the products offered are, however, often low and in some areas milk processing cooperatives were unable to pay a very attractive price to the producers. The long fasting period among the orthodox resulting in seasonal loss of the milk market is another constraint. A change in livestock management is a prerequisite for better care of the environment. From that perspective, this kind of initiatives is essential but a more comprehensive farming systems approach would be desirable. A key issue for milk production in zero-grazing systems is access

to water. Water harvesting systems could at least seasonally ease the burden for the women who otherwise risk a significant increase of work.

Dairy production is likely to mainly benefit the better-off category, while improvement of smaller livestock potentially could benefit women and poor people more. There were, however, examples also on schemes with dairy cows (method like “Heifer International”) that clearly benefitted women. Live-stock-related initiatives are highly relevant but need to be linked to initiatives on water.

Effectiveness (“did they do the right things”)

The interventions seem by and large appropriate, but more focus on water issues could probably have made adoption of dairy production faster. More focus on value chain analysis might have made interventions rest on a more solid base.

Efficiency (“did they do the things right?”, incl. cost-benefit analysis)

The programme documentation does not provide sufficient information to enable the team to comment on cost-benefit. Fish ponds as well as the introduction of improved breeds of poultry did not display the highest quality at all localities. Other interventions seemed technically sound.

Quantitatively, the reported output is very modest as compared to the reported costs. Cost-effectiveness is there deemed to have been lower than what could have been expected.

Impact and sustainability of results

The results are likely to be sustainable, but as for crops, a sequence of years with poor rains would provide a test.

Improved management of natural resources

Basic information:

Indicator as per original log frame: (i) Integrated watershed management and land rehabilitation undertaken and increased from 5% to 50% in the local communities

Indicator as per revised log frame: Nursery sites established/strengthened increased by 30%; (ii) constructed bunds and checkdams increased by 25%

Achievement as per SARDP results report: No outcomes reported due to shortage of reliable data from Zone and Woreda levels

Achievement as per other reports: Reforestation of 370 ha, 700 community nurseries, 368 ha of gully reclamation, 305 km checkdams, 998 ha of bunds, 30 km cut-off drains.

Progr. contr. as per SARDP financial analysis:

Woreda utilisation for Natural Resources Mgtmt:	9,405,985 ETB
	7,525,000 SEK

Team’s findings:

Physical achievements

The team visited several areas where gully control measures had been put in place through SARDP. There was also hillside afforestation in Mekdala and other soil conservation measures were observed in many areas. The Safety net programme commonly engages local labour in soil conservation work. Production of tree seedlings in “traditional” large tree nurseries (Government run or ex-Govt.) has also been supported. The SARDP III Results Report does not provide quantitative data, but other reports do as reflected above. However, as long as there are very limited signs of uptake of the ideas in areas where the programme has not directly invested, the achievements are not such that any significant change at landscape level is to be expected. A locally agreed and imposed ban on free grazing in Kallu,

based on reportedly a local initiative, had, however, visible impact in the landscape. It would be essential to capture such local examples, analyse and use them for discussions among policy makers and as real demonstration areas for extension work.

Relevance

This kind of activity has by now a long tradition in Ethiopia, but it is disappointing to note that there is very little spontaneous adoption of such ideas and initiatives outside the exact spots where the programme, or another programme, intervenes. The conclusion must therefore be that such work, in spite of being so badly needed, is rather irrelevant in the context of the predominant farming systems and with the approaches used hitherto. Free grazing and the associated livestock movement up and down slopes are factors that contribute to irrelevance of specific donor-funded work on gully control, etc.

There are, however, interesting exceptions. In Kallu Woreda, South Wollo (along the road to Adame), local people have since long practiced a ban on free grazing. There is a clear positive impact in the landscape. The attentive traveller will note that most grazing areas in the valley bottoms are already cultivated, so there is not much of productive dry season grazing land. Somehow people still manage to keep livestock. This area could potentially hide important learning elements and ideas fit for adoption elsewhere.

Effectiveness (“did they do the right things”)

The conclusion on effectiveness of this sub-output is by and large negative. Lack of adoption is the main reason. Tree seedling production is a noble venture but farmers do no longer need to be supplied with eucalyptus seedlings from programme-sponsored nurseries. Other seedlings which are more complicated to produce may be considered, but to be effective it needs to be a more dispersed network of production units than the large nurseries found in Ethiopia to minimise transport distance for seedlings.

Efficiency (“did they do the things right?”, incl. cost-benefit analysis)

Technically the initiatives the team visited were implemented well, but it is questionable if the use of barbed wire for gully control will facilitate adoption ideas by surrounding communities. Rather, it may support the impression that this is strictly activity that is, and will be, externally funded. All in all, with the low level of adoption of these technologies, the investment is regarded by the team as being less cost-effective than some other activities.

Impact and sustainability of results

Only local impact noted and in many cases the achievements are likely not to be sustained. Decades of experience in Ethiopia point in that direction. Focussed investments on gullies, for example, tend not to yield sustainable results as long as the livestock factor is not addressed. Findings reported under livestock do, however, indicate that on-farm feed production is gaining importance and communal grazing lands losing importance. This implies that, with appropriate initiatives to support land use change, there is a growing potential for more widespread impact. The required approach need to focus on (i) water and (ii) community organisation and decision making, (iii) livestock management and (iv) genetic improvement of the livestock.

Improved energy situation of rural households

Basic information:

Indicator as per original log frame: (i) Households having established individual woodlots increased from 5% to 40%; (ii) Adoption of fuel wood saving stoves increased from 3.2% to 10%

Indicator as per revised log frame: Adoption of fuel-saving stoves increased to 10%

Achievement as per SARDP results report: No outcomes reported. Outputs reported elsewhere, see below under "Efficiency".

<i>Progr. contr. as per SARDP financial analysis:</i>	Utilised by Woredas	2,638,578 ETB
	Other	691,856 ETB
	Total	3,330,434 ETB
		2,664,000 SEK

Team's findings:

Physical achievements

In East Gojjam it was reported that there is considerable adoption of the improved stoves in urban areas but less so in rural.

In South Wollo, like for free grazing, Kallu Woreda stood out as a special case, but changes were also noted in Albuko. Two features could be noted along roads, especially along the road to Adame:

(i) There was fuelwood sale; (ii) there was not many heaps of cow dung stored in the compounds.

The sub-team making household interviews noted that there was wide adoption of the improved stoves in these areas although quite many were broken. It was reported that adoption of improved stove is commonly linked with a switch from cow dung to firewood. It would be interesting to know whether, in turn, these two changes would be linked to the elimination of free grazing.

Relevance

Worldwide, improved stove projects in rural areas have proved to be challenging. What seems to be a simple thing is more often than not complicated. An open fire is not only the source of energy for cooking, but also a source of heat during cold evenings and a source of light. In many areas the smoke also helps preserving thatched roofs.

Cow dung is widely used as fuel in Ethiopia. Valuable organic matter and nitrogen will be spared and available for soil improvement if that use can be substituted with firewood. Soils rich in organic matter have better water holding capacity and are thus more resistant to drought than soils low in organic matter. Nitrogen from cow dung spares farmers from expensive purchase of inorganic fertilisers.

Thus, the types of stove and the type of fuel used impact on the whole farming system. Changes that can be achieved potentially result in benefits that reach far outside of the kitchen. The initiative is therefore very important even though stove projects often have not produced the expected results.

Effectiveness ("did they do the right things")

An improved stove specifically designed for the Ethiopian cooking practice has been promoted through SARDP. The adoption has been low in many areas, but the fact that there is a change in a few areas is important and significant. It shows that the technology can be adopted. See further comments below under "Efficiency".

Efficiency (“did they do the things right?”, incl. cost-benefit analysis)

The programme documentation does not provide sufficient information to enable the team to comment on cost-benefit, but even limited up-take convinces the team that this has been worthwhile. It would be essential to learn more from Kallu and Albuko in order to know which factors must be in place for the technology to be adopted.

Other outputs reported in documents other than the SARDP results report are establishment of 193 ha woodlots, introduction of 17 solar energy devices and introduction of early maturing tree species to 9,627 households. Realistically, it has to be these outputs that required most funds used. If not so, the stoves would be prohibitively expensive. Early maturing species are likely to mean *Sesbania sesban*, which can very easily be propagated by direct sowing at a very low cost. Woodlots are likely to be eucalyptus, which farmers now widely establish by themselves. Most of the investment does, therefore, appear to be somewhat misdirected. The team notes, however, that the woodlot activity is in line with the original log frame.

Impact and sustainability of results

The programme document does not provide information on how widespread the uptake may be. It is, however, deemed likely that the adoption of the technology is sustainable in areas where it occurred as it is also associated with commercialisation of fuelwood as a source of energy. Stoves were, however, quite often reported to be broken and then not repaired. Modified stove types which can be made from locally available material have been introduced to address this problem but the effectiveness of this introduction could not be assessed in the given time.

Improved research and extension services

Basic information:

Indicator as per original log frame: (i) Access to effective extension services increased from 30% to 60%; (ii) Better farmer-research-extension linkage in place; (iii) Manuals containing suitable agricultural technologies for vulnerable households developed and used

Indicator as per revised log frame: None, item deleted.

Achievement as per SARDP results report: Introduction of new crop varieties, farmer training, etc.

<i>Progr. contr. as per SARDP financial analysis:</i>	Two Ph.D. scholarsh.	2,490,000 ETB
<i>(These figures are based on SARDP</i>	Other, ext./research:	8,337,880 ETB
<i>Financial Statement, other info was also supplied)</i>	Total:	10,827,880 ETB
		8,662,000 SEK

Team's findings:

Physical achievements

The team visited several extension workers (DAs) at different locations. Typically they are Diploma holders and form teams of 2–3 in each Kebele. In addition, specialists on veterinary services, cooperative promotion and a supervisor serve three Kebeles. The existence of this structure is attributed to the Government and not to SARDP. SARDP Technical Advisors have, however provided assistance to DAs and once in a while also facilitated practical aspects like provision of some seeds or other materials. The DAs are normally still short of manuals but they do have simple handouts on various topics. The investment in this respect is not very impressive.

ARARI, with its eight stations and about 170 scientists is expected to generate new knowledge that is beneficial to the extension workers and ultimately to the farmers. It was reported to the team that ARARI has been actively involved in developing new crop varieties and for bringing new breeds of live-stock. Introduction of fish pond technology was also mentioned. Research–extension linkages and on-farm research were reported as weaker during SARDP III than during earlier phases.

Relevance

Research and extension are the main vehicles at hand by the public sector for generation and dissemination of new farm technologies. Intensification of land use will have to be an important element for the youth to get productively occupied in the foreseeable future. In most areas it is hard to see economic development emerging strongly from sectors other than agriculture. Support to research and extension is deemed highly relevant.

Effectiveness (“did they do the right things”)

Reference is made to the corresponding previous sections under crop and livestock development. It was expressed to the team that the effective output from research that is reaching the extension system has been declining in recent years.

Efficiency (“did they do the things right?”, incl. cost-benefit analysis)

The programme documentation does not provide sufficient information to enable the team to comment on cost-benefit.

Impact and sustainability of results

Reference is made to the corresponding previous sections under crop and livestock development.

Increased market-oriented production

Basic information:

Indicator as per original log frame: (i) Marketing centres created; (ii) Specialised agriculture-based cooperatives established, at least one in each Woreda

Indicator as per revised log frame: None, item deleted.

Achievement as per other reports: Durum wheat produced on 464 ha, 212,000 coffee seedlings planted, cooperatives supported (under the Economic Diversification component)

Achievement as per SARDP results report: Improved market linkages for bread wheat producers

Progr. contr. as per SARDP financial analysis: Team did not request disaggregated data

Team’s findings:

Physical achievements

The team visited several agriculture-based cooperatives. The work on marketing of wheat was noted in the field, but more related to durum wheat than to bread wheat. There were still some problems related to marketability of durum wheat. Further, the considerable work by SARDP on commercialisation of seed multiplication deserves mentioning here. The informal seed production or the so called secondary seed multiplication schemes whereby farmers in groups or individually are involved in the production and marketing of improved seeds (certified or uncertified) are all attributed to the programme while the formal scheme for seed production and marketing by the private sector is not attributed to SARDP.

It could be noted in this context that the link between agriculture and rural areas on the one hand and the activities under the Economic Diversification Component of SARDP has not been very strong. This issue has been highlighted under the findings on the Economic Diversification Component.

Relevance

More attention to value chains and marketing aspects would be highly relevant. Generally, a lot could be done to promote agricultural marketing once a road associated with electrification has removed constraints and created an enabling environment. Seeking such synergies is useful.

Effectiveness (“did they do the right things”)

Generally, the agricultural initiatives by SARDP have been more production oriented than marketing oriented. Nevertheless, achievements are noted (ref. crop and livestock sections) and the results are promising. More emphasis on marketing could, however, have helped bringing in financial thinking at all levels.

Efficiency (“did they do the things right?”, incl. cost-benefit analysis)

The programme documentation does not provide sufficient information to enable the team to comment on cost-benefit.

Impact and sustainability of results

The programme documentation does not provide information on how widespread the uptake may be.

Improved situation of women in farming

Basic information:

Indicator as per original log frame: (i) Women's saving and credit cooperatives established in at least 40 Kebeles; (ii) No of women involved in agricultural income generating activities increased by 30%; (iii) Enhanced capacity and skill of women to manage cooperatives, projects and enterprises; (iv) ARARI has identified and tested 5 sets of women-friendly prototypes of agricultural technologies/instruments; (v) 40% of the farmers receiving effective extension are women

Indicator as per revised log frame: None, item deleted.

Achievement as per SARDP results report: No outcomes reported.

Achievements reported elsewhere: Women-focused activities reported under economic diversification partly relate to agriculture, for example, SACCOs, Income-generating activities, self-help groups.

Progr. contr. as per SARDP financial analysis: Team did not request disaggregated data

Team's findings:

Physical achievements

The only specific intervention falling under Agriculture and Natural Resources that the team came across was a consultancy on hand tools specifically designed for women. The study was carried out by a team that included a consultant from the Philippines who also brought a selection of hand tools from there. There are, however, also outputs under economic diversification, notably income-generating activities, which have included improved poultry, animal fattening and promotion of dairy cows involving women.

Relevance

Women are heavily engaged in agricultural production world wide, so also in Ethiopia. Women's issues in farming tend to be overlooked by agricultural scientists and officials who are mostly men. A pioneering young female livestock officer certified convincingly to the team that it was not always easy for a young lady to work in this male-dominated surrounding. Specific attention is justified. Homestead production is a key area.

Effectiveness (“did they do the right things”)

The consultancy study did not lead to any follow up so from that perspective it was not effective.

Other mentioned initiatives, especially the dissemination of dairy cows, based on a “continuously giving the heifer away”-system was promising and beneficial.

Efficiency (“did they do the things right?”, incl. cost-benefit analysis)

It seems like the scale of activity remained small, especially taking into account that most activity fell under “Economic diversification”.

Impact and sustainability of results

Livestock-gearred initiatives hold promise to yield sustainable results.

Improved situation for vulnerable groups (PLWHAs) in farming

Basic information:

Indicator as per original log frame: (i) At least 4 HIV/AIDS infected and affected groups participate in agriculture-based income-generating schemes; (ii) ARARI developed suitable agricultural technologies for vulnerable households

Indicator as per revised log frame: None, item deleted.

Achievement as per SARDP results report: No outcomes reported

Achievement as per other reports: 8,887 vulnerable people and orphans supported through income-generating activities.

Progr. contr. as per SARDP financial analysis: Team did not request disaggregated data

Team’s findings:

Physical achievements

Nothing noted during the field visits. The team is unable to make any comments.

Improved management of the environment

Basic information:

Indicator as per original log frame: (i) Woreda and Kebele staff are trained in environmental awareness and in environmental tools and approaches; (ii) Communities are aware of sound environmental policies and guidelines; (iii) There will be at least one environmental club per Kebele

Indicator as per revised log frame: None, item deleted.

Achievement as per other reports: 962 environmental clubs established in 826 kebeles.

Achievement as per SARDP results report: No outcomes reported

Progr. contr. as per SARDP financial analysis: Team did not request disaggregated data

Team’s findings:

Physical achievements

Woreda staff are generally aware of environmental issues and especially of resource degradation. They are also commonly aware of the concept of Environmental Impact Assessment (EIA) and some have been exposed to EIA more detailed concepts. There is, however, not much specific detail that the team can report.

Relevance

Environmental issues are critical for sustainable development generally. A felt need at the field level is to address the issue of up-stream and down-stream water users in the context of irrigation schemes. This is, however, more than just EIA.

Effectiveness (“did they do the right things”)

Efficiency (“did they do the things right?”, incl. cost-benefit analysis)

Concepts for EIA were developed, but they were found to be too advanced for regular Woreda staff to apply. A simpler version has recently been developed by the team in South Wollo.

Impact and sustainability of results

Nothing to comment upon

4.2 Output 2: Economic Diversification Component

General description

Amhara Region is still constrained by enormous socio-economic drawbacks. Agriculture has been the main economic activity but the sector is facing many challenges which makes it difficult to rely only on agriculture as the main source of livelihood. Economic diversification is therefore a critical parallel strategy.

Industry is still poorly developed, producing only little and generating few jobs. The share of industry in GDP in the region is estimated at 20% and it is estimated to employ 5% of the workforce. Business Development in the region has been constrained by weak enterprise culture, deficient education, skills and knowledge, little industrialization, limited capital, deficient business development services, poor market information and weak private sector institutions.

The Amhara Regional State Micro and Small Enterprises (MSEs) and Industry Promotion Agency is mainly responsible for the coordination and implementation of the Economic Diversification Component of SARDP. The agency has structure down to Woreda level. It also networks with major stakeholders like Chambers of Commerce and Sectoral Associations, the micro financial institutions, private BDS providers and facilitators, municipalities and other government organizations.

The Economic diversification output has been given great emphasis in the programme document with a 20% share of the total programme budget. Due to difficulties in formulating initial plans that satisfied Sida's requirements, activities under this output have only been fully effective for the last two years of the programme period.

The objective of the economic diversification output in SARDP was to diversify income-generating opportunities and increase household incomes by supporting 3,000 value-adding enterprises of various sizes, increasing household income of targeted groups by 50 per cent and to generally increase consumption in the programme areas. The interventions were to establish private business development services, provide finance, evolve and support local financial intermediaries, strengthen organizational development and networking, develop urban-rural linkages, increase support to women and other vulnerable households (HIV/AIDS), and constrain environmental deterioration (Economic Diversification Assessment, June 2008, Peter Langmead, OSC).

It was noted that many studies were conducted concerning economic diversification in the region but there was limited follow up resulting from some of those. The issue at stake is the limited implementation capacity both at Regional, Zonal and Woreda level. There is need for more of market orientation and more holistic approaches, like value chain development to expedite economic diversification in the region.

It was also noted that linkages between the outputs under agriculture and natural resources development and the Economic Diversification component were not strong. Interventions made in terms of research i.e. on farm research results, livestock development, crop development have mostly not addressed the whole value chain. One example can be livestock development which needs to be linked

with the leather industry in supplying quality hides and skins. Durum wheat development could be made more effective by linking with flour mills, pasta and biscuit factories, etc. The interventions in improving crop or livestock has to be seen in terms of the end market in a holistic manner. This relates to comments made on the lack of a farming systems approach elsewhere in the report.

Demand-driven Business Development Services established and existing ones strengthened

Basic information:

Indicator as per original log frame: (i) 50% of the Woreda registered business operators linked to BDS providers; (ii) An inventory of business support needs carried out in 30 Woredas; (iii) Basic business training provided to 50% of the operators on the basis of the identified needs and demand; (iv) A market Intelligence Unit is established linked to the Woreda market centres

Indicator as per revised log frame: (i) 50% of the Woreda registered business operators linked to BDS providers; (ii) Basic business training provided to 50% of the operators on the basis of the identified needs and demand

Achievement as per SARDP results report: No outputs or outcomes reported as the initiatives were deemed immature. The evaluation team assessed the achievements in the visited Woredas.

Achievements reported elsewhere: Training events reached 5,138 registered Micro and Small Enterprises and 757 Business Development Service providers.

Cost as per SARDP financial analysis:

Private BDS provider under EDF	1,200,000 ETB
BDS general under EDF	5,968,632 ETB
BDS under rural credit	2,808,871 ETB
Other	2,206,898 ETB
Total:	12,184,401 ETB

Financial information received from PCU somewhat difficult to reconcile 9,747,000 SEK

Team's findings:

Physical achievements

In the Woredas visited the BDS consisted mainly of business plan preparation, training, market and working premises arrangement and advisory services.²³ private BDS providers are working on a pilot basis in 14 Woredas in the two Zones. 20 of them are now licensed. The private BDS providers are providing their services (mainly business plan preparation) by cost sharing. The receipt & payment voucher books are distributed to all 14 pilot Woredas. Since the voucher administration is designed to be managed by Woreda finance offices, the bank account is opened in each Woreda or near to the Woreda for EDF purpose. Hence, according to the EDF Guide line the 15% cost of the business plan paid by the beneficiary is being saved in the MSEs account.

New businesses are promoted proactively by two facilitator companies which are contracted by the Amhara Micro and Small Enterprises and Industry Promotion Agency (AMSTIEPA). The two companies (Genni in East Gojjam and SAK/Ambassador/ in South Wollo), support existing business and potential entrepreneurs and are involved in selecting beneficiaries, conducting situation analyses and following up on loan disbursements, and reporting EDF progress and developments. The involvement of private BDS providers and facilitators in MSE promotion is an initial indication that the region has shown commitment to private BDS provision. The private BDS providers and Facilitators are well known in their communities which facilitate the interaction with micro and small enterprises. Much of the success of the EDF programme has been attributed to the efforts of these facilitators, BDS providers, AMSTIEPA head office and extension workers, ACSI and PCU focal person. The technical backstopping was also of significant importance.

After businesses and entrepreneurs are selected, facilitators conduct situation analyses to identify potential problems: If problems are non-financial, they are passed to the MSE desks for resolution; if problems are financial, they are passed to MSE desks for the selection of private BDS providers for the preparation of business plans. Facilitators also provide supporting BDS services in bookkeeping, marketing and product development, etc, for at least six months after the businesses start operating.

In the Woredas where the evaluation was conducted at least 30–40% of the business enterprises are getting Business Development Services. Three extension workers in all Woredas and in addition two private BDS providers in Woredas where EDF is implemented are serving the enterprises. The AMSTIEPA indicated that extension workers were given trainings for at least two months to implement the MSE development packages in growth oriented enterprises. In most cases, business management trainings were given to all the enterprises which are in the BDS package.

The intervention which is not realized is the establishment of a Market Intelligence Unit which was expected to link market centres in the Woredas. This intervention could have supported many enterprises which are enrolled in the economic diversification programme. The AMSTIEPA reported that the market intelligence unit will be established and launched during the SARDP extension phase.

Relevance

The interventions realized by EDC-SARDP have contributed to enterprise creation and employment generation. The enterprise creation efforts will lay the ground for the development of a vibrant entrepreneurial community within the region.

The functioning and operation of private BDS providers and facilitators side by side with the Woreda Micro and Small Enterprises Development Office has clearly shown that there is potential and market for private BDS provision even with micro enterprises at Woreda level. This did not seem realistic a few years ago. Enterprises are benefiting from the interventions and have started to build their trust in the BDS system. The model can also be replicated in other zones and Woredas in the region with further consolidation and refinement. Although the beginning is encouraging still there is need to further develop the private BDS provision and facilitation model which is constrained by the limited capacity of the BDS providers. The exposure of the BDS providers and extension workers is limited to their Woreda context which will confine them mainly to the local knowledge.

Effectiveness (“did they do the right things”)

Both the extension workers from the Woreda MSE Development Office and the private BDS providers are putting in practice the BDS package. They closely work with the enterprise owners by following the situation analysis and action plan format which is jointly developed and implemented over a six months period. The problems identified during the situation analysis are formulated into actions and implemented by the responsible institutions. Existing enterprises are benefiting from the package and showing encouraging results in Woredas where there is a strong monitoring and evaluation system. But because the intervention requires time, skill and dedication from the part of the extension workers there are instances where the quality of the BDS is compromised. The number of enterprises in the Woreda and the number of extension workers and BDS providers is not compatible in Woredas where there are more business activities since the structure does not take into account the number of enterprises and the business activities in the Woreda.

Efficiency (“did they do the things right?” incl. cost-benefit analysis)

The coverage of enterprises in the Woredas with the available budget is encouraging. The Woredas have utilized fully in most cases the budget allocated for BDS provision. The introduction and willingness of cost sharing in business plan preparation (15%) by the enterprises indicates that some enterprises are recognizing the benefits of getting the services. The shortcomings which are observed in the

intervention is that the business ideas for start ups are focusing on few areas only (trade, metal and wood work and limited areas of food processing) which can sooner or later be constrained by market saturation. In addition the capacity of the BDS providers and extension workers to advice on market trends is limited. The link between SARDP's agricultural interventions and the economic diversification component is weak. There is a need to take into account the potential of the Woredas in terms of agriculture or other sectors along value chains and take into account value adding business ventures.

Impact and sustainability of results

The introduction and application of the BDS package and support to private BDS provision laid the ground for potential development of the private BDS market which will be sustainable and demand driven. In some Woredas, enterprises are demanding more and more from the extension workers and BDS providers. Using gender mainstreaming plans the Woreda MSE Development offices are making efforts to include women enterprise operators proportionally in the BDS package. Sustainability without SARDP is, however, doubtful. Most MSE officers think that, without SARDP resources, the interventions will be jeopardized. In most cases, the Woreda MSE offices are arguing that they could not do much with the regular Woreda budget. Possibly, a lower level of SARDP input would have been better taking the sustainability issues into account.

Enterprise Development Facility (EDF) established and operational

Basic information:

Indicator as per original log frame: (i) 3,000 micro enterprises financed through EDF; (ii) 30 organised business groups with a least 30 members benefit from EDF facilitated financial service; (iii) 20 CPB-originated cooperatives financed through EDF; (iv) Business plans for 50 growth potential medium level enterprises supported and financed and able to purchase farmers products; (v) Five viable investment enterprises financed and operational

Indicator as per revised log frame: (i) 3,000 micro enterprises financed through EDF

Achievement as per SARDP results report: 714 enterprises in 14 Woredas benefited from the EDF.

<i>Cost as per SARDP financial analysis:</i>		
	Guarantee loan	8,860,000 ETB
	Private BDS	1,200,000 ETB
	Other BDS	5,962,632 ETB
	Procured two cars	650,000 ETB
	Consultancy services	460,000 ETB
	Other	6,000 ETB
	Total:	17,138,632 ETB
		13,711,000 SEK

Note: The mentioned BDS costs are the same as those mentioned under BDS in the previous section. The team has not managed to reconcile the financial information received which becomes apparent when comparing the figures above with figures in the text below. The reason is, most likely, that the accounting systems do not follow the structure of the sub-outputs in the log frame.

Key financial information: (i) Average loan amount: Male: 12,225 ETB; Female: 10,718 ETB; (ii) cost per beneficiary for the "machinery" to deliver the service: 11,600 ETB.

Team's findings:

Physical achievements

The economic diversification component (EDC) is in all of SARDP's 30 Woredas. The Enterprise Development Facility (EDF) is an intervention that provides access to finance in 14 Woredas (Woreilu, Legambo, Debre Sina, Tehuldre, Kalu, Albuko, and Ambasel in South Wollo and Awabel, Hulete-junese, Dejen, Gozamin, Enemay, Debay, Tialtgin and Machakel in East Gojjam). Eight Woredas were included since May 2007 and the additional six since January 2008. Access to finance in 13 of the

Woredas is through the Amhara Credit and Savings Institution (ACSI) and the remaining one Woreda is served by Abay Ber Savings and Credit Union. SARDP provides funds to ACSI and Abay Ber SACU through Amhara Micro and Small Trade and Industry Enterprise Promotion Agency, AMSTIEPA. After some preliminary activities, the full implementation of EDF started from July 2007.

Abay Ber was limited to only one Woreda due to the provisions in the by law of the union which limits it to operate in Dejen Woreda; the SACCU has confirmed that they will amend their by law in the very near future. The two financial intermediary institutions are providing EDF finance for the target groups in collaboration with MSE Woreda offices and the facilitator companies, namely SAK Business and Personal Development/Ambassador, and Genni General Management Support Service PLC. They have been operating in seven Woredas of South Wollo and in seven Woredas of East Gojjam respectively.

According to AMSTIEPA until June 2008, 702 MSEs /12 cooperatives and 690 individual/ have borrowed birr 8.705 million from the two financial institutions on behalf of 8,995,442 ETB guarantee fund released, including the guarantee fund 2,000,000 ETB released in 2007. The overall reported repayment rate is 96.17% (East Gojjam 98.96% and South Wollo 94.61%). The total amount of fund transferred to date to ACSI is 18,209,893 ETB and to Abay Ber SACCU 1,233,000 ETB. 32% of the beneficiaries are women. ACSI has allocated additional Birr 7,000,000 from its own loanable fund. It is to be recalled that ACSI got capacity building support from SARDP starting from Phase I in terms of automating the MIS, conduct impact assessment, market research, rating by known international companies and various capacity buildings for its staff. As a result, ACSI with its regular activities outside EDF has 115,194 clients in the two program zones (East Gojjam 60,367 and South Wollo 54,827) with 237,931,327 ETB outstanding loan.

As indicated in the EDF guideline, efforts have been made to diversify the businesses that contribute to economic growth and poverty reduction in the region. Hence, among the EDF beneficiaries, 25.8% are engaged in manufacturing and 17.4% in agri-business which are growth potential businesses and which strengthen the linkage between the urban and the rural economy. The remaining businesses are trade (34%) and services (22.2%). During the evaluation in the Woredas, it was observed that enterprises engaged in urban agriculture (Poultry and milking cows) are not able to get day old chicken and improved breed cows.

Relevance

The enterprise creation efforts will lay the ground for the development of a vibrant entrepreneurial community within the region. One of the constraining factors in enterprise development was the shortage of appropriate loan products which address the demand of micro, small and medium sized enterprises. The implementation of the EDF has clearly shown that issues related to collateral requirements, loan size and other related terms can be addressed. The EDF has created a platform for the joint intervention by the Micro and Small Enterprises Development Office, the microfinance institution (ACSI) and private business service providers. This joint arrangement has contributed to serve better the enterprises in a coordinated manner and ensure successful implementation of the EDF. The involvement of Abay Ber saving and credit cooperative union (SACCU) has shown the potential of credit cooperatives to manage credit funds. Due to various reasons, in some cases loan is not disbursed on time as demanded by enterprises which affect the performance of the enterprises in the market (e.g. new gabbion producers in Awabel).

Effectiveness (“did they do the right things”)

The demand for EDF loan is increasing significantly. More and more companies are requesting to be included in the scheme. Compared to the conventional loan products, EDF loans are by far better in terms of loan size, repayment schedule and collateral arrangement. The implementation of EDF in nearly in half of the program Woreda benefited a number of enterprises although there was delay in

the implementation. The remaining Woredas are increasingly demanding the expansion of the scheme. The transparency in the screening and selection of beneficiaries contributed to the success of the EDF. EDF loans are being successfully disbursed to business activities but there would be more benefit for rural development if the focus was on adding value to farmer product. No medium-sized value adding enterprises are supported by EDF. Such ambition was indicated in the programme document and such support could have had potential to upgrade the agro-processing value chains.

In terms of effectiveness EDF has met its objectives but in order to make it sustainable the cost efficiency issue has to be considered. Taking into account the short period of implementation EDF can not be expected to be realized in all rural areas but what has been implemented in the 14 Woredas is encouraging and can be considered as successful.

Efficiency (“did they do the things right?” incl. cost-benefit analysis)

The use of facilitator companies and private BDS providers has contributed to the success of EDF. At an initial stage, it can be argued that in order to kick start the system, investment is needed to cover the very significant costs of facilitators and private BDS providers. But there must be a modality by which the cost is decreased and transferred to the enterprises gradually. The institutionalization of EDF is also another key factor which needs attention because the use of committees might not be sustainable and efficient in terms of cost and time. There is also a need to intertwine the loan disbursement with the BDS provision to increase the efficiency of the loan utilization.

Impact and sustainability of results

The formulation of EDF to serve as a guarantee fund has ensured the availability of loanable fund to enterprises in the Woredas. Small enterprises were considered as the missing “middle” before because their demand for loan products which serve their purpose was not met either by commercial banks or by microfinance institutions. EDF is facilitating the unleashing of the growth oriented enterprises which can add value for agricultural products and as a result create additional income and employment opportunities. In order to make the EDF sustainable a mechanism has to be in place in order to manage the fund in a sustainable manner. As of now, the modality for the future “ownership” and management of the substantial amounts financed by Sida for short-term credits have not been worked out. According to the agreed guideline for EDF, three options are suggested and a proposal will be submitted to the Region to make a decision with the consent of Sida. As far as the team could conclude, nobody has acted on this although SARDP III was concluded already 9 months ago. This is unsatisfactory.

Local Finance Institutions (LFIs) established and strengthened

Basic information:

Indicator as per original log frame: (i) LFI mechanism and loan types available for disadvantaged people; (ii) 30 farmers' saving and credit cooperatives established to assist poor farmers

Indicator as per revised log frame: (i) Microfinance Institutions and loan types available for rural poor people

Achievement as per SARDP results report: No outputs or outcomes reported as the initiatives were deemed immature

Achievements reported elsewhere: 603 members of local finance institutions trained.

<i>Cost as per SARDP financial analysis:</i>	ACSI	12,397,453 ETB
	Local Finance Institutions	269,552 ETB
	Total	12,667,005 ETB
		10,134,000 SEK

Note: The team has not managed to fully reconcile the financial information received. The reason is, most likely, that the accounting systems do not follow the structure of the sub-outputs in the log frame. Possibly, ACSI does not separate BDS, EDF and LFI support. It is also noted that the budget for major components under EDC is identical or near identical with the reported expenditure. A deviation of only 48 ETB on a turn over of 24,582,000 (Rural Credit and "BIF") may indicate that it is disbursed funds to various agencies that are treated as the expenditures rather than financial reports received from the institutions, or that co-financing from other sources can make ends meet. For "BIF" both budget and reported expenditure is exactly 12,184,401 ETB.

Total number of LFIs reported to the team to have received support:	200
Average SARDP contribution per LFI:	63,000 ETB

Team's findings:

Physical achievements

Saving and Credit Cooperatives are currently offering savings and credit products for their members. The name SACCO suggests that the members first save and then the SACCO starts to provide loans. A savings and credit union (SACU) can include SACCOs and other primary cooperatives as members. SACUs have their own responsible management and can make their own lending decisions based on their own best practice.

SACCOs provide like the microfinance operation both compulsory and voluntary savings. Compulsory savings are used mainly to finance the loan programs of the cooperatives. Loan use is for farm inputs, animal rearing and some off-farm activities. Given the small loan size and the limited term, loans generally are not sufficient for buying ox or milk cow, which limits the economic benefits for rural households. SACCOs are constrained to member savings to fund their loan portfolio. The SACCOs existing in some Woredas are serving their members and have shown that they are potential financial institutions which can address farmers. SARDP has given support to SACCOs in the Woredas to strengthen their capacity.

The SACCOs that exist in some Woredas are similar to any other business entity except they are not taxed. The creation of new, and development of existing, savings and credit, and other, cooperatives is encouraged and supported by the programme and the Government.

The Abay Ber cooperative societies saving and credit union (SACCU) was established in June 2005 in Dejen Woreda. At the beginning the union had a membership of 25 primary cooperatives (3 milk cooperatives, 12 multi-purpose agricultural cooperatives and 10 rural saving and credit cooperatives) with 18,712 farmers. The Abay Ber SACCU mission is to provide financial management and financial intermediation to member cooperatives. The SACCU has plan to revise its by law and start loan and saving products for civil servants in Dejen Woreda. The members of the SACCU have recently increased to 28 with a capital of 436,156 ETB. The general assembly which is represented by 6 representatives from the 28 SACCOs is the supreme body to decide on the major and strategic issues of the union.

Sositu Enesiewoch in Huletejuenesie, in East Gojjam, is reportedly not restricted like Abay Ber SACU and is planning branch offices in Gonchasioenesie and Enebsie Sarmirdir, and can disburse EDF funds in all three Woredas, and presumably any other Woreda in Amhara. Makana Selam SACU, in South Wollo, may be in a remote area, also not restricted like Abay Ber SACU, but could lend in neighbouring Woreilu because Commercial Bank has branches in both locations (Economic Diversification Assessment, June 2008, Peter Langmead, OSC).

Relevance

Support given to the SACCOs in terms of capacity building through the Technical Assistance and capacity building fund are initial steps which enable the SACCOs to stand on their own feet. Due to the limited support given by SARDP to the SACCOs, it was not possible to clearly see the impact. On the other hand, in the case of Abay Ber SACCU, it can be observed that the EDF has revitalized the union.

Effectiveness (“did they do the right things”)

Abay Ber has adjusted its operational modality to implement EDF and its capacity has increased. The union is planning to develop loan products which will serve communities outside the members to generate income and create self financing mechanism. The lean structure of the union enabled it to administer the EDF timely and in an efficient manner.

Efficiency (“did they do the things right?” incl. cost-benefit analysis)

The organizational set up of Abay Ber enabled it to manage the EDF fund in a cost effective manner and generated Birr 65,223 as interest income. The manager of the SACCU who is a women and a graduate contributed to the efficient management of the SACCU and is also using the Technical Assistance provided by SARDP.

Impact and sustainability of results

The involvement of Abay Ber in the EDF scheme has encouraged it to revise it's by law to facilitate its operation in other Woredas. The union has proven by itself that it can become a sustainable institution by applying effective financial system and developing new loan and credit products. The SACCU is also processing a commercial loan from the local bank to strengthen its financial intermediation.

Organisational development and networking improved

Basic information:

Indicator as per original log frame: (i) Facilitation of business contacts operating in 30 Woredas; (ii) PSD institutions advocacy and networking forums created; (iii) Amhara Micro and Small Enterprise and Industry Development Bureau (AMSEIB) and Micro and Small Enterprise desks active in 30 Woredas

Indicator as per revised log frame: None; item deleted.

Achievement as per SARDP results report: No outputs or outcomes reported

Cost as per SARDP financial analysis: The team was not able to get financial information.

Team's findings:

Physical achievements

In some Woredas positive results are registered in terms of organizational development and networking (e.g. Hulet Ejju Enesie). MSE councils have been established at Woreda level. It is supposed to coordinate efforts, enable information exchange among stakeholders, avoid duplication in program/project planning and implementation and create a synergetic effect to positively impact on the MSE sector. Members are relevant players of the Woreda MSE sector, ACSI, Infrastructure institutions etc.

The positive impacts of the networking activities in the Woredas are better knowledge about activities of other players, awareness raising in the area of important tasks to be tackled, better linkages with other entities, staff gets to know other sector specialists and becomes acquainted with other ideas discussions on relevant advocacy issues (such as insufficient loan conditions, missing premises, non-transparent tax systems etc.).

On the other hand concrete joint actions are realized between the MSE Development Offices, ACSI and BDS providers. The networks were successful because they focus on a joint intervention which is EDF. This is a good platform for organizational development. A good example in this respect is the knowledge ACSI acquired through EDF implementation whereby it reconsidered its group and loan terms arrangement. On the other hand, extension workers from the MSE Development office were blaming ACSI for a number of issues but now there are Woredas where both the office and ACSI are jointly working to realize success in their joint EDF intervention. But there are also Woredas where co-ordination between the different members of the network was insufficient or weak.

In most cases in the Woredas there is staff overload and limited institutional capacity. Frequent staff mobility is affecting the institutional memory of the offices. There is inability to prepare sufficient case studies of well-performing entrepreneurs (success stories) in order to encourage other enterprises. There is limited ability of extension workers and BDS providers to identify and analyze the problem of enterprises and to link them with appropriate BDS services. This will in turn erode the trust of the operators. Staff appointed to BDS facilitation and extension should spend the majority of its working hours with BDS facilitation and not with other tasks and administrative duties.

Rural-Urban linkages established and strengthened

Basic information:

Indicator as per original log frame: (i) 30 Woreda market centres upgraded; (ii) Two Kebele market centres per Woreda developed

Indicator as per revised log frame: 30 Woreda and 60 Kebele market centres upgraded

Achievement as per SARDP results report: No outputs or outcomes reported as the initiatives were deemed immature

Achievement as per other reports: 156 market centres established, 201 market centres upgraded, 16 market information units established.

<i>Cost as per SARDP financial analysis:</i>	Total:	5,949,403 ETB
		4,760,000 SEK

Team's findings:

Physical achievements

Nearly in all Woredas, market sheds and market centres are constructed using SARDP resources. The village road construction twinned with the market infrastructure enabled farmers to get better price and sell their products in the nearby market without spending much time. Small trucks are collecting the agricultural goods from the market centres because of the roads. The rural-urban linkage could have been further strengthened if value adding medium sized enterprises were promoted and established as stated in the program document.

The achievements were not demonstrated to the team during the field visits.

Women's capacity to generate income increased

Basic information:

Indicator as per original log frame: (i) 25% of existing and new women Income Generation Activity operators receive Business Development Service (BDS) support; (ii) At least 25% of the Micro and Small Enterprise promoters per Woreda are women

Indicator as per revised log frame: None, item deleted

Achievement as per SARDP results report: No outputs or outcomes reported

Achievement as per other reports: 403 women entrepreneurs trained, 148 groups for income generation established.

Cost as per SARDP financial analysis:

524,006 ETB

419,000 SEK

Team's findings:

Physical achievements

In all the Woredas which were visited it was confirmed that gender mainstreaming is done both at the planning and implementation stage of each intervention under economic diversification component. Gender disaggregated data is available in most cases and women entrepreneurs are encouraged to benefit from the BDS packages and EDF. The recent figures from ACSI indicate that 32% of EDF beneficiaries are women and in BDS provision 30–40% are women. The issue here is that the business in which women are engaged is of a traditional nature i.e. limited areas of food processing activities. As a result the average loan size for women is lower than for men because the activity is less capital intensive and most cases women want to take smaller loans to avoid risks.

Vulnerable households (e.g. HIV infected and affected households) benefit from increased opportunities for income generation diversification

Basic information:

Indicator as per original log frame: (i) At least two vulnerable groups per Woreda benefit from Business Development Service and credit interventions

Indicator as per revised log frame: None, item deleted.

Achievement as per SARDP results report: No outputs or outcomes reported

Cost as per SARDP financial analysis:

Nil

Team's findings:

Physical achievements

At least 2–3 income generating activities have been implemented in most Woredas visited by the team to support people living with HIV/AIDS. The associations that have been formed to promote interests of vulnerable groups are getting business development services and they are thus being strengthened.

SARDP's support to people living with HIV/AIDS under the Economic Diversification component is at the cross-roads with related outputs under the component Agriculture and Natural Resources Management. It is noted, in that context, that much of the support availed towards economic diversification was addressing urban or peri-urban needs and very little targeted agriculture. Even less targeted women in agriculture.

Unless the over all capacity of poor women is strengthened and their confidence is built, they are afraid to take advantage of the credit resource available. This might be for good reasons as the risk may be high in a situation where bank deposit is likely to be out of reach. Women commonly said the amount is too big for them. This show there is a need for a confidence building process (bridging the gap) for them to be ready to take the risk. Self help group usually is good in targeting different class of women and build their capacities within certain period of time to be able to demand the credit service.

SARDP should reorient its thinking regarding interventions to pay more attention to vegetable and fruit production, fodder tree planting, compost making, livestock improvement with zero-grazing, bee keeping, water harvesting and conservation and back yard home gardens. Specifically, the DAs, with

women, can design back yard home gardens in accordance with prevailing situations. They could address some of the farm women's concerns including food ingredients for the kitchen, small animals, medicine and materials for handicraft. As a food security safety net, there are few agro-systems that can be well designed and managed as backyard garden. This integrated aspect of back yard gardening could help resource poor rural households particularly women.

Environmental assessments are conducted on routine basis

Basic information:

Indicator as per original log frame: (i) All enterprises consider Environmental Impact Assessments (EIA) as required

Indicator as per revised log frame: None, item deleted.

Achievement as per SARDP results report: No outputs or outcomes reported

Cost as per SARDP financial analysis:

Nil

Team's findings:

No outputs or outcomes demonstrated to the team during field visits.

Local resources based trainings facilitated

Basic information:

Indicator as per original log frame: This item was not included

Indicator as per revised log frame: Number of unemployed trained increased by 25%

Achievement as per SARDP results report: A total of 10,824 youth (6,282 male and 4,542 female) were trained on skills such as wood and metal works, food preparation, weaving, fattening, horticulture, business, pottery, carpentry, masonry, etc.).

Cost as per SARDP financial analysis:

7,240,656 ETB

5,793,000 SEK

Key financial information: Training cost per trainee:

About 700 ETB

Team's findings:

Physical achievements

A good number of unemployed youth have received business management and skill trainings. In terms of skill trainings, about half of the trainees were not able to use the skills they acquired and convert it into business ventures. This is an indication that the market side was not assessed and the training was not developed as a package. In addition the capacity of the extension workers might not allow them to see beyond the market opportunities and potential within and outside the Woredas. There is a need to look to the various EDC interventions along the value chains to bring maximum impact and generate employment opportunities for the growing number of unemployed youth.

4.3 Output 3: Infrastructure Component

According to the programme document the Outputs falling under Infrastructure were allocated 99 MSEK (33% of the total budget). Out of this, 96 MSEK (97%) was allocated to Woredas. Roads, water supply, health facilities, schools and irrigation were the sub-outputs that received most attention and where the most promising results are also demonstrated. The programme financial report indicates that a total of 147,600,000 ETB (118,100,000 SEK) was utilised for this output (39% of total budget).

Increased road density

Basic information:

Indicator as per original log frame: (i) Road density increased from 0.085 to 0.120 km/km²

Indicator as per revised log frame: (i) Road density increased to 0.120 km/km²

Achievement as per SARDP results report: 1,935 km of roads constructed resulting in a road density of 0.116 km/ km²

<i>SARDP contr. as per financial analysis:</i>	<i>Total:</i>	31,512,891 ETB
		22,210,000 SEK

Key financial information: 16,285 ETB/km of average road. In addition tractors, trailers and rollers were purchased for 10,837,597 ETB. 30% annual depreciation yields a residual value now of about 25%. If depreciation of equipment is added, the cost per km of road rises to about 20,500 ETB.

SARDP cost per beneficiary: Cannot be calculated as it was impossible for SARDP to provide an estimate on number of people that may have benefitted from new roads.

Team's findings:

Physical achievements

The team inspected a good number of the new roads financed by SARDP. The alignment of the roads in the landscape is generally good. It is noted that the rugged terrain of Wollo constitutes challenges and makes roads in some areas costly. Critical bridges have been constructed, which not only facilitates transport but also save lives during rainy seasons. The team noted that qualitatively the roads do not always meet what the team feels would be reasonable expectations. Main points are:

- Roadsides are not well conserved from erosion
- The use of selected material sometimes results in a line of “stone debris” along the road. This reflects that the selected material was not sufficiently well selected, i.e. too large rocks and stones were also brought but not used for the road. The result is a deposition of unused material on the roadside, which now provide obstacles for vehicles, donkeys and people. It is also not conducive to road safety.
- Although many roads are built as dry weather roads, the team is of the opinion that even many all season roads will be challenging during rainy seasons. Generally, the team is of the impression that it would have been advantageous to invest more per km of road to ensure a better road, including the use of crushed rather than “selected” material.

Relevance

Roads have generally been highly appreciated by the rural people the team interacted with. Expansion of the road network is also well in line with Government priority. Investment in roads can clearly be noticed to result in better access to agricultural inputs and in better marketing prospects for agricultural produce. In addition, there is the direct benefit of better chances for people to move quickly. The importance of being connected to the outside world is significant and roads benefit all people. The team therefore regards investment in roads as highly relevant and to contribute significantly to economic development and poverty reduction.

Effectiveness (“did they do the right things”)

There is wide evidence that the roads serve important purposes. Commodities are freighted in and out of areas that were earlier hard to access. New small towns or at least clusters of new buildings are emerging along new roads. Business increases and local markets become more vibrant. Eucalyptus

woodlots are planted with the aim to capitalise on new market opportunities for wood products. Finally, local people emphasise the usefulness of local public transport where it occurs, as it helps reaching the often newly established health facilities. In a nutshell, roads bring about a fundamental change to the local livelihoods and the local economy. That change is reinforced by the fact that electrification frequently comes subsequent to the road through Government investment. It is also noted here that roads are beneficial to all segments of the population, but perhaps more so for those who are better off and more involved in the monetary economy.

Efficiency (“did they do the things right?”), incl. cost-benefit analysis)

As noted above, the team would suggest that it had been advantageous to invest a little more per km of road with the objective to achieve roads that are reasonably fit for traffic also during rainy seasons. Initial investment is also to an extent a trade off with future costs for maintenance. Further, if the roads meet certain standards they are accepted by the Rural Roads Authority to fall under their responsibility with regard to maintenance. Some SARDP roads have been “taken up” by the Rural Roads Authority, but it seems like most have not. The maintenance of those not under Rural Roads Authority will depend on initiatives at the Kebele level. Systems are being developed but are not yet as effective as they have to be. It is hard to comment on cost-benefit. Generally, 16,000 ETB per km appears to be a significant input, especially since there is a local contribution and since SARDP tractors, trailers and rollers have been used. But the cost also includes costly excavations and bridges. The programme could have paid more attention to cost effectiveness and it would have been interesting to make comparisons across Woredas but also with roads constructed entirely on contracts with private entrepreneurs. Poor maintenance reduces the cost-effectiveness of tractors and the investment in rollers is questioned on the basis of maintenance difficulties and generally low level of utilisation.

Impact and sustainability of results

Reference is made to above mention of maintenance in relation to Rural Roads Authority above and to other info in the previous paragraphs as well as to section 6 of the report.

Wide coverage of water supply and sanitation

Basic information:

Indicator as per original log frame: (i) Access to pure water supply schemes increased 25%; (ii) An increased number of water points protected and managed

Indicator as per revised log frame: Sanitation output deleted; (i) access to potable water supply schemes increased by 25%

Achievement as per SARDP results report: A total of 1,073 (or 1,139?) springs or wells were developed with support by SARDP, benefiting an estimated 563,700 people. In addition, urban water supplies have been developed benefitting some 25,149 urban dwellers. Other reports suggest that urban water supplies have benefitted 64,000 people.

<i>Progr. contr. as per SARDP financial analysis:</i>	Total:	24,509,151 ETB
		19,600,000 SEK
<i>Key financial information: SARDP cost per beneficiary:</i>		About 42 ETB

Team's findings:

Physical achievements

The team visited several springs and wells where SARDP investments were made and also an urban water supply in Baso Liben serving 7,000 people. Technically the team found all the visited water supplies well functioning and well designed. There were, however, reports of maintenance problems at some spots that the team did not visit.

Relevance

Clean water supply is an important pre-requisite for health. Sida's policy on water emphasises the link between water and sanitation. This link has not been strong in SARDP. The sanitation aspect has only been directly linked to spring protection and water treatment. Fortunately, though, the Government has launched effective extension work on health and sanitation making households inspired to achieve good standard as evidenced by a green flag.

Effectiveness ("did they do the right things")

Water supplies are particularly beneficial for women. Access to water does also facilitate introduction of zero-grazing and other farm investment. The investment made was, in the opinion of the team, highly effective.

Efficiency ("did they do the things right?", incl. cost-benefit analysis)

Technically, all water supplies visited were of a good standard and the investment per beneficiary (42 ETB) seems attractively low in relation to the quality outcome.

Impact and sustainability of results

The impact is obvious for anyone visiting any of these water points. They are hubs of activity. The community engagement is evident by the formation of water users committees. It is a concern, however, that these normally consist of men and also that water user fees in rural areas are flat per household irrespective of how much a household uses and they are very low. In effect, low-amount users will subsidise large-amount users and funds generated may not suffice once there is a major need for repair. The FINNIDA-supported programme is reported to have more thought-through systems to ensure sustainability of investments. Since the supply of household water is mostly a women's affair, women should be empowered to manage water supplies and should be expected to have strong influence in the water users committees

Traditional and modern small-scale irrigation development schemes increased

Basic information:

Indicator as per original log frame: (i) Area under small-scale irrigation increased by 100%

Indicator as per revised log frame: None, item deleted here but retained under agriculture, although with modified target

Achievement as per SARDP results report: Around 14,176 ha of land have been made more productive as a result of irrigation initiatives. Some of that area was irrigated already before but better irrigation systems have been put in place, while some of the area has been brought under irrigation. How much of the area that is newly irrigated is not evident from SARDP results report. The number of beneficiaries has been estimated at 67,186 households (about 340,000 individuals with a household size of 5). Based on this, the average area of irrigated land per household should be about 0.21 ha.

Progr. contr. as per SARDP financial analysis:

Woredas for agronomy related to irrigation	2,370,109 ETB
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Woredas for irrigation:	16,931,698 ETB
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Total:	19,301,807 ETB
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	15,441,000 SEK
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Key financial information: SARDP's contribution per irrigated ha of land is around 1,360 ETB. SARDP's contribution per household would be

	around 290 ETB
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Team's findings:

Physical achievements

The team visited several small irrigation schemes and found them functioning, although with some concerns as elaborated below. It would have been interesting to know from the programme documentation how much of the 14,176 ha that is in effect new irrigated land and how much was irrigated before but with less advanced system.

Technically, some noted concerns are:

- Substandard implementation of canals with high vertical embankment which will create maintenance problems every rainy season.
- Non-regulated livestock movement and ad hoc livestock watering points which threatens the investment.

Relevance

Investment in irrigation is well in line with Government policy. 14,176 ha is an impressive figure which indeed represents a very significant intensification of land use with a potential for a substantial production both in volume and not least in value.

Effectiveness (“did they do the right things”)

The schemes in which SARDP has invested are generally fairly small and based on simple technology mostly using river diversions and gravity flow. This is an approach that will make longer-term sustainability likely.

Efficiency (“did they do the things right?”; incl. cost-benefit analysis)

About 1,200 ETB invested per hectare make irrigation a very attractive investment. With three harvests yearly of high-yielding or high-value crops like potatoes, onions, pepper, etc. the cost recovery period will be very short provided there is market access. If not marketed, the production will in any case help sustain local people.

A specific concern is that there is no “watershed approach” in relation to irrigation investment, i.e. there is no systematic way to address the relations between upstream and downstream water users. This is a noticed problem, especially in South Wollo, and the local Woreda staff tries to deal with it to the best of their ability.

Impact and sustainability of results

Maintenance of systems showed signs of not being effective. Livestock movement is one factor, silting up of lined canals another, eucalyptus plantations on canal banks yet another. Based on these observations, the team has an impression that the water users associations are not taking their task enough seriously. A reason could be insufficient sense of ownership which in turn could relate back to how schemes were planned and executed. It is recognised that these opinions are based only on observations of few schemes.

Formal and non-formal school facilities constructed and rehabilitated

Basic information:

<i>Indicator as per original log frame:</i> (i) Access to primary education increased by 30%		
<i>Indicator as per revised log frame:</i> (i) Access to primary education increased by 30%		
<i>Achievement as per SARDP results report:</i> 233 primary schools resulting in primary education service coverage (not defined) reaching 98.1%. Additional outputs which were not reported in the results report is the construction of 27 satellite schools and 26 schools for Alternative Basic Education. Further, a number of other schools were given support for new classrooms. Investments were also made in desks and other equipment. The unreported support represents more than half of the investment. The team estimated that annually some 60,000 children attend education in the 233 new schools and additional classrooms.		
<i>Progr. contr. as per SARDP financial analysis:</i>	New schools/extensions	3,748,021 ETB
	Other school investm.	4,340,827 ETB
	Total:	8,088,848 ETB
		6,471,000 SEK
<i>Key financial information:</i> SARDP contributed less than ETB 13,100 ETB per new school. The SARDP contribution per pupil currently using the facilities would be		less than 60 ETB

Team's findings:

Physical achievements

The team notes that the output name implies a focus on both formal and non-formal school facilities while the indicator is limited only to access to primary education. Nevertheless, an impressive number of new schools have been constructed. During 2008 alone, 15,000 new teachers were employed in Amhara Region bringing the number of teachers in the region to 100,000. The "SARDP schools" have also been staffed and all the schools visited by the team were operational.

Buildings are of the traditional wood/mud type but with iron sheet roofs, relatively high and with ventilation just under the roof. This type yields a good indoor climate but the team noted that some schools were not to be so well built.

In addition to the construction of new schools, many existing schools have benefitted from extensions with new class rooms and/or desks for pupils.

Relevance

The school investment was well in line with the Government ambition to increase school enrolment. Special encouragement is directed to girls making the girl/boy ratio favourable. In some schools there were more girls than boys.

Effectiveness ("did they do the right things")

The team is of the opinion that the support to education was very appropriate and effective. However, additional needs are noted on teacher training, school management and maintenance, etc.

Efficiency ("did they do the things right?", incl. cost-benefit analysis)

The investment per school is very low, only 13,100 ETB per new school, which reflects (i) a strong element of local contribution but also (ii) a rather low standard of the buildings. The team would have favoured a bigger investment per school resulting in a higher standard of some buildings. However, the team could not support that view with analysis of cost-effectiveness from the programme.

Impact and sustainability of results

Although some of the buildings are not of the highest quality the team believes that this investment will be sustained as education is now regarded as important among farmers as well as among officials.

Quality and service-rendering capabilities of the health facilities improved in particular for family planning and HIV/AIDS control

Basic information:

Indicator as per original log frame: (i) Access to primary health facilities improved by 30%; (ii) Family planning and HIV control awareness consultation available in 50% of all Kebeles of the intervention Woredas. Health workers in all SARDP supported health posts have undergone short-term training in the issues.

Indicator as per revised log frame: (i) Access to primary health facilities increased by 30%

Achievement as per SARDP results report: The health service coverage (not defined) reached 101% but it should be 98.9% as per later information. 268 health posts serving 1,340,000 people and 43 health centres serving 1,075,000 people were constructed.

<i>Progr. contr. as per SARDP financial analysis:</i>	New health posts	7,532,300 ETB
	New health centres	8,704,058 ETB
	Other, health	4,170,000 ETB
	Total:	20,406,358 ETB
		16,325,000 SEK

Key financial information: SARDP contributed about 28,000 ETB per new health post and about 202,000 ETB per new health centre. The estimated contribution per beneficiary was 5.62 ETB for health posts and 3.60 ETB for health centres.

Team's findings:

Physical achievements

As is evident from the cost, these are buildings of other types than the schools. The team visited several health posts and health centres and found them to be staffed and operational.

Relevance

As with schools, it is evident that this investment has been matched with Government investment, which has enabled the Government to recruit staff. The team finds the investment highly relevant as health is a key priority for the population.

Effectiveness ("did they do the right things")

The name of the sub-output and the original indicator implies a broader approach than the latter indicator. In reality, SARDP contribution has focussed on the buildings. Other investments have complemented SARDP.

Efficiency ("did they do the things right?", incl. cost-benefit analysis)

The buildings appear adequate. The cost is a lot higher than for school buildings, but the health facilities are built with cement blocks and concrete floor which facilitate cleanliness. Staff attention to hygiene could however be improved. There seemed to be an oversupply of delivery benches in relation to the demand. One of the explanations is that traditional birth attendants are more experienced and more trusted than the regular health staff.

Impact and sustainability of results

Impact is evidenced by widely reported improved health and reported increased use of contraceptives. This impact is the result of the combined investment from several sources for staff, medicines and buildings.

Improved facilities for HIV/AIDS infected and affected households

Basic information:

Indicator as per original log frame: HIV/AIDS counselling, testing and treatment available in accordance with demand in 50% of all intervention Woredas; (ii) Measures adopted for exemption of vulnerable households from labour and capital contributions to community work related to infrastructure development carried out with SARDP support

Indicator as per revised log frame: None, item deleted

Achievement as per SARDP results report: None reported

Progr. contr. as per SARDP financial analysis: Disaggregated data not requested by the team.

Team's findings:

Physical achievements

The team received convincing reports from several places that the “Community conversation groups” had made a significant difference with regard to community attitudes towards HIV/AIDS. Willingness for testing increased and stigma was reduced. In some instances the conversation groups had sacrificed the money that was set aside for refreshments and used it for the benefit of HIV/AIDS sufferers.

Relevance

It was reported to the team that the approach with conversation groups was now being adopted and promoted on a national scale and was already common practice in other Zones than the Sida-supported ones in Amhara Region.

Effectiveness (“did they do the right things”)

The Community conversation-approach has been extremely well received.

Efficiency (“did they do the things right?”, incl. cost-benefit analysis)

The initial indicator included exemptions for vulnerable groups from community contributions of labour to SARDP-supported projects. In this context, the team noted that in many areas community contribution is organised through the Safety net and that vulnerable households who cannot contribute manpower are exempted from such contributions.

Impact and sustainability of results

The impact of the community conversation groups is clearly irreversible and sustainable.

It is ensured that all infrastructure construction staff carrying out work for SARDP have been sensitized on HIV/AIDS

Basic information:

Indicator as per original log frame: Construction staff has undergone short HIV awareness training

Indicator as per revised log frame: None, item deleted

Achievement as per SARDP results report: None reported

Progr. contr. as per SARDP financial analysis: Disaggregated data not requested by the team

Team's findings:

No findings to be reported under this sub-output.

Women giving birth outside the formal health system benefit from better-trained and equipped TBAs

Basic information:

Indicator as per original log frame: Five traditional birth attendants trained in each Kebele in safe delivery and provided with safe delivery kits

Indicator as per revised log frame: None, item deleted

Achievement as per SARDP results report: None reported

Progr. contr. as per SARDP financial analysis: Disaggregated data not requested by the team

Team's findings:

No findings to be reported under this sub-output. The programme activity was unfortunately discontinued by Bureau of Health for policy reasons. There are indications that many women still prefer to be assisted by the Traditional Birth Attendants even if a health facility is nearby. The current situation generates health risks which could have been reduced.

Environmental assessments are established as a routine activity

Basic information:

Indicator as per original log frame: Woreda and Kebele staff are trained in environmental awareness and in environmental tools and approaches

Indicator as per revised log frame: None, item deleted.

Achievement as per SARDP results report: None reported

Progr. contr. as per SARDP financial analysis: Disaggregated data not requested by the team

Team's findings:

No findings to be reported under this sub-output. Reference is made to comments on corresponding issue under Agriculture and Natural Resources Management.

4.4 Output 4: Decentralisation

Decentralization has three dimensions: political, financial, and administrative. *Political decentralization* involves the transfer of political authority to the local level through the establishment or reestablishment of elected local government. *Financial or fiscal decentralization* refers to the shifting of financial power to the local level. It involves increasing or reducing conditions on the inter-governmental transfer of resources and giving jurisdictions greater authority to generate their own revenue. *Administrative decentralization* involves the full or partial transfer of an array of functional responsibilities to the local level, such as health care service, the operation of schools, the management of service personnel, the building and maintenance of roads and garbage collection (Decentralization and Democratic Local Governance Programming Handbook, USAID, Centre for Democracy and Governance, May 2000).

Decentralization process is now taking place in Ethiopia with the devolution of power to the regional governments and lower administrative units. This process is presently being reinforced further by support to the strengthening of institutions and councils at Woreda and Kebele levels followed by a gradual fiscal decentralization.

Focusing on decentralization aspects SARDP supported the already on-going efforts to build up the capacity of Woreda and Kebele administrations to better serve the citizens. During SARDP III, the Decentralisation output was allocated 10% of the total programme budget.

Management and financial capacity of the Woreda and Kebele administration increased

Basic information:

Indicator as per original log frame: (i) An average of 10 persons trained in short courses in different disciplines per Woreda; (ii) Four persons per Woreda academically upgraded; (iii) Manuals and systems for improved general management in the Woredas introduced, tested and implemented; (iv) Facilities for better management provided; (v) Quality plans and reports delivered on time; (vi) At least 80% of the Woreda development fund utilised; (vii) Woreda administrations capable of producing and giving proper information on the connection between population growth and food security and on contraceptive methods

Indicator as per revised log frame: (i) Number of focal persons/counterparts/admin staff trained increased by 47%

Achievement as per SARDP results report: (i) 30 focal persons, 480 counterparts of TAs and administration staff have been trained and refreshed with the support of the programme.

Achievements reported elsewhere: Ten Woreda administration buildings were constructed.

<i>Progr. contr. as per SARDP financial analysis:</i>	9,375,492 ETB
	7,500,000 SEK

<i>Two scholarships (M.Sc.) reported separately:</i>	447,248 ETB
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30 experts and Woreda Cabinet members from Diploma to Degree in different subject areas

28 experts from Certificate to Diploma in Surveying

Team's findings:

Physical achievements

Capacity was built by SARDP at various levels. In addition to infrastructure construction SARDP has upgraded the knowledge level of teachers, masons, road foremen, water artisans and experts in various sectors trained at certificate, diploma and degree level.

There is a start in using standardized reporting formats and planning procedures in terms of estimating costs are respected. Capacity is built to develop the Woredas plans by group of experts at Woreda level; this was even a challenging task, 5–7 years ago at Regional level even though the expertise was there at the time. Planning is done taking into account the human, material and financial resources. During the planning process, the group of experts develop the framework document and this is debated by experts from various sectors and then it is approved by the Woreda Cabinet which in turn submit the plan to the Woreda Council.

Nearly all Woredas have built various office buildings and facilities to create conducive working atmosphere and improve service delivery to the people in the Woredas. Except some instances in few budget lines in some Woredas, budget utilization is encouraging. The Woreda Program Coordinating Committee (PCC) is monitoring the budget utilization performance twice in a month if not once in a month and takes corrective measures.

Concerning facts and figures much needs to be done to put in place the data management system. In most cases, the majority of the sector information is found in the minds of people; it is not documented in soft and hard copies. This implies that the Woredas institutionally are not very strong in managing staff turn over. The institutional memory goes with the individual.

Relevance

The various trainings given at different levels to the Woreda staffs were compatible with what is required to build the capacity of the experts in the various sectors. It enabled the staff to discharge its functional responsibilities. The challenge facing this intervention is the frequent mobility of the staff within the Woreda or outside due to structural changes or personal reasons.

Effectiveness (“did they do the right things”)

Although handouts and manuals are accompanying the trainings only few of the staffs are referring back to the manuals. There is a need to constantly organize refresher courses and develop mechanisms to translate the trainings into practical interventions. The practice of documenting success stories and consolidating good practices is not common. It is only recently through the establishment of the information and documentation centres that Woredas have started documenting their good practices.

Efficiency (“did they do the things right?” incl. cost-benefit analysis)

Compared to the amount of knowledge imparted and the upgraded capacity the trainings can be considered as cost efficient.

Impact and sustainability of results

In order to use efficiently the skill and knowledge acquired through training various technical and thematic sessions should have been organized to discuss good practices and share experiences. In order to institutionalize the knowledge a mechanism has to be in place to consolidate good practices both at the office, the farm and individual level during the 15 months extension period. The Technical Assistant and PCU at Woreda, Zonal and Regional level have to take the lead in this process

Community empowerment promoted

Basic information:

Indicator as per original log frame: (i) Pilot community empowerment through CDF replicated in at least 5 Kebeles per Woreda; (ii) All programme activities implemented in Woredas managed by community members; (iii) All completed projects managed by cost-sharing mechanisms at community level and communities contribute at least 25% of the costs for local projects; (iv) Five community-based organisations per Woreda enabled to engage in development activities

Indicator as per revised log frame: (i) Number of Kebeles with CDF-financed activities expanded to 100; (ii) Community contribution reached 25%

Achievement as per SARDP results report: In total 420 (380) CDF projects have been implemented in 123 Kebeles with a total SARDP contribution of 11,690,000 and with a community contribution reported as 34.6%.

<i>Progr. contr. as per SARDP financial analysis:</i>	25,303,000 ETB
	20,242,000 SEK

Key financial information: Average SARDP contribution per project: 66,600 ETB or 27,800 ETB depending on which expenditure figure to be used

<i>Total no of reported beneficiaries:</i>	795,760
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Total number of projects: 380 in 123 Kebeles as per PCU's self assessment; 420 as per SARDP results report but it contains conflicting information (also reporting 380).

Team's findings:

Physical achievements

The Community Development Fund (CDF) started implementation in 2007/08 and is being implemented in three Kebeles each in most Woredas. Training has been given to CDF committee members on how they can administer the budget, how they can identify and prioritize their problems and prepare plans and how to conduct procurement. CDF committees have their own office in the Kebeles and they have been capacitated to manage funds. The Kebeles are selected for CDF interventions taking into account the lack of infrastructure and where the Woreda cannot allocate budget. The bidding process and approval is done by the Kebeles. Out of the seven CDF committee members three are female (If committees members are five then still three are female) to ensure that the needs of women in the Kebeles are addressed. The CDF projects clearly indicate that the community can contribute and manage its projects. Community participation was encouraging in the realization of CDF projects.

Relevance

The CDF projects are prioritized and selected by the community for implementation; this makes the projects directly relevant and addresses the need of the Kebele communities. The community is also contributing its share to realize the identified projects. This creates sense of ownership and efficient utilization of limited financial resources.

During the Focus Group Discussions, DAs repeatedly commented that Farmers' Training Centres (FTCs) have not been utilized fully due to lack of demonstration materials. In fact in some places DAs are trying to raise fund to make their FTC practically functional. According to the information at Kebele level, to construct the FTC, farmers contributed and Sida also helped. Bureau of Agriculture expressed concern that very many FTCs were built but quality was low and they were not yet adequately used or equipped. The Bureau noted that a lot of resources will be needed for the concept to be well developed. The team finds that a combination of using school premises and demonstrations on farm would have been a better option. Given the worries expressed at local level, there is a possibility that decisions to build FTCs were not always well anchored with the local community.

Effectiveness ("did they do the right things")

The process of selecting the projects makes it to articulate the objective in line with the interest and demand of the Kebele community. The construction of hand dug wells; additional class rooms, animal health clinic, etc. are benefiting many people in the Kebeles. The CDF committee members are ensuring that the interest of the various segment of the community is addressed in one way or the other.

Efficiency ("did they do the things right?" incl. cost-benefit analysis)

In all the Woredas where the evaluation was conducted, SARDP resources are used to buy industrial products like cement, iron bars or hollow blocks, while in most cases the community contributes local materials and free labour. There are also instances where the community contributed in cash. This has ensured the efficient utilization of the resources.

Impact and sustainability of results

The introduction of the CDF can be seen as an initiative which can easily be replicated in other Kebeles within the program Zones and in the Region. Most Woredas have confirmed that they will use the CDF modality to implement other projects in the Kebeles in the future. Since the community has willingly contributed to the realization of the projects, maintenance and care of the facilities is ensured. It was observed that there is a need to systematize the reporting system to clearly indicate the impact of the projects.

Local justice and traditional conflict management systems strengthened

Basic information:

Indicator as per original log frame: (i) Traditional judges from 10 Kebeles per Woreda trained; (ii) Five Kebele social courts per Woreda strengthened; (iii) Training of traditional judges and social court officials include awareness raising of violence against women and traditional harmful practices

Indicator as per revised log frame: None, item deleted

Achievement as per SARDP results report: None reported.

Achievements reported elsewhere: Support provided to 696 social courts and 14,061 social court members trained.

Progr. contr. as per SARDP financial analysis:

2,069,929 ETB

1,666,000 SEK

Team's findings:

Physical achievements

Social courts capacity building, alternative dispute settlement and education in crime prevention have contributed to settle disputes locally. Furniture is bought for the social courts and in some Woredas they have their own stamp which ensures their independence from the executive wing of the Kebele. Community policing is promoted and yielding encouraging results in crime prevention.

During the Woreda evaluations, it was possible to know that trainings were organized to social courts, traditional elders, awareness on legal provisions and how to prevent crimes for participants coming from all Kebeles in the Woredas. The incidence of harmful traditional practices (HTP) has decreased rapidly.

Relevance

The social courts capacity building, the establishment of alternative dispute settlement mechanisms and crime prevention have significantly contributed to the reduction of time, resources wasted by the rural community. Farmers can use their time in productive ventures.

Effectiveness ("did they do the right things")

As a result of the functioning of the local justice and traditional conflict management systems, people living in the rural area have become more tolerant and conflict incidents are reduced. Since there is high respect to traditional elders and the community at large, local conflict resolution is becoming common. The community conversations have also contributed to this result.

Efficiency ("did they do the things right?" incl. cost-benefit analysis)

The institutionalization, promotion and recognition of the alternative dispute settlement significantly contribute to minimize conflicts and reduce the burden on the judicial system.

Impact and sustainability of results

Since the local justice and traditional conflict management systems is built on the local community networks and informal institutions, its sustainability is ensured and it is a cost efficient mechanism. The functioning of the system in the Woredas and Kebeles is showing encouraging results which need to be replicated elsewhere in the Region or the country. Traditional ways of dispute settlement mechanism should be further investigated and used.

Information and documentation system at Woreda level established

Basic information:

Indicator as per original log frame: (i) Full set of currently valid documents and manuals for SARDP and other institutions available at Woreda offices; (ii) Effective channels for information about important local events established in all programme Woredas; (iii) Information centres established in all pilot Kebeles of all programme Woredas linked to the Marketing Intelligence Unit

Indicator as per revised log frame: All programme Woredas established/strengthened information and documentation centres

Achievement as per SARDP results report: None reported.

Achievement reported elsewhere: 30 information and documentation centres established.

Progr. contr. as per SARDP financial analysis:

3,678,243 ETB
2,943,000 SEK

Team's findings:

Physical achievements

Information and documentation system at Woreda level should have been in place even at the start of the program to document all the expertise and farmers' knowledge at Regional, Zonal and Woreda level. Institutional memory was not given due attention and the knowledge and skill acquired remained with individuals. It should have been institutionalized within local educational and sector structures. It is only recently that Woredas have realized that they need to document their good practices. The frequent structural changes and the mobility of personnel have affected the skill and knowledge base of the Woredas. The plan to link the information centres to market intelligence unit in Bahir Dar was not realized.

Relevance

As it is indicated above the intervention should have started earlier. The initiative appears promising mainly as a centre offering information to the public at large, but it cannot be expected to eliminate the need for data management, filing and recording at individual officers and Bureau levels. It is only such systems that will effectively mitigate negative impacts of staff turn over.

Effectiveness ("did they do the right things")

The information and documentation system is being implemented by the Woredas Information offices. Currently they have started documenting reports, events and trainings both in hard and sometimes soft copy, audio and video formats. Although the initiative is encouraging there is a need to make the system functional using good practices from within and outside the region. There are Woredas with good start (e.g. Debre Elias).

Efficiency ("did they do the things right?" incl. cost-benefit analysis)

In order to ensure the quality and quantity of information collected there is need for relevant sector experts to closely work and interact with the information office. There must be a mechanism by which local knowledge of the farmer in agriculture and the modern on farm research knowledge should be blended and documented to replicate the good practices in an efficient manner.

Impact and sustainability of results

Since the system was not yet effectively in place at Woreda level, there is need to operationalise the information and documentation system within the Woreda structure to make it sustainable and to mitigate impact of staff turn over. This goes beyond the information and documentation centres.

Population issues addressed and data management improved

Basic information:

Indicator as per original log frame: (i) Responsible institutions enabled to mainstream cross-cutting issues; (ii) Awareness and commitment of the responsible institutions increased; (iii) An office responsible for managing population data established (iv) Woreda staff trained to do surveys and to develop Community statistics (v) Annual statistics on CPR, CYP, infant and child mortality levels, etc. in existence

Indicator as per revised log frame: None, item deleted

Achievement as per SARDP results report: None reported.

Achievement reported elsewhere: 19 Kebele population committees established. Training provided to 1,332 people on population issues.

Progr. contr. as per SARDP financial analysis:

875,957 ETB

701,000 SEK

Team's findings:

It is hard to find any reliable demographic data at any level so the implemented activities cannot be deemed as having been effective.

Relevance

Population pressure is often referred to as a constraint to prosperity in Ethiopia. The team notes that the relation between population size and prosperity is a complex one. It is more universally accepted and evident that a high population growth puts strain on the people in age for productive work as they will have many young ones to support. Similarly, there can be a demographic bonus at times of decreasing birth rates. The team is of the opinion that population issues are important and must be analysed well, and hence, it was a highly relevant sub-output that has been sadly neglected.

Participation of women in Woreda and Kebele decision-making bodies increased**Basic information:**

Indicator as per original log frame: (i) Women's participation in planning and decision-making bodies of the Kebele and Woreda increased from 21% to 35% and from 14% to 25% respectively; (ii) Gender and HIV TAs have been employed in addition to existing TAs. Two experts within each field.

Indicator as per revised log frame: Women's participation in planning and decision making bodies of the Kebele and Woreda increased from 21% to 35% and from 14% to 25% respectively

Achievement as per SARDP results report: None reported.

Progr. contr. as per SARDP financial analysis:

387,898 ETB

310,000 SEK

Team's findings:*Physical achievements*

More women are members of Woreda cabinet, Woreda council, Kebele cabinet and Kebele council and in various committees like CDF, land administration where they can ensure the right of women. Although there is variation between Woredas concerning the rate of participation of Women at various levels in most cases it has exceeded the set target.

HIV/AIDS prevention improved**Basic information:**

Indicator as per original log frame: (i) Responsible institutions enabled to mainstream HIV/AIDS; (ii) Awareness and commitment of the responsible institutions increased

Indicator as per revised log frame: None, item deleted

Achievement as per SARDP results report: None reported

Progr. contr. as per SARDP financial analysis:

441,054 ETB

353,000 SEK

Team's findings:

The team has no particular findings to comment upon, except that the Health extension agents are active in awareness creation. There are still areas in Western Wollo where there are no testing facilities in place or where such facilities were introduced very recently, in spite of these areas being most seriously affected by HIV. About 10% of pregnant women reported to be HIV positive in Mekdala. The community conversation groups as well as other initiatives are discussed elsewhere in the report.

Relevance

The team is of the opinion that HIV/AIDS prevention was and is important and should have received more attention by SARDP. It is, in particular, valid in western Wollo, where HIV/AIDS infection rates are very high, while facilities for testing are weak or at least until recently nearly absent and awareness remains low.

More effective environmental considerations taken

Basic information:

Indicator as per original log frame: (i) Local environmental committees strengthened; (ii) Responsible institutions enabled to mainstream environment; (iii) Awareness and commitment of the responsible institutions increased

Indicator as per revised log frame: None, item deleted

Achievement as per SARDP results report: None reported

Progr. contr. as per SARDP financial analysis:

Nil

Team's findings:

The team has no relevant findings to comment upon.

Relevance

There are obvious environmental problems which have not been effectively tackled. It was a relevant sub-output that SARDP did not address.

4.5 Programme Management and Technical Assistance

Good management and adequate technical capabilities are essential for sound implementation of any programme. The SARDP design caters for that by allocating 15% of the total budget for the Programme management component which also includes a substantial package of technical support. The structures for governance, management and advisory services are described in section 2.3 of the report.

Programme management

Basic information:

Indicator as per original log frame: (i) The management and advisory services provided valued by the receiving Woredas

Indicator as per revised log frame: The fifth outcome is deleted altogether

Achievement as per SARDP results report: No specific reporting on management

Progr. contr. as per SARDP financial analysis:

PCU:	4,851,627 ETB
Vehicles, operation/ maintenance incl for TAs	11,900,000 ETB
Scholarships, PCU	825,373 ETB
Other	944,059 ETB
Total:	18,521,059 ETB
	14,817,000 ETB

Team's findings:

Programme management at PCU level (Zone and Region)

As for the other levels, PCU is commended for an overall demonstrated capability to guide and facilitate the overall implementation of the programme.

However, the PCU also has a share of responsibility for weak reporting including the near absence of follow up of cost effectiveness.

Various constraints have resulted in gaps in funds' availability: Usually first quarter of budget year plus some weeks every quarter, though sometimes bridged by "loan" from other sources. Yet, the team recognises that it is common to find development programmes where this factor is more severe.

Capacity has been constrained by key positions being vacant for extended periods, especially at Zonal level.

The costs for operation and maintenance of vehicles is high, possibly unnecessarily high, as they must be taken to workshops endorsed by the Government which do not always offer the cheapest and most effective services. The high costs also reflect an aging fleet of vehicles.

Sida's policies and other policies do not favour by-pass arrangements, nor do they favour top-ups paid to Government staff. Whether or not PCU is a by-pass arrangement or not depends on definition. No doubt, though, it is an office created specifically for the programme and it includes paying salaries to Government staff at levels that differ from regular Government salary scales. Looking at such parameters, PCU shows similarities with by-pass arrangements. In certain respects, Government policy still influences PCU. Maintenance arrangements for the fleet of vehicles can be cited as one example. Staff recruitment has also been such, that in spite of higher-than-normal salaries offered, it has not been possible to always recruit staff that did not need to go for training overseas. These factors have tended to reduce cost-effectiveness. One more factor that deserves mentioning is that PCU is side-lined in the main Government chain of command. A technical officer in a Woreda reports primarily to the Woreda Administrator, secondarily to the line Bureau in Bahir Dar and only thirdly to PCU. Staff performance assessment follows the same lines. Thus, it is unlikely that reports requested by PCU will be treated as top priorities. In a way, the PCU arrangement can be regarded as a compromise that blends some advantages of "by-pass" with some constraints related to Government bureaucracy.

The team discussed the arrangement with the mother organisation, BoFED. The view expressed there was that there are too many (more than 40) donor programmes handled by BoFED for it to house all the required management capacity in house. PCU represents the preferred option and no particular weaknesses with this system were observed from that horizon.

Programme management at Woreda level

The demonstrated ability by the Woreda level to manage to implement a significant scale of activity is well recognised and appreciated by the team. However, the institutional memory remains a constraint at Woreda level and the Technical Advisors have to an extent had to act as gap fillers and "bridges" at difficult periods. The weak institutional memory is partly attributed to staff turn over and partly to poor management of staff turn over. The latter factor include poor filing systems, weak sense of team work, a tendency by officers at times of transfer or promotion to bring with them documentation that should rightly stay, and, as per reports, occasionally even destruction of the documentation they should rightfully have handed over to the successor.

Maintenance is noted as a weakness at all levels. It becomes particularly evident with regard to tractors and compactors, but is also an issue with regard to buildings and other equipment.

Reporting has remained a constraint right through SARDP. The weakness has part of its origin at Woreda level. It was reported to the team that sometimes there are signs of Woredas regarding themselves supreme enough not to have obligations to report on resource use to SARDP/PCU. Both TAs and PCU staff have sometimes had to physically travel to Woredas in order to extract information from there. The Results Report on SARDP III was reported to have taken six months to compile and yet it leaves major gaps both on outputs and outcomes.

Programme management at Kebele level

The team notes with appreciation that, in spite of rudimentary facilities, many Kebeles have managed to implement small projects financed under CDF. This is an achievement in itself.

Programme governance by PCC and Sida

The team is of the opinion that the governance by Sida and PCC has not been as strong as would be desirable. This is manifested by, for example, that (i) implications of revised log frame were not adequately analysed (ii) several very specific points in the Specific agreement were not fulfilled (examples include TA staffing, M & E team, EIAs, in-depth review/evaluation 2006), (iii) requests for analytical reports were not sufficiently followed up and (iv) there was limited responsiveness to opinions expressed in various evaluative reports.

Sustainability issues

The PCU is expected to cease to exist when the programme ends. There is now a substantial documentation centre within PCU. All this is expected to be transferred to BoFED. By and large, PCU institutional memory and capacity is likely to disintegrate but individuals will bring with them experiences gained that will benefit the organisations where they will take up positions.

A special concern is the technical documentation of best practices that the TA service has compiled. Attention ought to be paid to all that knowledge. Publication of a “SARDP book” would be an option to consider.

Higher-level capacity building

The team is of the opinion that PCU staff, being paid better salaries than as per normal scale, should be recruited on the grounds that they are qualified for their assigned tasks and should not both be well paid and be sent for longer or shorter trainings overseas, except in very exceptional cases. Generally, the team is also of the opinion that scholarships for University degrees should primarily be directed to staff doing technical work rather than to staff in senior managerial positions. It was also noted that the recruitment policy for scholarships has varied. Scholarships related to land management were awarded after application and a selection process, while other scholarships have been awarded on other grounds.

Bottom-up planning and community representation

There were reports on some trends towards top-down planning with directives from line Bureaus affecting Woreda's independent planning and priority setting. These reports were not attributing the trends primarily to SARDP or PCU but to the Government system more generally. Some expressed that this could reduce the positive impact of decentralisation if it continues.

Advisory services

Basic information:

Indicator as per original log frame: (i) The management and advisory services provided valued by the receiving Woredas

Indicator as per revised log frame: The fifth outcome is deleted altogether

Achievement as per SARDP results report: No specific reporting on advisory services

The TA provider, OSC in association with Haddis Consult presented a *final report on Achievements of the TA team February 2006–July 2008, dated August 2008*, with a detailed account of events and achievements.

<i>Progr. contr. as per SARDP financial analysis:</i>	Total:	45,048,000 ETB
		36,038,000 SEK

Team's findings:

The TA services were found to have made important contributions to programme implementation and they were generally well appreciated and regarded by stakeholders at Woreda level as having been “worth the cost”. More occasional investigation at Kebele level pointed in the same direction. It was noted that at Woreda and Kebele levels the Programme is to a large extent known and seen through the activities of the advisors.

The interdependencies created between PCU and the TA service reduces effectiveness of the TA service. Temporary constraints on transport can be cited as an example. The team also notes that the office equipment is becoming old and malfunctions are quite conspicuous. Some replacement appears to become necessary to smoothly implement activities during the phasing out period.

The TA machinery should have been more proactive on M & E and on analysis of cost-effectiveness. The team notes that the intended TA strength to address these issues was, for various reasons, not reached.

An effective and efficient financial management and reporting system in place

Basic information:

Indicator as per original log frame: (i) Requested funds released on time and financial reporting accurate and timely

Indicator as per revised log frame: The fifth outcome is deleted altogether

Achievement as per SARDP results report: No specific reporting on financial management but elaborates on constraints with reporting, database management.

Team's findings:

There is an elaborate system for accounting of expenditures. Financial reports can be produced and the prime measurement for project effectiveness in the financial management system has been budget utilisation. There is no system in place for assessing unit costs and for comparing unit costs between Woredas or Zones. The lack of such information forced the team to make its own calculations based on financial statements and on output reports. The data so generated is reflected as “key financial information” in the boxes earlier in this section. Some of the figures arrived at appear realistic, while other are likely not to be right. An example of a figure that seems incorrect is the cost per newly constructed school. However, the team could not seek explanations for figures that may be wrong as this was not possible within the given time. The PCU is urged to make follow-up on this. The absence of in-house analysis of cost-effectiveness of undertakings makes the programme vulnerable. It also reduces opportunities for learning.

Some factors, which the team would have wished had been treated differently, are derived back to the programme design. There are some factors, which have been long-lasting issues discussed all through SARDP I–III. There is a scarcity of data segregated for different farming systems, even in a very broad sense, like understanding differences between East Gojjam, eastern and central parts of South Wollo and western distant parts of South Wollo. It is thus hard to assess most relevant interventions in the different areas.

The lack of a consolidated report on SARDP III is, in the view of the team, unsatisfactory.

Effective M & E system in place

Basic information:

Indicator as per original log frame: (i) M & E system in use; (ii) All implemented activities properly recorded and reported and supported by complete documentation system

Indicator as per revised log frame: The fifth outcome is deleted altogether

Achievement as per SARDP results report: Elaborates on constraints with reporting and database management.

Team's findings:

Baseline information is to a certain extent available and some parameters have been found useful for the assessment of changes, but more so for the longer SARDP I–III period than just for SARDP III. A noted difficulty while using the baseline information and also more generally is that some commonly used poverty level indicators (area of farm holding and number of oxen) makes little sense for comparisons of poverty over time. Average size of land holding can not realistically be expected to grow, and the only option left to become more prosperous over time, with these two parameters as a yard stick, would be to acquire more oxen. However, more oxen may not even be needed if the average farm holding becomes smaller over time. Such notion of poverty is based on a view that land use is fixed, and it fails to capture benefits of moving from cereals production with oxen as draught power towards more intensive land use, for example irrigated horticulture.

Earlier criticism led to a streamlined M & E presented in June 2007. It could be seen as an indication towards a reduction of the ambitions of the programme as many sub-outputs were deleted.

The implications this has had for the evaluation has been well demonstrated in the previous sections. Reporting and M & E has been a continuous concern throughout the programme and remains a concern. As already mentioned, the revision of the log frame generated a problem not only for the team but also for the programme itself: No consolidated report on achievements for SARDP III.

SARDP has a staff HIV policy

Basic information:

Indicator as per original log frame: (i) SARDP HIV policy in place and enforced

Indicator as per revised log frame: The fifth outcome is deleted altogether

Achievement as per SARDP results report: No reporting on SARDP policies generally

Team's findings:

There is no specific staff policy on HIV for SARDP, but there is a general Government staff policy on HIV.

5. Findings in Relation to the Period 1997–2008

5.1 Is there an Increase in Farming Productivity?

The total Ethiopian population was estimated at 79.2 million in 2008 (CSA, SA). The share of the urban population is 17% and of the rural is 83%. According to the National Bank of Ethiopia (2005/06) agriculture's contribution to the GDP is 45.9%. When 83% of the population only produces 46% of the GDP, there is an indication that the agricultural productivity is low. In the two Zones where SARDP works, the team has witnessed a remarkable increase in productivity on those farms where the owners could afford to invest. Thus, the team observed that *medium and better-off farmers*, including those benefitting from irrigation, have invested in improved seeds, sown on soils improved through the use of cow-dung, and/or compost and/or chemical fertilizer. Many of these medium to better-off farmers have also bought improved cow breeds as well as sheep and are keen to try new approaches, methods and crops when so advised by the DAs. Many of the better-off farmers are members of a credit and service organisation from which they can borrow money but in which they can also save money. The number of people belonging to this category is estimated at between 50 and 70% in East Gojjam and between 40 and 60% in South Wollo.

Increase in farm productivity was observed from crops and animals. Crop yields for farmers in East Gojjam with one harvest/year when using all the required inputs increased with about 75 to 150%. Crop yields in South Wollo increased somewhat less, but were still high. Farmers with access to irrigated land obtained 3 harvests per year implying an increase of about 200%.

An increase in milk production from improved breeds showed a change from about 1 litre to 7–10 litres per day. The amount of milk a cow produced was intimately connected to the feed given to her. With less nutritious feed, farmers observed, the production at once went down. Farmers who had bought an improved cow also had easy access to veterinary services which made the investment more secure. An indirect effect of using an improved breed was zero-grazing, since farmers had to stall feed the cows, and plant or buy the necessary feed.

Productivity can be measured in two distinct ways: Output per unit area and output per hour worked. These two parameters may point in different directions in development efforts. Increased output from a given area is often possible if the land is worked more intensively. Replacing extensive cereal production with horticulture under irrigation is a striking example. The irrigation option results in more output but also more work. The work/output ratio may sometimes make a development look less attractive from a local farmer's point of view than from the more an outsider's point of view, especially when the outsider pays more attention to output per area unit. Productivity per worked hour is difficult to assess and is beyond the assessment that the team could make. It was, however, often stated that families are happy to work more if conditions allow. This applies to, for example, irrigation, composting and to dairy production in a zero-grazing system. Absorption of available but not utilised labour may be attractive even if possibly the output per worked hour could risk declining.

Other initiatives, like use of inorganic fertilisers, has the potential to directly increase the output per worked hour (more produce with little extra work) in normal or better-rainfall years. Years with crop failures could be reverse as the little there is to harvest may not even be enough for covering the costs for inputs. From that perspective, low-external-input agriculture may be more sustainable and minimizes risks as compared to farming based on purchased inputs.

Appendix 9 provides details on an attempt to analyse developments on land use, food security, precipitation, agricultural production and productivity in relation to population growth. The appendix also

includes additional comments on what role SARDP and other factors may have had for the identified developments.

Evidence

Visits, observations and discussions with various kinds of farmers. Consultation of the various official SARDP documents, especially monitoring and evaluation missions, baseline studies, the impact assessment. Reference is made to Appendix 7 for further details.

Attribution to SARDP

Many of the new interventions have been developed by ARARI with the support of SARDP. The distribution has been much promoted by SARDP's technical assistants and by the DAs in the various Kebeles. The exact result of SARDP is still hard to assess as it is masked by several other factors, most prominently by the increased farm-gate prices of produce, but also by safety net and other initiatives by donors and the Government.

Noted constraints

Some farmers are members of credit and savings organisations which encourage them to save money. More money could probably be saved and maybe also invested in totally different business activities if such existed and the farmers were aware of them. There are few innovative ideas with regard to investments in agriculture. Only limited work has been done to promote a farming systems approach where the whole farm is seen as a system in a specific social, economic and geographical environment in which the farmer as the owner of the farm, the consumer of farm technologies and the producer of goods for the market is at the centre.

5.2 Are there Signs of the Economy being Diversified?

The major sign of the economy being diversified at farm level is the planting of new crops like Durrum wheat, new and more vegetables, like sesame and potatoes on a large scale, as well as some other kinds of crops. Within animal husbandry there are improved breeds, especially milk cows, some sheep, modern beehives and even fish. There are also highland fruit trees, chat as well as fodder plants.

Most of the economic-diversification activity has taken place during phase III at Woreda level and has targeted non-agricultural sectors and urban areas more than rural, see above, section 4.2.

Evidence

Observations in the field and interviews with individuals, DAs and Technical Advisors.

Attribution to SARDP

SARDP has supported many of the new innovations through work by the DAs supported by the TAs with many of the interventions based on research conducted by ARARI.

Noted constraints

No value has been added to the agricultural products which are presented to the market directly. There is little female involvement in the activities. Poor women (and men) do not want to take loans because of the risks involved, their agricultural income being so insecure. For them a home garden, based on water harvesting, where they can cultivate e.g. spices, legumes, fruits, fuel wood, fodder plants combined with animal breeding could have implied a great diversification of the economy.

5.3 Has the Household Economy Improved?

In general terms the economic situation has, without doubt, improved for the population as a whole in the 30 Woredas where SARDP is involved. This said, it must also be recognized that the impact differs depending on a household's economic standing, gender and its geographic location. For *all households*,

irrespective of their economic standing, the economy has improved as a result of better health, specifically for women and children, of closer access to water, which saves time and energy for the women who get it. Furthermore, improved stoves reduce fuel consumption for all who use it. The agricultural extension package, which includes composting, has improved the fertility of the soil for those who cannot afford or prefer not to use chemical fertilizers. The radical improvement in the road network has, furthermore given better access to markets, neighbouring Kebeles and Woreda capitals and benefits all who buy and sell various products or have to contact public offices or need advanced health treatment.

The various economic categories of people have, however, benefitted differently from SARDP's extension activities as these have been more or less easy to access depending on a household's economic situation. The way the Bureau of Agriculture works at present can be illustrated by how delivery and impact of extension work depends on the economic situation of the farm household. A *Minimum extension package* is offered where the DAs' involvement in the activities of a farming household may vary, from being very limited, when a farmer attends information meetings and learns about various new technologies, to agreeing with a specific farmer to make a special intervention plan for part of the farm. In the latter case the DA will follow up the intervention with the farmer for one season.

The *Family package*, on the other hand, will depend on available resources and interest of a farmer closely linked to his/her access to capital, labour, land and water. Farmers who engage in the Family package will get a very strong monitoring input and be followed for three consecutive years. The package can involve help with livestock and fishery, production and protection of crops, vegetable and fruit production, soil and water development and protection, forestry development and e.g. the use of small farm machines. The interest of the DAs to spend more time with those who can make better use of their advice is not only evidenced for Phase III but also through various evaluation reports for Phases I and II.

Statistical information in the program tends to vary with each source consulted. Large discrepancies were found both in the number of farmers who were considered poor, medium or better off, and in the size of yields per hectare. Since no source seemed more reliable than any other the team will present some approximations which build on the various written sources and on discussions with Woreda and Kebele representatives as well as with individual farm households.

According to the team's approximations, the number of farmers belonging to the category "*poor households*" seems to vary between about 30 and 40% in East Gojjam, and between 30 and 50% in South Wollo. Farmers in this category own less than 1 ha of land, have no oxen or seldom one, implying that they often are not able to farm the land themselves but have to let it to someone who either pays them half the harvest or pays a sum of money for the rent of their land. These people will, for various reasons, most of the time not use any inputs on their farm either because they cannot afford them, or because they do not dare to take credit. They are usually well informed about the DAs extension messages but can often not implement the whole package due to lack of resources. Most female-headed households find themselves in this category.

Most households from the *medium* category (between 30% and 50% in Gojjam and Wollo) benefit from at least some of the extension services, such as improved seeds and fertilizer, and, sometimes a cross-breed cow, sheep or modern beehives. The *better off* (from 15% to 20% in Gojjam and Wollo) are often able to take on many of the different extension interventions offered, including Durum wheat, fish ponds and other offers.

Yields without inputs from the most common grain crops (teff, wheat and maize) varied from 6–9 quintals per ha. *With inputs* the yields increased considerably and varied between from 14 quintals and above for the same crops; lower figures indicated that the full recommended amount of fertilizer was not used.

Farmers in East Gojjam have one harvest per year, while those in South Wollo may have two harvests per year, depending on the rains. Still, harvests in Wollo produced fewer quintals per ha than what was obtained in Gojjam. Another category of farmers were those who had access to *irrigation*. They produced three harvests per year and could make use of many of the interventions offered by the extension services.

A big increase in crop yields, for those able to use inputs, combined with steadily increasing prices for agricultural products, has made it possible for many medium and most rich farmers (including those within irrigation schemes) to radically improve their household economies. The increase both in production and productivity for this category is conspicuous and necessary as part of a growth of the Ethiopian economy.

For those farmers who find themselves in the poor category it is often difficult to produce enough to sustain them for one full year ² and they need extension support of a different kind than what is available at present.

Evidence

The number of houses with corrugated iron has increased dramatically. Most households eat three meals per day. What they eat has changed from mainly grains and a few pulses to incorporating many different kinds of vegetables in their diet. Farmers also purchase fertilizer for cash. Today, more people send their children to school. Previously lack of food and children having to work on the farm with their parents were causes for not allowing children to go to school. People's health, especially women's, has improved as a result of close access to Health Extension Workers providing vaccinations, simpler treatment and advice on treatment. Improved health means a reduction of expenditure on treatment and medicines, less time spent to look for the service, as well as an increase in people's ability to work more hours and undertake harder work. The presence of Health Extension Workers has also implied easier access to contraceptives and fewer children. Their presence has, furthermore, implied an increased awareness of HIV/AIDS and how it is transmitted, even though the trend shows that the disease is increasing. Health Extension Workers have also promoted an increased awareness of harmful traditional practices, especially early marriage.

Due to easier access to water women's work burden has been reduced, their health has improved and they have more time and energy for other activities. While they previously might spend hours to fetch water many of them can now get it within less than 30 minutes. The fact that water is more easily available has also promoted the use of more water, both for drinking, cooking and for cleaning purposes improving sanitation and health. The improved stove, which was used by many women in Wollo, but fewer in Gojjam, and breaks easily when produced from local material, still reduces fuel consumption to about half, and improves women's health. Furthermore, it makes it possible to use more of the cow dung as fertilizer on the fields as use of improved stoves is mostly also linked to use of firewood rather than cow dung. Trade, in the sense of both buying and selling what the families need for the home and what they want to sell from their own products, and access to public services has been radically improved for thousands of people due to the roads that now link them to markets and services in the Woreda capitals, the Region, and the Federal state.

² Mean food requirement (according to Baseline 1999 p. 157) for 1 household in
East Gojjam 11 quintals, cereals 9 quintals and pulses 2 quintals, in
South Wollo 12 quintals, cereals 9 quintals and pulses 3 quintals.

Attribution to SARDP

The work of the Agricultural Extension agents in South Wollo and East Gojjam is based on the job descriptions developed by the Bureau of Agriculture. However, additional choices on their menus, like improved seeds, livestock and to some extent, farm implements and the intensified follow up and help to individual farmers can be attributed to SARDP which not only contributes to successive training sessions but also to on-farm agricultural research on which many of the interventions are based. SARDP has also built farmers' training centres, health posts, roads, water points and invested in some markets. The organisation has furthermore contributed a little to the training of Health Agents. The improved economy of the poor can also be attributed to the safety net, which supports those households who cannot produce enough to last them for 12 months. The safety net has major impact in South Wollo while it only impacts on three Woredas in East Gojjam. High price for agricultural products is another phenomenon that has improved the household economies for many people but which cannot be attributed to SARDP.

Noted constraints

From the beginning of SARDP I (Progr. Doc. Nov. 30, 1996:10) there has been general awareness, at least among evaluation teams, that although all farmers in East Gojjam and South Wollo could be considered poor, there were still clear income differentiations between them. The first document mentions *surplus producers, food self-sufficient farmers, poor farmers and destitute rural inhabitants*, to these are added rural women as a category with special problems. Repeated evaluation missions have pointed to the fact that a proper target analysis has not been conducted identifying the needs of women and the category of poor people in general. See e.g. the OPTO Report from July 2, 2003, which in its overall assessment emphasizes that there is a lack of analysis, differentiation and targeting of the most vulnerable groups.

As indicated above, there are few interventions directly contributing to a diversification of the economy of poor people, including women. The lack of target group analysis of the population has contributed to SARDP's missing out on these people. The team is convinced that a more in-depth analysis easily could have provided extension packages directly adapted to the economic capacities of the poor and women.

5.4 Have People become More Food Secure?

The generally improved household economy resulting from increased agricultural production and productivity, drinking water availability, better access to health services, schools etc has improved the situation of most people. The increased farm gate price for agricultural produce is another factor that has promoted increased production for those who have a surplus to sell (but constitutes a problem for those who do not produce enough). The safety net and food aid are services that make it possible for people to subsist even when the rains are unfavourable. These factors and the generally improved knowledge and capacity developed by all extension workers do contribute to food security (See also 5.3, evidence).

An attempt was made by the team to verify the information from the field, which implies better food security for many people, by using statistical data available from different sources.

Reference is made to Appendix 9 for details. Conclusions of this attempt are as follows:

1. Better food security is not the result of better rains. None of the trends in production increase or productivity increase can be explained by better rainfall; on the contrary the “rain trend” was slightly unfavourable in both Zones.
2. A larger share and also a larger actual number of the residents is now food self sufficient than in 2000.
3. An even larger share and also an even larger actual number of local residents eat food produced within their area now than in 2000 (This is on the assumption that people buy locally produced food during periods when they get cash safety net).
4. Safety net is to a larger extent a poverty regulation than mitigation to local food shortage, although it is both. “Graduation”, therefore, at least from now onwards, depends *more on measures to address inequalities in society than on increased agricultural production, but both are required*.
5. The production increase is both a result of area expansion and intensification of crop production.
6. People on average produce more per capita than they did in 2000 in spite of the human population being higher now.
7. It is safe to conclude that the better access to food that is noticeable is *both a result of better-organised food aid and increased local food production*. In relative terms, increased food production has probably been more important in the past years than better-organised food aid.

Evidence

Woreda and Regional reports as well as conversations with people at household, Kebele and Woreda level. Even poor farm households seem to eat three meals a day and have a somewhat varied diet. Food security is no longer mentioned as a reason for dropping out of school. Reference is made to Appendix 9 for sources of statistical evidence.

Attribution to SARDP

SARDP's support to basic social services helps the whole population. Food security for poor farmers is basically assured by food aid and the safety net. Many who were employed in road construction gained skills and knowledge through their work that has made them employable in similar work. They are no longer dependent on farm work and have their own income. Increased agricultural production, to which SARDP contributed, is also a major positive factor (Appendix 9).

Noted constraints

SARDP has missed out on promoting the economy of poor farmers due to lack of target group analysis. Relatively few households have so far “graduated” from the safety net.

Little has been done until now to promote poor and food insecure farmers to graduate from the safety net – maybe because there was no target group analysis. The new business development services that should help poor farmers to become self-sufficient still need to prove their relevance.

5.5 Has the Situation for Women Improved?

The situation for women differs radically between women coming from different economic backgrounds and also between women in the two zones visited. Differences between the zones should have an impact on the extension work carried out by HEWs as well as by DAs.

Women in Wollo were very good at expressing themselves and have a broad knowledge of the family's economy. They are well dressed and clean. Most of those we met were Muslim, but from the traditional Ethiopian Muslim group that intermarries with Christians and where both categories live together in the same village. Women in Wollo are often involved in trade. Many of today's house wives married when they were 15 and above.

Women in Gojjam are not used to speaking about themselves and their experiences. They had little knowledge of the family's economy. Although husbands said that they discussed important economic decisions, wives later said that "he tells me what he is going to do". Several Gojjam women mentioned that they would have liked to go to school but they were married early, at around seven to nine and were not allowed to go to school. The team discussed that the women from Wollo were so very different in their approach to those from Gojjam. One reason, it was surmised, could be the fact that as traders, women in Wollo had more exposure to the surrounding society. The close co-existence between Christians and Muslims could further reduce the influence that the Orthodox Church has on many traditions. Furthermore, the team saw the difference in marriage age as a significant factor contributing to why women in Gojjam still are so shy and insecure. The implication of getting married when you are seven or eight is that you have to leave your home, family and familiar surrounding, everything you are used to, in order to start living with a strange young boy and his parents in an area where you neither know the people nor the geography. Such a change at an early age can break anyone's independent spirit. According to the Women's Bureau and our own interviews, many of these women ask to be educated but adult education is only available in few places. To strengthen these women in their relation with their husbands they would thus need education as well as some kind of "independent" income. Such income could be derived from, for example, animal husbandry based on improved breeds or back yard gardening of vegetables and fruits. Their subordinate position as women was emphasized through their answers to the question: "What would you like to be if you could be born again, a woman or a man?" Most women said "a man". Asked to explain why they felt this way, they mentioned "he comes and goes as he wants"; "he does what he likes", "he never tells me what he is going to do" etc. All men who were asked the same question said that they would like to be a man if they had the choice.

In spite of the above, the situation of women in the Amhara Region has, in many respects, improved. Thanks to the land certification women's rights to land have been recognized to the same degree as their husbands'. There is also a family law and a national policy for women which provide for women's equal rights with men. In this way the basic institutional framework that provides for equality between women and men is in place. Furthermore, the number of women who are members of councils at Kebele, Woreda, Region and the National level are increasing. Gender awareness in various public offices is increasing. Violence against women has been reduced. Women's rights are defended by Elders and local courts as well as by Woreda courts and police due to the promotion of the Federal Family Law of 2000. Gender focal persons have now been replaced by so-called process owners (department or sector heads) whose responsibility it is to look after gender mainstreaming in their respective sectors. Harmful Traditional Practices like early marriage, circumcision and abduction have been significantly reduced. There is a Harmful Traditional Practices network from sub-Kebele to Woreda (called HTP avoidance referral system) which follows up on violence against these practices.

The percentage of women that has been offered business support is steadily rising.

Women's health has improved both as a result of the service of Health Extension workers (including family planning, contraceptives), easier access to water and improved stoves. More girls are enrolled in schools, sometimes their number is even bigger than that of boys.

Evidence

Focus group discussion with representatives from women and youth associations, from Kebele councils, from courts, schools and Health Extension Workers as well as individual interviews with mothers and

fathers about their children, about HTP and about community conversations. Reports, statistics and observations. Girls' school enrolment has increased particularly in primary schools. The major reason for girls dropping out of school is no longer early marriage, according to a baseline study carried out by the Women's Affairs Office in 2003. Increased participation of women in councils, committees and training. Even though it is not significant, there is a small increase of women being involved in income-generating activities.

Attribution to SARDP

Training in family law to the police, local judges and many others. Gender training has been provided to policy makers, planners and others who work on gender mainstreaming. There is institutional and human capacity support to the Women's Affairs Office at Regional, Zonal and Woreda levels which helps with organisation and training. SARDP has also supported the scaling up of the community conversation programme, construction of health posts and water installations and has supported the Regional Amhara Radio station. Eight girls' high-school dormitories have been built. Gender benches at courts where women can sit with their babies and wait for their cases to be heard have also been built. Prices for out-standing girl students to motivate others to continue their education have been financed by SARDP. There has also been support to communities in both East Gojam and South Wollo to make gender analysis and experience sharing visits to Awramba to bring about social change.

Noted constraints

There is a lack of gender baseline data at all levels preventing a proper analysis about changes taking place. Furthermore, there has been no gender audit to learn about what has been achieved and to see the gaps. There is still a lot of resistance and lack of capacity to mainstream at all levels (for Woreda level see report by Kalkidan and Wubit). Despite many gender awareness courses, people in key positions at the Woreda level still have not attended any or only a brief course. This includes people employed by the Woreda Women's Office. Women in the rural areas lack safe child delivery due to lack of delivery kits and of training. Gender sensitive agricultural tools have not been developed as they should have according to SARDP plans.

The team has observed few development activities specifically aimed at women. Upon divorce women still have difficulties in getting their rights respected (land rights, child support) because of low commitment by responsible bodies. There has been limited media use to promote gender awareness.

5.6 Has the Situation for Vulnerable Groups Improved?

Since there have been problems with targeting from the beginning of the program the situation of vulnerable groups has not been given proper focus. In the third phase limited efforts have been made to address the needs of vulnerable groups, particularly people living with HIV/AIDS. Community conversations led by trained facilitators have sensitized the communities to the HIV/AIDS disease. These conversations have been going on for a year and have led to women and men being aware of how the disease is transmitted and how to treat and help people who are infected. The knowledge has reduced stigmatization and some people have been able to openly talk about having the disease. Many have also tested themselves, testing sometimes seems to be obligatory for those who are going to get married. Some communities and schools help orphans and vulnerable children to support themselves. Recently HIV/AIDS funds have been introduced at Kebeles and Woredas. Old people in Wollo who have difficulties supporting themselves can be helped by the safety net. In Gojjam the safety net only works in three Woredas.

Evidence

Interviews and conversations with representatives from vulnerable groups, HIV/AIDS offices at Woreda, Kebele and Regional levels as well as with the Bureau of Health.

Attribution to SARDP

SARDP assigned HIV/AIDS technical assistants to support mainstreaming of HIV/AIDS in the different sectors and has also facilitated the community conversation. SARDP has also supported vulnerable groups with income-generating activities and given support to anti-AIDS clubs in schools. SARDP has also financed the distribution of educational posters as well as the voluntary counselling and testing services (VCT).

Noted constraints

SARDP transport support for PLWHA to get their medicines, however good in intent, is irregular. There has been no development of suitable agricultural tools for vulnerable groups, as was planned.

5.7 Are Institutions at Regional, Woreda and Kebele level Functioning Better?

The Woreda, with the powers it has today is a recent phenomenon. Still, the team has found that the Woreda's administrative capacity has improved. At the Woreda level they are able to plan, prepare and implement their own budgets. They have also shown the capacity to plan for and build roads, clinics and schools. They have a certain institutional memory that allows them to produce reports even though the reporting on SARDP activity has not been as good as desirable. Some Woredas present their budgets in public. The team was not able to ascertain how frequent a phenomenon this was.

The Kebeles administrative capacity has also improved. Kebeles often have their institutional memory on the walls of their offices where basic population, land and other data are presented. They have also proved themselves able to make budgets, collect taxes (3% of which they are allowed to retain) and even finance some of their own projects through e.g the sale of eucalyptus and lease of land to build a house. Similarly some Kebeles who are beneficiaries of CDF money, have been able to develop their own economic proposals resulting from discussions at the sub-Kebele level.

Evidence

Discussions at Woreda and Kebele levels with different committee members and observations made in the field and in offices.

Attribution to SARDP

SARDP economic contributions to both Woreda and Kebele have made it possible for them to have their own development projects. SARDP technical advisors have assisted the Woredas in planning, programming, implementing and reporting about activities.

Noted constraints

The Woredas have very little money other than what they get from the Region. About 90% of their non-SARDP budget is used for salaries and very little is left for their development activities. There is still a problem of staff turn-over at the Woreda level. In the eight Woredas visited information was sought on how long respondents had been in their present positions. 81 people responded to the question. 23% had been in their positions for less than one year; 36% for less than two years and 57% had been in their positions for less than three years. The time they served in the same Woreda was, however, significantly longer, indicating that staff transfers within Woredas are common. Better team work within Woredas could, therefore, mitigate the problem. The Woreda's reporting to the PCU is still having problems. Kebeles are very dependent on their administrators and managers. The team is not aware of any female Woreda or Kebele administrators but there are female Kebele managers.

5.8 Has Decentralization Been Effective?

Administrative decentralization has been effective in the sense that Woredas as well as Kebeles are able to produce their own budgets, work plans and economically account for the money. Many administrative functions have been transferred to the Woreda level and some to the Kebele level. There is, however, very little financial decentralization in the sense that neither Woredas nor Kebeles have their own independent means. Some Kebeles show signs of independent local initiatives while others wait for SARDP to help them.

Popular participation has been strongly enhanced through the CDF exercise which, at the same time, has improved the capacity of the Kebele council and committees to plan, budget and implement interventions. Discussions have been held at the sub-Kebele level and the community contributes on average close to 35% of the budget in terms of cash, labour and material.

Evidence

Observations in offices and discussions with Kebele and Woreda officials.

Attribution to SARDP

SARDP's economic contributions to the Woredas and Kebeles have made it possible for them to engage in various development activities something which otherwise would not have been possible with the limited Woreda and Kebele economy, where most of the money is spent on salaries.

Similarly the CDF contribution from SARDP has made it possible for Kebeles to discuss, devise, plan and implement their own development activities an undertaking that has strengthened them in all aspects including their capacity to administrate a population of some 5,000 to 7,000 people.

An HTP avoidance committee has been established from the sub-Kebele to the Woreda level. SARDP has also facilitated the community conversation.

Noted constraints

Lack of budget often makes it difficult for Woredas and Kebeles to make independent plans. Major community participation is through representation. When CDF plans are not approved by the Woreda people tend to lose their motivation and interest to participate in community planning. Similarly, so long as other local groups cannot enforce decisions they have made, but are dependent on the formal administrative set-up, their interest to participate can easily end. Our observations in the Kebeles indicated that farmers training centres have not been used much. These have been built by Kebeles for CDF money to be used for information to and training of farmers.

5.9 Is there Increased Resilience against Crises and Reduced Frequency of Crises?

The major increase in resilience against crises comes from the safety net being in place and the fact that food aid is distributed. The improved standard of living due to improved health, access to education and water, as mentioned above has also, and in general terms, made people economically and socially stronger and thereby more able to withstand crises. More farmers have savings whether in the form of animals and woodlots. Some save money in the cooperatives. Education can also be seen as a form of better resilience against crises in the sense that educated people having knowledge of alternative ways of living and thereby more chances of changing their lives and of finding new ways to support themselves. The use of contraceptives can also be seen as better resilience since fewer children makes it easier for adults to survive a crisis while small children have difficulties withstanding food shortage. The roads built by SARDP have also improved resilience against crises since they make it possible to transport people and goods of all kinds in and out of the Kebeles. People employed in road construction acquired skills which can be used outside farming.

Evidence

Interviews with people responsible for the safety net at Woreda level. Road-building, access to Health workers.

Attribution to SARDP

Through investments in Woreda and Kebele administrations, in offices, court rooms, gender bench and in health posts, clinics, school buildings and roads, SARDP has promoted the officials' capacity to administer the areas and serve the population and also to the improvement of the general standard of living of people in East Gojjam and South Wollo.

Noted constraints

Very few people in Gojjam are covered by the safety net. The fact that SARDP has not made any target group analysis has made the program miss the category of the poor and female-headed households. There is no mobilization of married women into women's groups and into adult education to use this as an entry point to get them out of their isolation and feelings of dependence.

Population growth is another key issue with regard to resilience against crises. In a World Bank report (2005), the Bank notes, that a rapid decrease in population growth is a key issue for the reduction of food-aid dependency. The report argues that today there is a high dependency ratio with few people working to feed and take care of a large number of dependents, not least to supply them with education and health facilities. However, the argument continues, if fertility rates can be made to decrease rapidly, faster than mortality rates, the ratio will be the opposite, a large working population will be able both to take care of dependents and improve the overall economic situation. This is called the "demographic bonus".

The report then discusses major factors that promote high and low fertility in women. Factors that promote low fertility according to the World Bank study are: a higher marriage age, increased school enrolment, especially secondary school education, high quality family planning, a regular access to contraceptives and women's economic independence. At present the Ethiopian government has implemented many policies to promote the situation of women. Marriage age is 18 for girls and boys and high drop-out rates due to early marriage, a major problem previously, has now been strongly reduced, not least because of the Harmful Traditional Practices (HTP) network that works from sub-Kebele to Woreda and follow up on any abuse like early marriage. Girls' school enrolment is now high, sometimes even higher than that of boys. Family planning is available from Health Extension Workers, but the quality could be improved and further education of the Health Extension Workers in the subject matter could greatly promote this work. There are some contraceptives in the rural areas today, but there is a problem with getting regular access and the demand is not fully covered everywhere. A final factor mentioned that contributes to fewer and delayed pregnancies is women's economic independence. Women who have an income of their own tend to have fewer children than those who are totally dependent on their husbands. This is a further reason for analysing what kind of economic activities that women can engage in independently. All in all, it is noted that SARDP has engaged productively in many activities that directly or indirectly address the population issue but it is, for several reasons, hard to clearly determine impact by referring top demographic statistics at this point in time.

5.10 Has Public Health Improved?

Access to Health Extension Workers due to the construction of health posts and, due to the improved road system, to clinics and higher professional services has improved the health of the population. The services and Health packages and community conversation provided by Health Extension Workers benefit the whole population both through awareness about how diseases are spread, interventions like the sanitation package to prevent their spread, and through the focused activities aimed at women and children. Other interventions, like access to clean water and having it close to the house, have facilitated cleanliness both of the individual and the home.

Evidence

Records from Health Agents and reports from the Bureau of Health indicating the steady improvement of people's health situation. Variations in people's diets with many different kinds of vegetables being consumed by most households.

Attribution to SARDP

SARDP's building of health posts and clinics, training of HEWs, their support to the community conversations, the building of roads as well as the overall investments in agricultural productivity have contributed to improving the health standard of the population.

Noted constraints

The increase of HIV/AIDS among pregnant mothers.

5.11 Has Awareness Generally been Raised through Extension Work?

There are two Health Extension Workers per Kebele whose duty it is to inform about and implement the various health packages. On hygiene and sanitation women and men showed a strong awareness about the importance of cleanliness, availability of latrines and clean home environment to prevent diseases. Many women implemented what they had learned from the health agents. Houses were clean, those who had a house with corrugated iron tended to have a separate kitchen and also a separate house for animals. In some areas of South Wollo many women used an improved stove limiting the fuel consumption and smoke drastically. The women used compost and had different waste disposal holes for liquid and solid waste. They also had a pit latrine with a can of water to wash the hands. Not all pit latrines seemed to be used, however. The compost, waste disposal and pit latrines were also frequent phenomena among the rural households. Health Extension Workers had trained sanitarians, one per *got* or sub-Kebele, who follow up on what people do in their homes with regard to the use of composts, waste disposal etc.

Women and men also showed high awareness of communicable diseases. They knew about HIV/AIDS, how it is transmitted and how to help people who have the disease. In most Kebeles visited the HIV/AIDS stigma has been reduced (although not in one) and in some, people afflicted with the disease had told about it in public so that their neighbors would know what it is and how to deal with it. Mostly, however, it seemed as if people kept it a secret and when somebody died young there would be rumours that the person had died of HIV/AIDS. Despite all the information on HIV/AIDS, the number of people getting infected seems to be on the increase. Women are more afflicted than men and pregnant women show the highest number of infected cases (according to the Bureau of Health HIV/AIDS positive births for 2008 were 5,030). Information about HIV/AIDS as well as about Harmful Traditional Practices (HTP) is communicated during the community conversation conducted by the Health Extension Workers. It was obvious that the frequency of many of the latter practices like early marriage and abduction had been reduced.

Women especially were aware of the family health services. They vaccinate their children against the various child diseases. An increasing number are also using contraceptives, mostly the Depo that lasts for three months. There are some irregularities in access to all contraceptives especially the Depo and sometimes women are given pills, which are less appreciated and more difficult to take for rural women. The irregularities and change of contraceptives from Depo to pills caused many unwanted pregnancies that could have been prevented. The number of women or the percentage of the female population that uses contraceptives is, however, impossible to know, registers not allowing for any such conclusions. Every time a woman comes for her contraceptives she is registered anew, as a contraceptive taker. From our talks with husbands it appeared as if men to a much higher degree than previously accept that their wives use contraceptives.

There are three positions as Development Agents, (DAs) in each Kebele: One for crop promotion, one for animal husbandry on feeding and breeding and one for natural resources. At least two were frequently to be found in each Kebele. A fourth DA, for animal husbandry, worked for three Kebeles and a fifth for cooperative promotion also worked for three Kebeles. These five had one supervisor who also worked for three Kebeles. The task of the DAs is to communicate, instruct and follow up on the various packages (see household economy) given to the farmers. These packages are later used by the supervisors to evaluate their performance. From our conversations and interviews it was apparent that the DAs had good contacts with the farmers and that those who took on new interventions were followed up on a regular basis with home visits. Even those who could not be involved in the various packages, poor women and men, seemed well aware of the information that the DAs had communicated. The earlier unfortunate mix of extension work and tax collection has been eliminated.

Both through the assistance of Health Agents, Development Agents, relatives and neighbours women had learnt to use vegetables in the diet. Onions, spinach, carrots, tomatoes were the most frequently used. Consumption habits have thus changed with regard to what even poor people eat.

Evidence

Evidence was obtained from interviews, discussions with Health Agents and Development Agents and reports, including information on the walls of the various public offices. Information was also obtained from visits to people's houses and talks with individual women and men who could relate to us what they had learned. Toilets and waste disposal holes were observed.

Attribution to SARDP

Health posts have been built by SARDP all over the project area. Although the Health Agents were initially trained under the auspices of the Bureau of Health, SARDP has contributed to their further training. DAs are working under the Woreda Office of Agriculture and are assisted in their work by SARDP's technical assistants. DAs get additional training and the packages on which they teach and help farmers implement are based on research carried out within ARARI.

Noted constraints

Stoves were not so frequently used in Gojjam, the reason is not apparent. Furthermore, several of the women mentioned that their stoves were broken and that they had not rebuilt them. The reason is that most of the stoves are built by clay. The initial approach was to teach some women how to make improved cement stoves and that they should then make such stoves for other women. This was to become an income-generating activity which, however, has not been realized. The reason is at least partly the high price of cement.

Within the program the team has found few attempts at a comprehensive analysis of the whole farming systems approach and discussions about alternatives to what is being implemented at present. Such an approach might have included more intensive cropping, including fodder crops, to raise improved breeds, the marketing of milk and meat and having zero-grazing as a result.

Interventions aimed at women, like vegetable and fruit production, the planting of fodder trees and fruit trees as well as water harvesting have not been in place.

With regard to water:

Wells, improved springs etc are often given as a gift, without people paying for them – something which often leads to a lack of appreciation of the installation. To get commitment to whatever is provided, like water facilities, people should preferably pay some contribution in the form of labour and/or cash. Furthermore, in many areas people pay nothing for their water while in some they pay a flat, monthly rate which is extremely low. As a result there will be no money put aside for maintenance when the need arises; this is a drawback with all installations for which there is not enough payment. Fetching

water is the task of women, yet, most water committees seem to be made up of a majority of men, with men in the position of chairperson and cashier. Reviews of successful water projects around the world indicate that when women chair the water committees, take care of the money and when users pay to have the water installed and then pay according to their consumption – the installations tend to have a much longer life as compared to when this is not done.

With regard to pit latrines:

All over the program area, in individual households as well as in schools, pit latrines have been dug. This means that all nutrients coming from people's urine are wasted in the pit, when urine actually contains the best fertilizer that is needed by depleted soils. To work with urine-separating toilets to improve the productivity of the soil, especially for vegetables, would be an important improvement in the program.

5.12 What has SARDP possibly Contributed to Ethiopia?

Clarifying what exactly SARDP has contributed to the overall development in Ethiopia would require extensive research in the country. As the team has no such opportunity, it has to rely on all team members combined knowledge on what goes on elsewhere in the country and on “second opinions” from knowledgeable people outside of the Programme. The following emerged:

Decentralisation to Woredas

Several sources suggest that SARDP has inspired a larger decentralisation process in Ethiopia. SARDP is said to have taken a lead in demonstrating that Woredas, with some capacity building, can successfully implement a substantial volume of local development activities.

Availing funds to Kebeles through CDF

Another decentralisation move is the allocation of funds and responsibility to the Kebele level. Around 400 projects implemented at the local level clearly shows the potential for that level to be operationally involved.

Support to and recognition of traditional court of elders

Local elders have always been treated with high respect and their role is not new. But it was reported to the team that SARDP has helped giving the traditional court a strengthened role by availing training and by so doing also demonstrating that they are important not only from a local point of view. The practical impact is decentralisation; relatively fewer conflicts need to be brought to the attention of the formal juridical system.

Scaling up of and adding more contents to community conversation groups

The concept of community conversation was developed by UNDP, but SARDP showed its viability and the potential for up-scaling. SARDP also introduced the topic “Harmful Traditional Practices (HTP)” into the discussion forum which is said to have led to a significant reduction of such practices.

Enterprise Development Facility and Business Advisory Services

These initiatives are also reported to be innovative, not least the use of private service providers at local level. Sustainability and cost-effectiveness is, however, yet to be demonstrated.

Land certification

Tigray was first among the Regional Governments to embark on land certification. The evaluation of the land administration and land use concluded that a lesson learnt from Amhara Region, that is of relevance for the rest of Ethiopia and beyond, is that the certification process can be done quickly, cheaply and fairly, benefiting from participatory approaches and simple methods. Participatory approaches are highly effective. By using community validation of rights, local dispute resolution, appro-

priate methods to locate and identify land parcels, is it possible to certify and document the land rights of large numbers of persons in a comparatively short period of time at a relatively low cost.

6. Conclusions

6.1 Overall Conclusions

The overall conclusion of the team on SARDP III is that the programme can be seen as a good example of an area-based programme. A wide range of activity has been implemented yielding significant benefits for the people in the programme area. Details to substantiate this are provided in the earlier sections. However, the programme is generally better as a doer than as a reporter and analyser.

The overall picture on cost-effectiveness is quite varied. Broadly speaking, land administration and economic diversification activities have both included major elements of capacity building and systems development. Therefore, if total investment is just compared with actual practical outputs, the cost-effectiveness does not come out well. However, it is obvious for everyone that this is an unfair approach as it overlooks the investment in capacity and systems. Both these components will have to refine its approaches and methods so as to reach and demonstrate acceptable cost effectiveness and prove sustainability.

Agriculture and natural resources is the area that constitutes the backbone of the economy. There are coherent indications of a positive development in the sector over the last decade. SARDP has undoubtedly contributed to this positive trend, but it is not possible to precisely determine how much as there are other positive externalities, notably increased prices on agricultural produce, that mask the specific outputs of SARDP. This fact does not imply that the contribution should be small or marginal. Most important results have been derived from land certification, agricultural improvement including on fruit production, and extension. Livestock-related initiatives are highly relevant and promising but still implemented on a very modest scale as compared to the need. In particular, land registration, land use planning and the initiatives related to natural resources management would benefit from further conceptual development of the applied approaches. Conclusions on land administration are further elaborated on in section 6.2.

Much of the activity under the *Economic Diversification Component (EDC)* started late. As a consequence there is limited experience on which to build conclusions. However, the start has generally been successful and there are initiatives under EDC that could be expanded and developed further. Constraints and challenges have also been noted. The most important ones are that:

- There is need for more activity on marketing and market information. Some of the planned activities for SARDP III have not yet been implemented.
- The links between agriculture and economic diversification has not been as strong as it ought to be considering the importance of agriculture in the local economy.
- Many of the activities have had an urban focus, fewer with rural focus.
- The support availed has so far had a main focus on a few business sectors, like trade, metal and wood work, and limited areas of food processing which could lead to market saturation.
- The business development services are constrained by the level of exposure that the service providers got to the outside world. Their focus areas are narrowly focusing on business plans and accounts with less attention to marketing issues and market analysis.

- Staffing in the public sector is not matched to the need in different localities. Woredas with good prospects for a more developed business sector would need more staff than Woredas where prospects for business development are more limited.
- There are a number of sustainability issues that, as a matter of urgency, must be tackled. The single most important one is the future management and “ownership” of the funds that flows back as loans are repaid. Loans disbursed are now treated as “costs” from the SARDP perspective.
- Since it appears that funds transferred from the PCU account to other organisations are accounted for as costs there and then, it is hard to reconcile actual detailed expenditures with activity outputs, which makes assessment of cost-effectiveness difficult. It is nevertheless noted that operational costs have to decrease and there should be a better plan for the future transfer of costs to be borne by the business sector itself.
- The credit so far has been limited to small amounts and with short repayment periods, which may not suffice for certain needed investments. So far no support was rendered to medium-sized enterprises working on value addition of agricultural produce.
- Better linkage between EDF and BDS could increase efficiency in loan utilisation.
- Organisation and coordination within Woredas need attention. In some Woredas there is good cooperation between MSE Development Offices, ACSI and BDS providers, while such cooperation is less prominent in other Woredas.
- Issues related to women’s access to credit may need special attention. They are commonly afraid of the risks associated with credits. There is need for initiatives aimed at risks analysis and risk reduction. Formation of cooperatives and self-help groups could be more actively promoted. Business ventures suited for women, like production in home gardens should receive more attention.
- Skills training must be based on a good understanding of market demands and value chains.

Infrastructure is the output that demonstrates the most vibrant activity. It is an impressive volume of investment. Investing in roads, schools, health posts, water etc is what people needed and wanted and must be seen as the right thing in order to reduce poverty. SARDP documentation provides challenges and uncertainties as to cost-effectiveness assessment but the general impression is favourable. Maintenance issues and organisation of the same deserves more attention.

Decentralization efforts beginning with support to the Regional offices, then to Woredas and finally to Kebeles must be considered as relevant within the Ethiopian administrative system where higher institutions must function for those lower down in the hierarchy to be made effective. At present, many farmers, women and men, at sub-Kebele level have been able to discuss, plan for and implement projects they together have decided upon something which has promoted people’s capacity to work for common goals. Their willingness to contribute both material and labour to the projects is a clear indication these were the right things to do. CDF features in the Decentralisation output as a most promising and worthwhile initiative. Evaluators do respect the difficulties Kebele officials have given their limited facilities.

Management and TA services come out well as far as implementation support is concerned but not equally favourable on reporting and M & E . A degree of Government bureaucracy impacts on implementation modalities and reduces cost-effectiveness in certain respects but the more serious concern is the limited capacity to analyse cost-effectiveness in implementation. The limited interest and ability in this direction may partly be attributed to the fact that much of the activity is not implemented in a fully competitive environment. Infrastructural work, for example, is often implemented by Government and in collaboration with local communities providing free labour. In instances where there may be only

one implementer in the Region there is also no need for competitive bidding as there is no requirement to invite bidders from outside of the Region. But even though the implementation is not always based on competition, cost-effectiveness studies helps making informed decisions.

The objective of the Sida support to the Amhara Region was to contribute to *poverty reduction* through better food security. Poverty is, in a strict sense, associated with hunger and lack of shelter. In its broader sense it also implies lack of access to schools and medical treatment, to clean water and markets and also a lack of knowledge about what is going on in society, information that is vital for all citizens in their attempts to develop their various survival strategies. This is why the eight Millenium Development Goals are seen as mutually reinforcing and interdependent: to 1) eradicate extreme poverty and hunger; 2) achieve universal primary education; 3) promote gender equality and empower women; 4) reduce child mortality; 5) improve maternal health; 6) combat HIVAIDS, malaria and other diseases; 7) ensure environmental sustainability; 8) develop a global partnership for development. It is in this context that the SARDP interventions must be viewed. Many of them directly conform to the needs and priorities of the farming population. The population has benefitted from infrastructure development, especially roads connecting them to neighbouring Kebeles and Woredas connecting them to the outside world, to jobs, schools, health institutions, water, and markets making them part and parcel of the Amhara, Ethiopian and global communities.

Between 40 and 70% of the farming population has benefitted more than others. They are the medium and better off farmers who, due to their better economic situation, have been able and ready to take risks and to make full use of advice and recommendations regarding agricultural inputs, new breeds, crops and techniques.

Limited interventions have been developed for the resource poor farmers, to which category many female headed households belong, which is a drawback. Because of the reinforcing nature of structural inequalities, gender mainstreaming needs supporting measures like independent income generation and adult education not to marginalize women and undermine the whole development effort.

The gender gap has almost been eliminated at primary school level and early marriage and violence against women have been markedly reduced. There are also self-help groups to address women's economic, social and empowerment issues.

6.2 Land Administration

The overall conclusion on land certification is that the exercise has realised substantial benefits in terms of a perceived improvement in land tenure security. Given that the greatest threat to this security came from periodic redistributions of land, the removal of this threat, through land policy or legislation could, by itself, have improved land tenure security measurably. However, actions speak louder than words. Recent history suggests that merely a change in legislation would not be sufficient to improve tenure security, and by undertaking land certification and providing a majority of users with a book of holding has clearly demonstrated that blanket land redistribution is a thing of the past. The symbolism of certification is important.

It is, however, also noted that tenure security has not improved for all. Households classified as illegal are likely to constitute a significant number, although the number is not known as it was not recorded.

Although the land certification exercise for issuing temporary and primary books of holdings has been successful, other aspects of land administration have been less so:

- The use of high accuracy surveying in the pilot projects was not replicated in the scaled up programme and maps were not supplied to land users as required by law.

- Records of land holdings – the register – is kept and maintained at the Woreda and not the Kebele, as required by law. The Kebele lacks capacity to maintain a register that is perhaps too complicated for the needs of rural land users.

The emphasis on accurate measurement by ‘high tech’ surveying equipment, comprehensive registers, and computer system suggests that some aspects of the work have been too technically-oriented. The accurate measurement approach has, so far, proved to be ineffective in providing the required parcel maps, except in certain situations where the cost is justifiable (irrigation schemes) and affordable (commercial agricultural investor). Alternative approaches are now being investigated.

The evaluation team would have preferred to see more of a poverty focus in line with the overall goal of SARDP III with more technically-appropriate solutions to measurement and registration developed.

The effectiveness of the registration system is also unclear at this stage because it is not yet fully established and demand for updates and transactions is currently quite low. This may change with time and education, and if the benefits are perceived to be in excess of the costs to users.

SARDP has not been able to provide the team with any cost-benefit analysis of the land administration initiatives which covers the two phases. An analysis of costs has been undertaken by another study (Deininger, 2008), concludes that primary certification is highly efficient (an order of magnitude better than the most efficient comparable project elsewhere) but that the second stage certification methodology using high accuracy surveying equipment is much less efficient and unaffordable for the majority of rural land users. The efficiency of registration remains to be seen pending a clear picture of user demand and the fees that will soon be imposed.

The evaluation concludes that the contribution of the land administration project purpose to the programme goal (access to land and tenure security contributing to poverty reduction) is not clearly established. That is, causal linkages between improved tenure security and poverty reduction are not directly observed from the evaluated evidence available to us. Other interventions of SARDP and externalities in the agricultural economy (especially rising commodity prices) have masked any benefits that may accrue from improved tenure security.

There is, however, a more direct causal relationship between land administration and commercial agriculture with some positive poverty reduction impacts arising through rural employment opportunities. Land suitable for commercial agricultural activities is being identified with the aid of the land administration system and the raising of investment capital by the mortgaging of long leases protected by registration.

Although land is more accessible for private investors in commercial agriculture there is little evidence thus far of land being more accessible for small farmers because of the land administration system. Holdings have continued to decrease in size and the frequency of rental agreements between smallholders has not increased significantly to have any significant impact on rural poverty. There is a risk that the land administration system may make it more difficult to convert grazing land to arable land, which may restrict access to land by landless people and thereby potentially increase the numbers of landless and exacerbate rural poverty.

The evaluation concludes that the project output has impacted upon the project purpose (improved land administration and use planning contributing to access to land and tenure security) by:

- Land certification has led directly to improved tenure security for recipients of certificates.
- Improved land administration has the potential to help improve and sustain tenure security in some cases through registration and improved enforceability of formal transactions.

- Some aspects of land certification have resulted in worsened tenure security (e.g. persons with holdings declared “illegal”).
- Some aspects of improved land administration and use planning has the potential to worsen tenure security (failure to register updates and failure to conform to land use plan may lead to eviction).

The overall conclusion on the land administration component is that the project has improved land administration and demonstrated a positive impact on tenure security for many people.

Overall, we conclude that land *certification* has largely been effective for improving tenure security, and the land *registration* system thus far has been less effective in improving tenure security.

Sustainability of the land registration depends to a large degree on user demand for its services, and whether users perceived the benefits as outweighing the costs. We hasten to add, that in no circumstances should the cost to users equate to a loss of the land for failing to register. The manual version of the register must be maintained for the foreseeable future; it must not be replaced soon by the computerisation version (ISLA). Based on our observations and findings about human resource capacity, staff turnover, and staff reductions following the business process re-engineering, past experience of data not being entered into the computers by Woreda staff, and other things, we conclude at this point that computerisation appears unsustainable. Conclusions of recent studies on urban cadastres (DHV, 2006; Melkamu, 2009) and rural land certification in Ethiopia (Deininger 2008) support this conclusion.

6.3 Programme Governance by Sida and PCC

The team would have preferred to see a closer monitoring of the programme by Sida, PCC and independent teams and evaluators. Justification for this position is provided elsewhere in the report.

SARDP has not been able to provide the team with any cost-benefit analysis which covers all the three phases. This makes it difficult to discuss efficiency. In hindsight it appears, however, that had the Programme been more receptive to the various teams commenting upon the lack of target group analysis much more could have been done for poor households, including the majority of the female-headed ones.

6.4 Technical Quality

The technical quality is generally good. Agricultural initiatives are by and large relevant in the respective areas. However, the team would have preferred a higher level of investment in certain situations, notably schools and roads to achieve a better result and less maintenance costs.

6.5 Ownership/Maintenance

Maintenance is a general bottleneck. Improvement is required. In many instances committees have been appointed or other arrangements made but it was frequently evident that arrangements were not effective. This may sometimes relate back to the implementation arrangements with too limited community participation and co-funding, for example in irrigation schemes. More work on community organisation would be beneficial. However, also the maintenance of Government investment is weak. All in all, a “maintenance culture” has to be actively promoted for better long-term cost-effectiveness.

6.6 Area and Target Groups Differentiation

The fact that the farmers in the zones covered by SARDP have improved their standard of living is visible in the number of houses with corrugated iron, in the variations in people’s diet and in the fact that most seem to eat three meals a day. There is less vulnerability to famines today and poverty has

been reduced although this can also be attributed to better prices of agricultural produce, the safety net and food aid. Early marriage and poverty are no longer causes for dropping out of school.

Medium to better-off farmers have succeeded in increasing their yields substantially thereby significantly improving the food situation in the Amhara Region and the country as a whole with the help of DAs and SARDP's agricultural packages.

The poor, constituting a substantial share of the population, have not been able to benefit fully from the agricultural packages due to limited assets. A proper target group analysis could have identified this group of people and developed a package adapted to their needs. This, in turn, could have improved the economy of both the individual farm households of the Region and at the same time strengthened the resource-poor women who lead very difficult lives.

The need for better target-group analysis and for differentiation of approach in different settings has been discussed already before SARDP III. In fact it dates back to the original design of SARDP. Although the SARDP document does not cater for this, in reality, implementation has been sensitive to the issues to a certain extent. Elements of economic diversification have, for example, not been implemented everywhere.

For the future, a farming systems approach based on analysis of local conditions would be desirable (this statement does not refer to Sida support but is general). *East Gojjam* could benefit from *farm mechanisation* and *water harvesting*. *Cultivation of fertile lands in valley bottoms could be further promoted* in a situation where water harvesting reduces the need for livestock moving up and down the slopes for water. Eventually the valley-bottom grazing areas may lose importance and livestock rearing could become more based on zero-grazing and dairy production. Farm mechanisation with appropriate technology would be part of that equation too; eventually oxen may play a reduced role. Many farmers in East Gojjam earn good money currently, and the coming years may be the *window of opportunity* for new investments in agriculture-related activity, be it tractor or processing facility.

The *western parts of South Wollo* are in the other extreme. Here *education in all forms* could be top of the agenda as it seems to be a must that young people seek their future prospects elsewhere. HIV/AIDS and *population issues* needs to be addressed. Education is a key also in that respect. The dream would be to see youth from Western Wollo better educated than any other Ethiopian youth so that they would be in demand as a talented work force.

6.7 Sustainability of Results

Awareness creation of the importance of good sanitation, of the spread of communicable diseases, the relevance of vaccinations, family planning and the use of contraceptives has been successful. SARDP has built clinics and the government has employed the relevant personnel. Similarly, schools built by SARDP have been staffed by government. Committees such as HTP networks have been institutionalized from sub-Kebele to Woreda level. Knowledge of improved seeds, with farmers producing their own seeds, the use of composts, of fertilizer etc has been well communicated to the farming community, including to those who cannot make use of the advice. The impact among those who could adopt new ideas and methods will be sustainable on its own. The decentralization interventions also contain a certain amount of sustainability in the sense that all the institutions are part of the government structure. On the other hand there is a big problem with staffing models that are so comprehensive and inflexible that very little money remains at the Woreda level after salaries have been paid. It is noted that the projected expansion of the "Local Investment Grant", LIG, may result in improvements in this respect. Many of the water installations and roads display insufficient arrangements for maintenance both from a technical and an economic point of view.

7. Lessons Learnt

This brief section presents some of the lessons learnt that the team has noted. They are not presented in any priority order.

7.1 On Programme Design and Implementation Arrangements

Start with a realistic plan

A well-structured log frame makes it easier to manage for results. The log frame evolution is less than ideal in SARDP. Looking back, the team is of the opinion that it would have been better to have a more generalised log frame in the programme document as a point of departure (about 20–25 sub-outputs rather than 39 and less than 100 associated indicators) without reducing the subject area scope. A more generalised programme document would then be given a higher level of operational detail in annual work plans. In SARDP, a very detailed but otherwise well thought through log frame, proved to be a mismatch with the programme's ambition and ability on reporting. As a response to mounting pressure from the donor the log frame in SARDP was, at a late stage, drastically revised and a slimmed version formed the basis for an emerging M & E. Such evolution should be avoided and can be avoided if the log frame is well analysed from the start and if M & E is given due attention during implementation.

Evaluations can be helpful!

The earlier history of external monitoring teams and evaluations has not demonstrated that such external inputs have generated a good learning climate. More often, it seems that external teams and programme management has ended up in less fruitful discussions on details and the main points brought up by evaluators seem sometimes not to have been internalised through follow-up discussions and analysis within SARDP. It is agreed that evaluators can arrive at conclusions and recommendations that are rightly deemed irrelevant by the actors involved in the evaluated interventions, but in the long history of SARDP there are points that have been brought up repeatedly and that SARDP (and Sida) should have followed up more vigorously. Reporting and M & E are the most striking examples. Evaluators should be seen as potential helpers to programme management.

Cost-effectiveness and priority setting

Large and complex programmes and especially those that have an infrastructure component that consumes considerable financial resources should have systems for internal assessment of cost effectiveness. Such systems are nearly absent in SARDP. Cost-effectiveness assessment is not primarily for the donor but for the implementer. Information on unit costs, effectiveness of different modalities (contractors vs Government management of micro projects; use of local labour vs hiring of machinery) and costs in relation to quality are factors that would help management at various levels to make informed decisions.

By-pass arrangement or not?

Nowadays accepted policy does not generally favour the establishment of separate programme offices or other by-pass arrangements with differing staff policies as compared to the host organisation. The team notes that creation of such units can help programme implementation. The existence of such unit, which is in itself unsustainable, can be seen as a means to an end, with the end being both creation of sustainable capacity at lower administrative levels, and the implementation of activities that yields sustainable results. Any support to the creation of such units needs to be carefully analysed in light of agreed policies, but it is also noted that efficient management that is delinked from Government bureaucracy is a key to success. If such units are accepted, their design should be such that the potential benefit of their existence is maximised.

7.2 On Technical Content

Benefits of area-based development

SARDP has capitalised on its diverse menu of activity. The ability to merge infrastructural investments, health and education-related initiatives on the one hand, which tend to alter fundamental factors, with economic-diversification and agricultural development packages on the other, which help people capitalise on the newly created opportunities, has clearly demonstrated a potential. If either of the two major elements is left out of the programme menu, the implication is that a programme would be better if it was planned in synergy with other actors so that the menu still becomes comprehensive.

Intensification of land use and farming systems thinking

The agricultural sector will continue to be the source of livelihood for most people yet for quite some time. As it is generally believed that the population continues to grow, the land resource will have to be the basis for productive work for an increasing number of farm families. Land is a finite resource but the use of the land is quite adaptable to the available work force. The implication is land use change (largely extension of arable land on the expense of grazing land) and land use intensification (largely better use of arable land but also better use of land that cannot be cultivated). The further implication is that there is need to ensure that all policies are harmonized and point in the same direction.

Land administration and, in particular, land use planning, risk to prevent land use change rather than to promote acceptable change.

Expressed more generally, a farming systems approach is essential. This applies for both extension and research. Commodity focus alone has not the potential to optimise initiatives for agricultural development. Linked to this observation is also the observed necessity to have market's and value chain's analysis well integrated in the agricultural development agenda.

Land administration

Land certification in Amhara provides a key lesson for the rest of Africa and the developing world: "Beyond Ethiopia, the need for follow-up action notwithstanding, the massive scale and positive impact of first-time land certification in this country highlights that technical obstacles or resource constraints can not explain the near universal failure by African countries to put the innovative aspects of recent legal reforms into practice" (Deininger, 2008).

We find that the following specific lessons learnt from the implement of the SARDP land administration project are instructive:

- Using a human rights-based approach in land-related programmes involving land tenure and administration ensures a better social-legal balance for the programme outputs and definition of activities, and discourages technically-driven approaches. In particular, there should be recognition of the validity acquiring land rights over time (open and peaceful possession) and in the demarcation of land and resolution of boundary disputes without the need for accurate, and generally unaffordable, surveying.
- Always consider, test and report on alternative approaches to maintaining and sustaining the benefits of land certification. There are various forms of registration, and in the absence of land markets and transaction complexity, a simpler recording or registration system may be more appropriate for rural smallholdings. Similarly, it is important to investigate different ways to prepare maps and plans of parcels and to resolve boundary disputes in the local context and with affordability in mind.
- Land titling or certification can be done quickly, cheaply and fairly, by placing participatory approaches at the centre of the strategy.
- High accuracy surveying is contrary to quick, simple and affordable approaches.

- There is a demand for maps to accompany books of holding and to help resolve boundary disputes.
- The use of maps in the pilot Kebeles has proved not sufficient to prevent boundary disputes; there is a need for farmers to better demarcate their parcels by bushes, trees, or other immovable or difficult to move objects.
- The use of high accuracy surveying equipment may be justified for large-scale irrigation schemes and affordable for commercial agriculture where parcels have to be properly laid out for elevation as well as location.
- A distinction can be made between land certification (provision of legally-valid documentary evidence of entitlement to land holding that have a direct impact on improving tenure security) and a land registration system (keeping farmer-held certificates and state-operated registers consistent with each other). Certificates have addressed the primary need – land tenure security. A land registration system adds value by providing a mechanism to keep certificates up to date and to provide for secure transactions. Where changes are infrequent and transaction volumes small, the benefits of registration are less evident when compared to certification.
- Basing the legality of land rights on the outputs of the last land re-distribution has led to the exclusion of some land users from the benefits of certification and has weakened their tenure security; using the present-day as a benchmark and community validation for assessing the validity of land rights would be fairer.
- A well-structured log frame matrix, with strong causal relationship between goal, purpose, outputs and activities, with S.M.A.R.T. objectively verifiable indicators, makes it easier to manage for results and to evaluate outcomes.
- The low unit cost of primary certification might justify periodic (re)certification rather than compulsory registration as an alternative to approach to maintaining land tenure security
- Bottom-up community validation of user rights is a compelling alternative to top-down, officially-sanctioned registration systems

The importance of infrastructure and in particular roads

SARDP demonstrates well the impact roads can have in a rural landscape where access to markets, services, agricultural inputs and other goods constitute severe restrictions for development. A road alters fundamental factors and creates a dynamic environment where many other initiatives become worthwhile. The roads' initiatives have benefitted from synergetic Government investments, notably in electrification. Roads make electrification much more within reach as materials can be transported. For a potential entrepreneur it is a difference as big as day and night to (i) operate in an environment without road and electricity (very limited options) or to (ii) operate in an area with a new road and new access to electric power (sudden creation of a menu of options).

The importance of business development services and access to credit

SARDP has also demonstrated that access to credit and business advice can make significant contributions to economic diversification. However, the potential is greater in some areas than in others and the potential for different segments of the population also differs. It is hard to see a standardised set of activity of this kind being very effective in areas that are very remote and inaccessible, where the monetary economy is very weak and where subsistence farming is the predominant livelihood. Such areas are found in western Wollo. In such areas, options are few and any package for economic diversification must be carefully designed and based on a good analysis of the prevailing conditions. Credit should be introduced with great caution as it is risky for people who are not used to money at all to have an early acquaintance with money in the form of a loan.

A similar reasoning can be applied to different segments of the population. The poorest people are unlikely to quickly become entrepreneurs, so the more direct benefits of economic-diversification activity are likely to be directed to those who are a better off. Secondary effects may, however, benefit also poorer groups as they may find new jobs created through the initiatives.

The importance of education

Similar to roads, education tends to alter fundamental factors. Two main aspects should be remembered: (i) Through education people become enabled to do better in their already on-going activity by avoiding being cheated and by more easily accessing ideas on improvements, and (ii) Through education young people stand a better chance to manage their lives if they, for one reason or the other, decide to leave their home are. Outmigration will have to be part of a future scenario in some area, notably parts of South Wollo.

Education is today part of the Ethiopian government's agenda and one of the major requests of the population. Wherever schools are built, staffing is provided by the government. This is a positive development and will have a strong impact on the life choices that children will be able to make. Not least, primary education delays marriage age for girls and boys and statistics on enrolment in secondary education combined with fertility statistics have proved that women with secondary education have 1.5 children less compared to those in primary education who, in turn, have fewer children than those without education. Quantity in education is thus a must, but a huge amount of poorly educated youngsters whose knowledge will not make them into better farmers or employable in other sectors might become a danger to society. It is therefore important that *quality of education is combined with quantity* and provided in both *academic* (which have a high status) and *vocational subjects*. This is also why theoretical studies in all subjects need to be combined with practice.

7.3 On Approaches

Implementation at the lowest levels through CDF

The Community Development Fund provided by SARDP has benefited different Kebeles in various ways. The exercise surrounding what to do with the money seems in many cases to have been most important. Kebeles were encouraged to discuss with the community about what kind of development intervention they would most like to have. Discussions were held with facilitators at sub-Kebele level where both women and men were encouraged to participate. The results of these discussions were then taken up by the Kebele council which produced a plan and a budget to the Woreda for approval. Some of the projects seem to have been more valuable than others. Thus drinking water, schools, health posts etc appear to have been more appreciated than farmers training centres which had not been used much in the Kebeles visited. A different kind of CDF project was developed in Kallu in Wollo and got the support of the Kebele and the Woreda. Women came together and formulated a project for milk cows, improved sheep and goats. 20 women started the project. According to their rules, they shall pass on a female calf, lamb or goat as soon as they get one. There is always another group of 20 women waiting to take care of these animals. Today almost 60 women have benefited from the project and they all continue with the redistribution. The benefit is both economic and managerial in the sense that the women get the animals and their products, they have also elected their own executive committee, with by-laws which state that they make a proper examination of new candidates before allowing anyone to join their association. In Kebeles where councils do not listen to the priorities of the people or if Woredas do not accept the proposals of the Kebeles there may develop planning fatigue and loss of interest in this kind of endeavour.

The dangers of mainstreaming

Mainstreaming with its origins in the mid-nineties is, according to “development practice”, the “politically correct” thing to do. In the 90s mainstreaming was seen as a solution to achieve a more equal

society, in particular when special projects aimed at improving the situation of women failed and power relations at the local level remained the same. The reason for the failure was attributed to the fact that many projects and programs lacked information about gender relations and the role these played in local and national power relations. Thus, lack of information about how existing structures work in local societies, how they can enable and constrain both women and men, not least in their interactions with each other, was seen as a major cause for the failure of women-directed programs and mainstreaming resulted.

What has become ever more obvious over time, and with negative experiences from development aid programs, is that mainstreaming has a tendency to homogenize the categories of people that are to be mainstreamed, whether from an economic, gender or ecological/climatological aspect. This homogenization in turn easily makes programs miss whole categories of people. In SARDP, for example, Amhara farmers in East Gojjam and South Wollo have in general been considered poor, and various packages have been developed to help these farmers, including menus to allow them to choose what they find interesting and relevant to do. The packages and menus are admirable offers implying openness to the farmers allowing them to make the choices. The team has, however, noticed that most of what is on offer on the menus can only be accessed by those who have some kind of capital or other economic security, the so-called medium to better-off farmers. This comment does not mean that no poor farmers or no women have been able to make use of what SARDP has had to offer. On the contrary, many poor female- and male-headed households, as well as married individual women have been able to benefit from the interventions. There are also needs shared by poor women and men which have been satisfied by interventions of the Federal government and much facilitated by SARDP such as access to health facilities, to family planning, to schools, the scaling-up of community conversations, follow-up on HTP, to drinking water as well as to markets and public institutions. The farmers are now more or less part of a global community due to all these factors.

However, if a target group analysis of the farmers in the Amhara Region had been conducted it would have been evident that the farming population is quite heterogeneous, even when this is not always visible to the eye. Some categories of farmers that the team has been able to distinguish are thus women in Gojjam as compared to women in Wollo. These categories of women have different traditions which make them differently prepared to engage in a quickly changing economy, as discussed above. Thus, adult education and an independent income for both single and married women might be more imperative for women in Gojjam, than for those in Wollo, following from the Gojjam women's early marriage and them often being restricted to their house. Within Gojjam and within Wollo there are also differences between women due to their economic situation; land ownership, quality of land, access to water for irrigation, ox ownership and ownership of other animals, number of people in the household who can work with them etc are all factors that affect their possible choices. These economic differences thus make their points of departure and their interests about what to choose out of what SARDP has to offer will also differ.

The team is similarly of the opinion that a proper target group analysis would have made a distinction between the options and constraints faced by households who live in East Gojjam, as compared to those who live in central South Wollo and those in western South Wollo. Although the technical experts are aware of these differences and work with them the team's argument is that a target group analysis, combined with a farming systems approach, would have allowed SARDP to develop a more specific and directed combination of interventions or special packages for the various groups identified by SARDP.

Good legislation and policy may mean little without follow-up

The Ethiopian Constitutions, the revised Family Law and the Women's Policy have provided the institutional instruments that have made it possible to protect the rights of women and children in society. There are, however, still problems for women; many are subject to male violence and neither

judges or police will assist them, others will not get their share in divorce proceedings where judges may even decide in favour of the man despite the training given about the implications of the laws. There is therefore a need to follow up on those who do not practice the law and support women who often, due to their fear of male violence, do not demand their rights.

New knowledge but capitalise also on local knowledge

Solutions to, for example, agricultural constraints are not entirely found “from within”. Knowledge that is new to the area, new methods of doing things and new tools are essential. However, this is not to say that local knowledge should be overlooked and regarded as backward. On the contrary, new knowledge blended with proven local ideas will provide the foundation for advancement. SARDP has in many respects demonstrated that.

Generalising rural populations?

There is no evidence saying that because some people become rich the lot of the poor will automatically improve. The so-called “trickle-down” effect has been scientifically disputed for many years due to lack of evidence. Therefore it is necessary to define and analyse the conditions which make people poor and look for interventions that can improve their situation. They need to be targeted in accordance with their needs as well as their capacities.

Generalising diverse areas?

It has frequently been mentioned that the programme area is not uniform. The team has discussed three major sub-areas, (i) East Gojjam, (ii) More centrally located parts of South Wollo and (iii) Distant western parts of South Wollo. These areas have different potentials and constraints and require partly different development strategies. The programme design did not cater for that but the programme implementation has still been sensitive to that, at least to an extent. The team believes that the strong TA service has helped to ensure that the programme has adjusted itself to the different situations. The TAs, who represent a solid professional critical mass in each Zone, seem to have assisted the Woredas with fine-tuning the SARDP concepts to adapt to the different localities.

Investment in the medium and better-off farmers?

As discussed above, many of SARDPs interventions in the rural areas have greatly benefitted many medium and better-off farmers. This category of people is quite large and to make them produce more is a necessity and a precondition for the economic development of the whole of Ethiopia. Poverty reduction does not mean that those who are better able to produce more should not be helped to do so. On the contrary for the benefit of all it is important that medium and better-off farmers are able to produce more. The only drawback is to allow flat rates (for water, school guards and other contributions) to prevail when it is obvious that those with better means – who also make a fuller use of resources, sometimes even using 10 times more water than the poor – should pay according to consumption, use or in relation to their income.

8. Recommendations

8.1 Recommendations for the Near Future

As per the ToR the team was not specifically asked to make recommendations with regard to the programme development and consolidation in the near future. Nevertheless, the team has made observations and acquired information that forms a basis for some views that the team wishes to bring to the attention of the programme management and to Sida.

Immediate actions on land administration

For the remainder of SARDP III, we recommend that support to land administration should focus on the following activities:

Recommendation to EPLAUA and Woredas:

Accelerate the distribution of primary books of holding, identifying and tackling constraints in the process, and if necessary re-allocating resources from other project components, to achieve the 80% target by end of 2009. Reports should clearly distinguish primary certificates (green books of holding) from temporary certificates as they are distinctly different.

Recommendation to EPLAUA and Woredas:

Complete the evaluation of different mapping approaches, adding to the current evaluation of remote-sensing methods (instigated with World Bank support), and building upon the work undertaken by ELTAP, addressing any gaps or weaknesses in testing methodology.

Recommendation to Sida:

Encourage and support EPLAUA, by identifying policy issues and defining appropriate approaches, to complete land certification in the remaining Woredas and Kebeles of Amhara to achieve temporary certification of 95% of all land.

Recommendation to Sida:

Assist EPLAUA to develop the policy and legal framework that addresses in particular, “illegal” holdings and holdings larger than the maximum size and smaller than the minimum size, advocating a rights-based approach in order to achieve equitable and legal outcomes.

Recommendation to Sida:

Assist EPLAUA to develop and revise the ‘way of working’ to be more conforming to legislative requirements; or alternatively, provide assistance to revise the legislation in light of lessons learned from the ‘way of working’ (drafting instructions for law revision must be undertaken by a knowledgeable land lawyer and not a land surveyor).

Recommendation to EPLAUA and Sida:

Undertake a more in depth evaluation of SARDP support to land administration, to determine with greater clarity the impacts of land certification and land registration respectively on poverty reduction and access to land. This evaluation should, for example, examine in greater depth the questions of “illegal” land holdings, joint titling, land markets, access to common land, and land tenures issues generally. Some additional data should be collected to add to the recent study on rural land certification in Ethiopia (Deininger, 2008) that assessed some cost-efficiency and benefit issues.

Recommendation to EPLAUA and Sida:

Subject to continued Sida support, and together with all stakeholders, develop and prepare a project document for a future programme, project or support to land administration in Amhara. The project document must be comprehensive, inclusive of all stakeholder views, and include a robust monitoring and evaluation plan and log frame matrix that is specific, measurable, attainable, relevant, and timely (SMART). Future support must also be developed in cooperation and coordination with other development partners, in particular the future Agricultural Growth Project supported by the World Bank.

Our concerns about the sustainability of the land registration system warrant, in our view, an objective assessment of alternative methods. This assessment should include the system currently operating and planned for urban areas. Consideration should also be given to more demand-driven approaches, which place less emphasis on compelling farmers to keep the register updated.

Recommendation to EPLAUA and Sida:

Cement and consolidate technical support to the existing sites where ISLA has been installed, and limit the expansion of ISLA beyond existing sites until there is clear evidence of the computerisation being sustainable and cost effective with all parameters considered. Thus, this period of consolidation should be monitored closely to assess the sustainability of the computerisation that has taken place in the Woredas.

Recommendation to EPLAUA and Sida:

Include an objective assessment of alternative methods for land registration as an activity for the near future.

Immediate actions on economic diversification

There is need for more activity on marketing and market information. Some of the planned activities for SARDP III have not yet been implemented.

Recommendation to AMSTIEPA and PCU:

Implement the “market intelligence unit” that was planned, or, if need be, redefine the investment to something more practical.

There are a number of sustainability issues that, as a matter of urgency, must be tackled. The single most important one is the future management and “ownership” of the funds that flows back as loans are repaid. Loans disbursed are now treated as “costs” from the SARDP perspective.

Recommendation to ANRS and Sida:

Modalities for the continued use and “ownership” of the financial resources available as a result of the support to credit schemes, notably EDF must immediately be clarified and agreed upon between ANRS and Sida.

Since it appears that funds transferred from the PCU account to other organisations are accounted for as costs there and then, it is hard to reconcile actual detailed expenditures with activity outputs, which makes assessment of cost-effectiveness difficult. It is nevertheless noted that operational costs have to decrease and there should be a better plan for the future transfer of costs to be borne by the business sector itself.

Recommendation to ANRS, PCU and Sida:

Prospects for increased cost-effectiveness of activities under Economic Diversification must be analysed for a better-defined future course of action.

Better linkage between EDF and BDS could increase efficiency in loan utilisation. Organisation and coordination within Woredas need attention. In some Woredas there is good cooperation between MSE Development Offices, ACSI and BDS providers, but such cooperation is less prominent in other Woredas.

Recommendation to ANRS and PCU:

Identify Woredas where different actors work well together and use them as models. Consider allocating more resources, relatively, to Woredas where demonstrable benefits are evident as a result of good cooperation at local level.

Skills training must be based on a good understanding of market demands and value chains.

Recommendation to ANRS and PCU:

Pay more attention to markets and marketing in training of MSE officers to cater for better understanding of these aspects, which is not only needed in this context but in the overall work of the Economic Diversification Component.

Immediate actions on monitoring and evaluation**Recommendation to PCU:**

Improve reporting and M & E to ensure that by the end of the phasing out period, one consolidated report on SARDP III with the extension periods can be produced with (i) outputs linked to financial information, (ii) selected cost-effectiveness parameters and (iii) discussions on impacts. Preferably, this should be linked to staff training on cost-effectiveness assessment at all levels.

Recommendation to PCU:

Seek support from OSC and give priority to financial/output reporting/M & E to ensure that the indication in the above point can be achieved.

Recommendation to Sida:

Be pro-active and emphasise M & E issues in the continuous dialogue with PCU and ANRS. Link actively with PCU as well as with ANRS.

Immediate action related to the TA service**Recommendation to PCU, OSC and Sida:**

Analyse the practicability of having one specialist TA covering both East Gojjam and South Wollo (potentially ineffective, especially with an ageing fleet of vehicles).

Other issues that deserve immediate attention**Recommendation to ANRS and PCU:**

Analyse how best women can be assisted with safe delivery: Can traditional midwives be assisted (as was envisaged in SARDP III) and how can Health Extension Workers be upgraded so that they are competent enough to gain mothers' confidence.

Recommendation to PCU:

Replace certain office equipment to ensure smooth running and well functioning basic facilities during the phase-out period.

Analyse and document specific developments of great interest

The team has made interesting observations that would be worthwhile to investigate further through separate focused studies. The objectives of such studies are dual:

- Some would provide important background material for the preparation for a possible continued support from Sida, and
- Others may provide information that would be helpful for Government and partners other than Sida in planning development initiatives in Amhara Region and beyond.

Recommendation to PCU/ANRS (and Sida dialogue):

Analyse the conditions under which improved stoves are acceptable to local communities. Kallu and Albuko areas ought to be compared to other areas to determine why there seem to be adoption in some areas but less in others and to determine how wide the adoption is in some areas. Technical constraints and possible remedies should be looked into.

Recommendation to PCU/ANRS (and Sida dialogue):

Analyse the implications of the ban on free grazing which residents in Kallu have accepted since long. Document how they manage their livestock, the implications for the economy of livestock production and the implications for the environment. Experiences may be relevant for farmers from other areas.

Recommendation to PCU/ANRS (and Sida dialogue):

Analyse the prospects for farm mechanisation in Gojjam using cheap Asian technology that is becoming available. Pros and cons.

Recommendation to PCU/ANRS (and Sida dialogue):

Identify poverty criteria that are relevant to use for assessment of change over time (as opposed to land size and number of oxen).

Recommendation to PCU/ANRS (and Sida dialogue):

Analyse the differences between (i) East Gojjam, (ii) More central and accessible areas of South Wollo and (iii) Distant areas in western Wollo. Such understanding is important either there will be continued Sida support in some form or not. In the possible absence of Sida support the Government will have to increase its own investment and encourage other organisations to engage instead of Sida, thus it would be useful to have a good mapping of priorities.

Recommendation to PCU/ANRS (and Sida dialogue):

Investigate technology adaptation for cheap ponds like the ones used in Wollo, but targeting women so that they can develop their backyard gardening. This implies altering the technology for (i) longer life span of ponds, (ii) rectangular rather than square ponds so that they can more easily be equipped with roof to reduce evaporation and (iii) investigating measures for their safety so that they can be located near houses (current types involves serious risk for children drowning).

Recommendation to PCU/ANRS (and Sida dialogue):

Review upstream and downstream impacts of irrigation and community organisation for maintenance of irrigation schemes. Expected output of the review should be simple guidelines for handling of upstream/downstream issues and for functionality of irrigation systems maintenance, if possible documented with good examples that may exist.

Recommendation to PCU/ANRS (and Sida dialogue):

Review the existing constraints to further development of the dairy industry, including (i) a value chain analyses noting seasonal differences, (ii) livestock feed issues (incl. the potential for more extensive use of fodder trees, especially in Gojjam where there is a more pronounced dry season, and drawing ideas from the widespread use of tree fodder in Nepal), and (iii) implications on water supply of zero-grazing systems.

Taking stock of experiences and ensure their future use

The programme has documented good ideas and practices that hold promise for wider future application. Realistically, it is likely that the “documentation centre” now housed by PCU will not be used as effectively after the closure of the programme as it may be now. Good reports on “best practices” may easily diffuse into a wide array of grey literature that gathers dust in a few book shelves. The team would recommend an alternative route:

Recommendation to PCU/ANRS (and Sida dialogue):

Compile the “best of the best practices” in a well edited and professionally designed book, preferably an Amharic version as well as an English version. Serious attention must be paid to (i) printing many enough copies for the book to be available in a good number of copies at all Woreda and Kebele offices in the whole Region (Amharic version) and in the country generally (English and Amharic version), and (ii) to its distribution so that it reaches the intended readership. If this is to succeed, it is a matter that requires immediate attention. Production of such a book takes time!

8.2 Recommendations for a Possible Continued Support from Sida

Method for the identification of a post-SARDP programme

A discussion on *post-SARDP programme identification method* may be more important than the exact contents at this stage. Main points are:

Recommendation to Sida and ANRS:

Base a post-SARDP programme on an approach that takes the needs of different categories of people into account, especially the needs of the poorest groups, youth and women.

Recommendation to Sida and ANRS:

Base a post-SARDP programme on an approach that is sensitive to the differences in development potential in different geographical areas

Recommendation to Sida and ANRS:

The identification of the above parameters must be made through a process of consultation that involves the ultimate beneficiaries

Recommendation to Sida and ANRS:

Consultation with experts and administrators will yield important information too, but is in itself insufficient.

An investigation of views among 65 workshop participants, PCU staff and the evaluation team members revealed very varied views on what would be suitable contents to be supported by Sida in the future if there would be such support. Reference to Appendix 10.

Possible menu of options for consultations with local stakeholders

In spite of the diverging result reported on above, the team wishes to make some more specific comments on possible subject areas for continued support:

Recommendation to Sida and ANRS:

Consider bringing elements from the following menu of options forward for community consultations as part of the planning for possible continued Sida support:

A stand-alone land administration programme with a project purpose of improved land tenure security and outputs related to land certification and improved land registration. Reference to Appendix 9 for further detail.

Imparting new knowledge through agricultural and livestock extension is relevant in any geographical area at any time. Its relevance for different categories of people differs with the contents and the approach. Merits of today are (i) that DAs are posted and present at their duty stations, (ii) their dual responsibilities (incl. tax collection) has been removed, (iii) the concepts of growth belts is both promising (better technical focus) but also risky (commodity focus rather than farming systems).

Farm mechanisation using cheap and appropriate technology in East Gojjam.

Household energy, adoption in parts of Wollo could be capitalised upon if well understood.

Business advisory services, EDF and support to SACCOs; promising but cost-effectiveness needs to be improved and approaches need to be tuned to local conditions. Approaches in western Wollo need to be especially well analysed.

Rural roads; make a fundamental contribution to agricultural development and economic diversification. Benefit all segments of the population.

Small-scale irrigation.

Water harvesting: New opportunities as a result of larger houses with iron sheet roofs, especially in Gojjam.

Small ponds well demonstrated in parts of South Wollo. Such technology can be a key to zero grazing and thereby major change in the farming system.

Dairy production linked to water harvesting and with a strong but indirect focus on natural resources management.

Drinking water supplies; cost-effective and very beneficial for women.

Health facilities; worthwhile, especially if linked with more support aimed at quality of service.

Schools; worthwhile, especially if linked with more support aimed at quality of service. Education is particularly important in Western Wollo where young people clearly need to become prepared for migration to other areas and new livelihoods.

Vocational training; relevant but with a longer duration than the current skills training, which is likely to be insufficient for generation of true professional skills. Vocational training is particularly important in Western Wollo where young people need to become prepared for migration to other areas and new livelihoods.

Targeting vulnerable groups, women and youth but requires a good understanding of their specific needs.

Environmental work; watershed conservation; problematic, should be linked to initiatives with a farming systems perspective including livestock rather than measures applied “in isolation” which yield limited results (as demonstrated during decades).

Pesticide issues; emerging as a factor, impact monitoring is required.

CDF; innovative and deserves further development. A menu of good options may widen the outlook away from less useful community meeting halls, etc.

Population control; closely linked to education. Links to land administration need to be made clearer with policy indications on how to handle youth's requests for land.

Recommendation to Sida:

Sida must first of all have a rather clear position on modalities and prospects for future support. It is a waste of time for communities to engage in discussions on their priorities if Sida or the Swedish Government applies restrictions so that local priorities cannot be met.

Specific recommendations on a possible continued Sida support to land administration and related issues

For a future programme addressing land issues the team would recommend more use of a rights-based approach, placing human rights at the centre, to ensure a better social-legal-technical balance in the definition of the programme outputs and activities. Land tenure is the mode that people hold rights in land. The holding can be defined and documented in technical terms – certification and registration in a land administration system, for example – but the right itself is defined largely by social legitimacy – recognised by the fact of possession and/or the local or wider community – and documented by law.

Recommendation to EPLAUA and Sida:

Analyse what an accepted rights-based approach implies for land administration in Ethiopia and ensure that the implications are effectively catered for in the design of a future programme.

Although technical matters are largely unavoidable in land administration programmes and projects, they should not predominate. Land titling and registration has led, and will lead, to instances of reduced tenure security, and these risks must be identified and mitigated with non-technical and non-legal measures for beneficiary inclusion, communication, participation, and community empowerment. Policy, rights, and legal reforms are also necessary and complementary to the technical and procedural improvements to land administration.

Recommendation to EPLAUA and Sida:

Pay attention to non-technical and non-legal measures for the support to increased tenure security. Involvement of specialists on tenure rights and on bottom-up approaches may help ensuring quality.

Technology and technical approaches should be appropriate to purpose. This often requires testing different methods and technologies to ascertain what is the most cost-effective and appropriate, and this should be undertaken early in the project, preferably at piloting stage. The land administration pilot stage in SARDP took place in 2002–2003 and tested the approach to certification but did not test alternative approaches.

There is still a need to examine and test different approaches and methods for surveying (that were recommended earlier but not undertaken), and we are encouraged that some testing is now taking place.

Recommendation to EPLAUA and Sida:

Broaden and complete the testing of different surveying methods and technologies. One approach to test could be based on improved traditional surveying methods – community mapping, in other words, which has proved effective elsewhere. The weakness of ELTAP's evaluation of surveying approaches, identified by EPLAUA, should be addressed constructively and without further delay.

There is also need to consider alternative options for registration.

Recommendation to EPLAUA and Sida:

Ensure that different options for land registration are considered in the design of a possible future programme that may be supported by Sida.

Based on the findings from the pilot project, a greater emphasis needs to be placed on boundary demarcation by farmers rather than reliance of surveys and plans to protect land from encroachment and prevent boundary disputes. From our field visits we saw that in one (non-programme) Woreda evidence of tree planting to mark boundary lines; this initiative should be developed and expanded.

Recommendation to EPLAUA and Sida:

Include emphasis on farmer-managed boundary demarcation in a possible new programme.

Also consider a greater and stronger role for Land Use Administration Committees in resolution of all types of local disputes – boundaries, inheritance and access to land – which in turn requires strengthening of local record-keeping. Empowering the LUAC is an extension of the participatory approaches used in certification into grass-roots land administration.

Recommendation to EPLAUA and Sida:

Place considerable focus on Kebele-level managed systems and the associated need for capacity building at that level.

Specific recommendations on a possible continued Sida support to economic diversification

The links between agriculture and economic diversification has not been as strong as it ought to be considering the importance of agriculture in the local economy. Many of the activities have so far had an urban focus, fewer with rural focus. Further, the support availed has so far had a main focus on a few business sectors, like trade, metal and wood work, limited areas of food processing which could lead to market saturation.

Recommendation to ANRS and Sida:

Ensure that a possible future support is designed to cater for more prominence of agriculture and of rural areas, but also generally promotes diversification in a very genuine sense. Market analysis must be key for priority setting.

The business development services are constrained by the level of exposure that the service providers got to the outside world. Their focus areas are narrowly focusing on business plans and accounts with less attention to marketing issues and market analysis.

Recommendation to ANRS and Sida:

Ensure adequate capacity building of the BDS providers as well as MSE officials.

Staffing in the public sector is not matched to the need in different localities. Woredas with a more developed business sector would need more staff than Woredas where prospects for business development are more limited.

Recommendation to ANRS and Sida:

Ensure that staffing, and programme approach as well as emphasis on economic diversification generally, is matched to local conditions. There are realistically few options for economic diversification in remote areas with high incidence of poverty, poor road network, limited market access and without electricity (e.g. western Wollo). Similarly, economic diversification initiatives may be very effective if matched to infrastructural development, either such developments are supported within a programme or supported by others.

Sustainability and cost effectiveness need attention.

Recommendation to ANRS and Sida:

Ensure that a possible continued support from Sida is targeted and organised in such a way that cost effectiveness can be monitored and that there is a projected mechanism for systems with time becoming donor independent.

The credit so far has been limited to small amounts and with short repayment periods, which may not suffice for certain needed investments. So far no support was rendered to medium-sized enterprises working on value addition of agricultural produce.

Recommendation to ANRS and Sida:

Consider broadening the loan portfolio to possibly include slightly larger loans with longer repayment periods. Analyse the need for medium-sized companies dealing with value addition of agricultural produce.

Issues related to women's access to credit may need special attention. They are commonly afraid of the risks associated with credits. There is need for initiatives aimed at risks analysis and risk reduction. Formation of cooperatives and self-help groups could be more actively promoted. Business ventures suited for women, like production in home gardens should receive more attention.

Recommendation to ANRS and Sida:

Design any future support in such a way that it consciously caters both for women's needs and for the poorest people's needs.

How to pave the way for effective M & E?

Results-based management is facilitated if a programme rests on a sound logic. The LFA matrix is the key tool on which an M & E system should rest. A donor need to show determination in its requests for reports that show clearly progress and resource utilisation and also provides analysis and pro-activeness with regard to need for changes in the log frame matrix as well as other changes.

Recommendation to Sida and ANRS:

Any future Sida-supported activity well-structured log frame resulting from a comprehensive and inclusive analysis and dialogue, reflecting both technical and non-technical aspects. This applies to land administration as well as to other subject areas.

Recommendation to Sida and ANRS:

Non-technical inputs and outputs are required, such as participatory approaches. These should be prominently placed in the project document and in the log frame matrix

Recommendation to Sida:

Sida should set benchmark requirements for reporting and M & E generally and have a preparedness to act as necessary, including the possible discontinuation of support, if M & E proves unsatisfactory over a longer period of time.

How to ensure sustainability

One element towards sustainability of achievement is to always ensure that there is some reasonable degree of cost sharing between donors/Government on the one hand and local people on the other.

Recommendation to Sida

Any future support should be based on cost-sharing with communities contributing either in kind or with cash to promote sense of ownership.

More emphasis on outreach

Information is one of the keys to poverty reduction in its broader sense. A future programme could make good use of the media and especially the local radio station, an investment that SARDP once supported.

Recommendation

A post-SARDP programme should consider more systematic use of the media, especially the Amhara radio, to come out with information aimed at girls and boys as well as at women and men.

Appendices

Appendix 1. Terms of Reference

Appendix 2. Work programme

Appendix 3. List of people met

Appendix 4. List of documentation consulted

Appendix 5. Evaluation of the Land Administration Component

Appendix 6. Report from Stakeholder Workshop 10.4.2009

Appendix 7. Details on the approach used

Appendix 8. Selected findings of earlier evaluations and assessments

Appendix 9. Selected facts and figures on agricultural productivity and related issues with conclusions derived from those

Appendix 10. Views of workshop participants, PCU and the team on contents of a future Sida-supported programme

Appendix 1. Terms of Reference

1. Background

The governments of the Federal Democratic Republic of Ethiopia and Sweden have agreed to support the Sida-Amhara Rural Development Programme, since 1997. It aims to improve food security and reduce poverty of rural populations in the Amhara Region of Ethiopia through support for agricultural productivity, natural resources management, economic diversification, infrastructure and social services, decentralization and capacity building. The programme works through the government at the regional, zonal and woreda levels and promotes decentralization and participatory approaches involving local communities. The programme is managed by a programme coordination unit, SARDP-PCU, with technical advisory support from a consortium of external companies.

The first phase of the programme focused on improving living conditions for the rural population by increasing agricultural productivity and natural resource use as well as economic diversification. The support was mainly focusing at regional level and the total budget was SEK 280.5 million.

The second phase (total budget of SEK 250 million) focused on the same things as the first phase but there was a shift in focus from regional to woreda level with regard to capacity building and implementation.

The third and current phase focuses on poverty reduction by improving the food security conditions of the rural population and the emphasis is now more on direct support to kebeles through community development funds via the woredas. More than 70% of the agreed budget (the total budget is SEK 300 million) is allocated to programme target woredas. The budget, which is allocated at regional level, is to render backstopping services for woredas and for programme coordination and technical assistance.

The programme supports since its third phase, all woredas in two zones of the Amhara Region (16 woredas in South Wollo zone and 14 woredas in East Gojjam zone). For the last 9–10 years, 16 woredas have been benefiting from the programme support. On the other hand, the remaining 14 woredas are categorized as relatively new entrants joining the programme for only 2–4 years. It should be noted that the lion share of the budget during the first two phases were earmarked for regional level institutions rather than woredas.

In order to check whether or not the set objectives of SARDP have been met and to avail inputs for future Sida support to Amhara National Regional State, ANRS, consensus has been reached by Sida and ANRS to conduct an evaluation of SARDP in its entirety based on these Terms of Reference, ToR. The main features of the three phases can be found in attachment 1.

2. Evaluation Purpose

The purposes of the evaluation are to:

- provide information about results that Sida and ANRS can use in reporting to principals and the general public, and for lessons learned; and
- be forward looking and contribute to considerations of a successor programme of SARDP. Specifically, the evaluation is to offer input to the planning and design of a possible post-SARDP programme where the focus is expected to be on economic diversification, in combination with e.g. agriculture and land administration.

3. Evaluation Objectives

The major objective of the evaluation is to

- assess the results and impacts of the programme and whether or not the programme has achieved its objectives. The assessment is based on the various interventions, which were designed to achieve specific objectives within specified resources and implementation schedules. During the assessment of the interventions, due emphasis will be given to relevance, efficiency, effectiveness, impact and sustainability. This also includes the technical assistance;
- offer input to the planning and design of a post-SARDP support by making recommendations on which achievements and lessons learned of the programme that are important to carry forward and build on to a possible post-SARDP programme where the focus is expected to be on economic diversification, in combination with e.g. agriculture and land administration. Also, in line with the new draft country strategy between Sweden and Ethiopia “in the light of women’s weak and unequal participation in the economy, such new support shall contribute to the enhancement of women’s possibilities to play an increasingly active role in economic activity”

The consultants are expected to make an in-depth assessment based on each evaluation criteria elaborated in *Sida Evaluation Manual* (“Looking Back, Moving Forward”, 2nd revised edition):

Relevance – The extent to which SARDP conforms to the needs and priorities of target groups and the policies of recipient countries and donors. In this respect, it must be acknowledged the diversity within target groups and that relevance may differ for women and men. The consultants are also to point at what needs and priorities a future new intervention can conform to.

Efficiency – The extent to which, the costs of SARDP can be justified by its results, taking alternatives into account (including a cost-benefit analysis).

Effectiveness – The extent to which, SARDP has achieved its objectives, taking their relative importance into account.

Impact – The totality of the effects of SARDP, positive and negative, intended and unintended. Also, to acknowledge the diversity within target groups and that impact may differ for women and men. The consultants should also take advantage of, but not be limited to, the information that exists from the recently concluded internal impact assessment. Has the main target group, poor women and men in the rural areas of South Wollo and East Gojjam, been reached? to what extent?

Sustainability – The continuation or longevity of benefits from SARDP after the cessation of development assistance.

Detailed questions will be worked out in dialogue with the consultant during the inception period.

With regard to attribution, some organizations tend to blame others when things go wrong. Similarly, they tend to neglect to mention the role played by other organizations when things go right. Yet one of the most problematic parts of evaluation is determining attribution, because in real life, a combination of several factors is likely to have caused any observed change. So, it needs the strategic thinking of the consultants to come up with findings in the exclusion of other development agencies. If not possible, an approximation and/or discussion on possible attribution or rather “contribution” should be made.

4. Scope of the Work

The evaluation of SARDP as a whole will be conducted based on the above five evaluation criteria. Maturity of intervention results also has to get due focus. In addition, accessibility, remoteness, the support of other development partners and other factors will be taken into account to select sample woredas. In the work, household should not be treated as the smallest unit of analysis. The assignment will cover 8 programme woredas including such assessment units as local institutions, regional bureaus/institutions, communities, households and individuals (men and women) based on the four programme pillars. Major interventions/sub-components will be identified for assessment in each pillar looking at all stages of the project cycle (how was output-outcome and impact reached? identify strengths and weaknesses by looking at planning, implementation, and management of project output-outcome) based on the revised PPM & E system. It should also be looked into how decreasing or increasing resources have been distributed within the household. Towards this end, some generic lessons from the evaluation should be brought forward in the major conclusions and recommendations by the consultant for a successor programme to consider e.g.: what works best with regard to achievements and results, how should it best be developed in the future and what implementation methods are recommended?

A number of interesting things were highlighted in a recent internal impact assessment carried out by SARDP-PCU³ that this evaluation should follow-up on but not be limited to: what makes some of the interventions very promising, how do they work, how to maximize synergy etc. (land administration and certification, community development fund, small scale irrigation, improved agricultural technologies and micro-enterprise development support are some that have been listed in the internal impact assessment), what is the impact and value of the credit support, why has the community development fund been a success and how does it build capacity, a number of specific recommendations for best practices and scaling-up have been identified (in particular small-scale irrigation, highland fruits, enterprise development facility, community development fund, and cross cutting issues) – how valid are these recommendations and how would they fit with a successor programme? how well incorporated are women entrepreneurship and empowerment in the programme? The findings could be discussed on their merits and in comparison with findings of the internal impact assessment report.

5. Team Composition

The team *must* include both Ethiopian and international consultants with demonstrable experience in similar undertakings. The team should represent long experience in participatory evaluation tools & methods, participatory planning (LFA), results based management, data analysis & interpretation, sampling, how to deal with the case of attribution, clear understanding of different cross-cutting issues and experience in process & results evaluation.

The team should represent experience from similar assignments in Ethiopia and advanced degrees (minimum of MSc.) and experiences in the following areas: Rural development, food security, land administration and land rights, economics, agricultural development (including small-scale irrigation and improved agricultural technologies, economic diversification, rural finance), private sector development (including value chain development and women entrepreneurship), financial sector development, and participation, gender competence, HIV/AIDS and environmental issues.

With regard to the team leader, he/she must have at least 10 years of accumulated experience as a team leader for similar assignments, participatory evaluation, participatory planning (LFA), results based management, and academic background (minimum MSc.) and experience in working with multi-faceted rural development programmes, agricultural and private sector development with a view on eco-

³ Impact Assessment of SARDP Interventions, Abebaw Getachew, Ahmed Yimam, Assefa Admassic, Steven Gossage, October 2008, Bahir Dar, Ethiopia

conomic diversification and women entrepreneurship, and it is considered a merit to also have some experience from other related subject areas of the evaluation.

6. Responsibilities & Tasks

- Identify the priority areas to be evaluated – We need the evaluation to include an overall assessment of results and all the four pillars of Phase III: Agriculture and Natural Resource Management; Economic Diversification; Infrastructure and Social Services Development; and Decentralization, including cross-cutting issues by selecting major interventions based on the amount of allocated budget, the demand by the community & local institutions on the basis of the baseline data
- Select measurable indicators, both quantitative and qualitative (qualitative methods are often necessary to assess gender impacts) based on the selected interventions for evaluation. Indicators are identified on an overall level and on each intervention logic during the planning stage. (Refer the revised PPM & E system). Changes are to be assessed not only at community level but also within households.
- Baseline information had to some extent been collected before starting implementation (Gebre-Egziabher et al, 1999, and Gebre-Egziabher et al, 2000). So, consultants shall sort out the baseline information based on the selected intervention areas for evaluation ⁴ as far as possible. However, the baseline surveys were carried out to investigate the situation at that time and not to set up indicators for assessing impact. Therefore, other comparative methods may also be needed. Other unintended negative and/or positive results is also encouraged to be assessed.
- The methodology for data collection, data processing and analysis shall be clearly presented in the report.
- Conduct the evaluation at each level:
- Asses the major outcomes for some interventions which, have been implemented lately, like some sub components of economic diversification and decentralization pillars and, impacts of some interventions which, had been implemented since the beginning of SARDP support (e.g. agriculture and infrastructure pillars)
- Intended versus actual stakeholders contribution/involvement.
- Analyse the programme in relation to national and regional policies, institutions and market reform, connecting it to macro-meso-micro levels e.g. any effects of the programme on the national level or vice versa?
- Any synergies with other development initiatives on the regional level, cooperation, coordination that are ongoing or recommended for the future?
- Has the management of the programme been adequate at all levels?
- Assess the relevance, timeliness, appropriateness, adding of value, and building of capacity of the technical assistance provided to the programme.
- Overall, what were the strengths and weaknesses of the programme both in planning implementation and management of the results? This will be done on a strategic selection of questions in each stage of the project cycle. It is important since the efforts made at each stage may contribute for success/failure of some interventions.

⁴ Refer to “Report from Consultancy on SARDP M & E”, by Cliff Wang and Dr. Assefa Admassie, 26 June 2007, for more reading.

- Assess the relevance, efficiency (including a cost-benefit analysis), effectiveness, impact and sustainability of the programme and its various components.
- Assess the changes observed within the community and also within households as a result of the programme interventions.
- Assess the changes observed within the beneficiary institutions as a result of the programme interventions at all levels.
- Discuss about attribution/contribution – To what extent can results found be attributed/contributing to this programme?
- Lessons learned for Sida/the Embassy of Sweden in Ethiopia and ANRS.
- Recommendations on the way forward in the light of a future new programme focus on economic diversification (in combination with e.g. agriculture and land administration) in the Amhara region. What achievements, components/implementation arrangements, etc. from SARDP could/should be consolidated and/or what lessons learned should be brought forward?

7. Method

The evaluation team will collect the required data/information both from secondary and primary sources. The consultants are expected to take all relevant documentation into account, e.g. relevant policy documents, SARDP programme documents, quarterly & annual reports, minutes of Sida/PCC meetings, previous evaluations, and various study team reports, etc. The consultant will reflect and build on previous evaluations if deemed appropriate and in particular comment on those on major points whether and why they concur or disagree with previous findings. With regard to primary data sources, appropriate PRA tools & methods will be applied at community and household level. In order to collect representative data, random sampling technique will be practiced to interview beneficiaries (both women and men). There are various methods to select representative sample size. In SARDP, random sampling techniques were applied to collect baseline data at household level. So, the same will be done to assess the programme support. However, it is not closed to modify if the other sampling methods are more appropriate.

In general, the evaluation team is required to follow Sida's evaluation manual and DAC's Evaluation Quality Standards. The evaluation is to be independent referring to section 6 in DAC's Standards.

8. Expected Results

The team is expected to come up with a consolidated report with clear findings and recommendations. At the outset of the assignment an inception report is expected to clarify method and approach.

A workshop will be carried out by the consultants, based on the findings presented in the draft report, where forward looking discussions are held with all stakeholders which in the final report could result in a number of key concerns and topics to include in drafting a planning exercise for a post-SARDP initiative. Both men and women stakeholders are to be represented in the workshop. The assignment is also expected to be a knowledge transfer to experts at each level related to the evaluation process and that all relevant stakeholders are involved in the process. Experts at the regional, zonal and/or woreda levels who will join consultants during the evaluation process will have the chance to acquire knowledge how to conduct an independent evaluation.

9. Time Schedule

The assignment will be commenced in February 2009 within the selected woredas of the two zones & selected regional institutions/bureaus and would be finalized after 8 weeks. It is estimated that about 120 man/days will be required. The whole evaluation process is estimated to be finalized at the end of April 2009.

10. Estimated Budget

Sida will cover the total cost of the evaluation.

11. Reporting

The team is accountable and reports to the Embassy of Sweden in Ethiopia. An inception report (electronically) will be submitted to the Embassy of Sweden (copies to SARDP-PCU and Sida) by the team within 5 days of its arrival to Ethiopia. The inception report shall address in detail the four first bullet points listed under Section 5 (Responsibilities and Tasks). It should also include a draft Table of Contents for the evaluation report, and include comments and thoughts on the 5th bullet point and all its sub-points. The Embassy of Sweden is to comment and approve of the reports with a written response, in consultation with Sida headquarters and SARDP-PCU, within 7 days.

A draft report (electronic) shall be presented to the Embassy of Sweden in Ethiopia (copies to SARDP-PCU, and Sida) within 30 days of having received the written response to the inception report.

The Embassy, in consultation with Sida headquarters and SARDP-PCU, is to comment on the report within 7 days.

A workshop will be conducted based on the draft evaluation report during which a session first is held with the Embassy of Sweden/Sida, PCU (SARDP) and the consultant and then a session with invited key stakeholders (both inside and outside of the region and particularly representatives of the private sector). The workshop should be forward looking and useful for future planning of possible future support in the Ahmara region with a focus on economic opportunities and growth.

A final evaluation report will be submitted to the Embassy of Sweden in Ethiopia (copies to Sida headquarters and SARDP-PCU) five days after the workshop has been carried out. The report shall be distributed in one hard and 3 soft copies to each (Embassy of Sweden, Sida and SARDP-PCU). The final report will also include an outline of a ToR with some concrete ideas to further study/look at for developing a successor programme of SARDP. The final report shall also include comments and the evaluation team's responses in an annex. The consultants are expected to use the format for Sida evaluation reports and include a completed Sida evaluation data work sheet. Also, the evaluation report will be assessed against standard quality criteria such as those described in the Sida evaluation manual and DAC Evaluation Quality Standards (www.oecd.org). The consultants need to adhere to OECD/ DAC glossary on evaluation and Result Based Management, RBM.

Appendix 2. Work Programme

Date	Bo	Eva	Dessaiegn	Sean	Sosena	Yared	Output/event
23.2	Preparations						
25.2	Preparations		Draft "relevance report"				
26.2	Preparations		Draft "relevance report"				
27.2	Meeting Sthlm	Meeting Sthlm	Draft "relevance report"				
28.2	Arrival Addis	Arrival Addis					
1.3	Preparations	Preparations					

Date	Bo	Eva	Dessaiegn	Sean	Sosena	Yared	Output/event
2.3	Team meeting 2 p.m.	Team meeting 2 p.m.	Team meeting 2 p.m.		Team meeting 2 p.m.	Team meeting 2 p.m.	Govt Holiday
3.3	Meeting Embassy	Meeting Embassy	Meeting Embassy		Meeting Embassy	Meeting Embassy	10.30 hrs
4.3	Travel to Bahar Dar+meeting SARDP	Travel to Bahar Dar+meeting SARDP	Drafts "relevance report"		Travel to Bahar Dar+meeting SARDP	Travel to Bahar Dar+meeting SARDP	
5.3	Inception report, planning, consultations SARDP	Inception report, planning, consultations SARDP	Drafts "relevance report". Submits in the evening		Inception report, planning, consultations SARDP	Inception report, planning, consultations SARDP	
6.3	Inception report, planning, consultations SARDP	Inception report, planning, consultations SARDP			Inception report, planning, consultations SARDP	Inception report, planning, consultations SARDP	Inception report to Embassy
7.3	Bahar Dar	Bahar Dar			Bahar Dar	Bahar dar	
8.3	Bahar Dar	Bahar Dar			Bahar Dar	Bahar dar	

Date	Bo	Eva	Dessaiegn	Sean	Sosena	Yared	Output/event
9.3	Bahar Dar	Bahar Dar			Bahar Dar	Bahar dar	Govt Holiday Embassy open
10.3	Gojjam	Gojjam			Gojjam	Gojjam	
11.3	Gojjam	Gojjam			Gojjam	Gojjam	
12.3	Gojjam	Gojjam			Gojjam	Gojjam	
13.3	Gojjam	Gojjam			Gojjam	Gojjam	Embassy response to inception report
14.3	Gojjam	Gojjam			Gojjam	Gojjam	
15.3	Travel to Addis	Travel to Addis/Wollo			Travel to Addis/Wollo	Travel to Addis/Wollo	

Date	Bo	Eva	Dessalegn	Sean	Sosena	Yared	Output/event
16.3	Other committment	Wollo			Wollo	Wollo	
17.3	Meeting MOFED Dept/Wollo	Wollo			Wollo	Wollo	
18.3	Wollo	Wollo			Wollo	Wollo	
19.3	Wollo	Wollo			Wollo	Wollo	
20.3	Wollo	Wollo		Preparations	Wollo	Wollo	
21.3	Travel to Addis	Wollo/Addis		Arrival 10 pm	Wollo/Addis	Wollo/Addis	
22.3	Addis	Addis			Addis	Addis	

Date	Bo	Eva	Dessalegn	Sean	Sosena	Yared	Output/event
23.3	Land Adm Habtemariam Kassa, CIFOR, travel to Bahir Dar	AddisAnalyses/ reporting	Land Adm Addis	Land Adm Addis	Reporting	Reporting	Yared draft
24.3	Meetings	Analyses/ reporting		Land adm Addis, travel to Bahar Dar	Reporting		
25.3	Analyses/ reporting/ Meetings Land adm. and Sida	Analyses/ reporting Meeting Sida		Land adm Bahar Dar/Field	Reporting		
26.3	Analyses/ reporting/ meetings	Analyses/ reporting		Land adm Bahar Dar/Field	Reporting		
27.3	Analyses/ reporting/ meetings	Analyses/ reporting		Land adm /Field			
28.3							
29.3	Travel to Gojjam			Travel to Gojjam			

Date	Bo	Eva	Dessalegn	Sean	Sosena	Yared	Output/event
30.3	Land adm Gojjam	Reporting		Land adm Gojjam			
31.3	Land adm Gojjam	Reporting		Land adm Gojjam			
1.4	Reporting	Reporting		Meetings			
2.4	Meeting PCU and EPLAUA	Meeting PCU and EPLAUA		Meeting PCU and EPLAUA	Meeting PCU and EPLAUA		
3.4	Meetings/ reporting	Meetings/ reporting	Land adm/ Addis	Land adm/ Addis			
4.4	Reporting	Reporting					
5.4	Reporting	Reporting					

Date	Bo	Eva	Dessaiegn	Sean	Sosena	Yared	Output/event
6.4	Meetings/ reporting	Finalise draft report	Joint report land adm with Dess delivered	Joint report land adm with Dess delivered/ Departure			Draft joint report on land adm /internal for team
7.4	Meetings/ reporting	Finalise draft report					
8.4	Meetings/ reporting	Finalise draft report					
9.4	Meetings/ reporting	Finalise draft report					
10.4	Workshop	Workshop			Workshop		Good Friday (Embassy closed)
11.4	Reporting	Reporting					
12.4	Reporting	Reporting					

Date	Bo	Eva	Dessaiegn	Sean	Sosena	Yared	Output/event
13.4	Reporting	Reporting					Sweden: Holiday (Embassy closed)
14.4	Reporting/ Evening departure	Reporting					
15.4	Reporting						
16.4	Reporting						Draft report

Date	Bo	Eva	Dessaiegn	Sean	Sosena	Yared	Output/event
23.4	Finalisation	Finalisation					
24.4	Finalisation						
25.4	Finalisation						
26.4							Final report latest 25.5

Appendix 3. List of People Met

The team has met so many people. Attempts were made to record their names, but still some have certainly been missed. Sincere apologies to those not mentioned!

Overall programme; Stockholm

Torsten Andersson, Senior Programme Officer, Sida Hq

Malin Paulsson, OSC home coordinator

Other ORGUT staff

Overall programme; Addis Ababa

Fantahun Belew Asfaw, Dept Head, Macroeconomic, Policy and Management Dept., MoFED

Habtemariam Kassa, CIFOR

Ato Mulaye, Macroeconomic, Policy and Management Dept., MoFED

Annlouise Olofsson, Embassy of Sweden

Aklog Laike, Embassy of Sweden

Land administration; Addis Ababa, Bahir Dar and East Gojjam

Adane Meharie, Land administration process coordinator, EPLAUA

Adey Gobeze, Office Head, EPLAUD

Amsalu Kebede, Land administration process coordinator, EPLAUD

Andu Amlake, Land administration process coordinator, EPLAUD

Azene Zeleke, Land Administration Committee Chairman

Balew Yibel, Office Head, EPLAUD

Benita Nordin, Chief Technical Advisor, Bahir Dar University

Dereje Tilahun, Acting Court Head, Machakel Woreda

Firew Tegegne, Director, Bahir Dar University

Gebeyehu Belay, Land Administration Development Process Leader, EPLAUA

Getachew Jenber, Manager, EPLAUA

Lars Palm, Technical Adviser (OSC)

Menberu Alebachew, Land Administration Specialist, World Bank, Ethiopia

Shewakena Aytenfis, Cadastral Survey Expert, EPLAUA

Sileshi Temesgen, Vice Manager, EPLAUA

Sintayehu Deresse, Land Registration Expert, EPLAUA

Solomon Bekure, ELTAP

Sultan Mohammad, ANRS Bureau of Works and Urban Development

Tadess Amsalu, Former manager, EPLAUA

Yewoyeneshit Asnake, Registration Expert, EPLAUA

Overall programme; Bahir Dar and Zonal level in East Gojjam and South Wollo

Alemu Admas Ademe, Dept Head, Bureau of Agriculture and Rural Development

Kirsten Ewers Andersen, FAO Consultant

Julien Dupuy, FAO Consultant

Zemam Assefa, Head, Women's Affairs Bureau

Abeba Shumetie, Head, Amhara Women's Association

Alemayehu Assefa Dep. Director, ARARI
 Wondimu Bayu, Cooperative Research Director, SARDP focal person, ARARI
 Yenager Dessie, Head, BoFED
 Mesfin Gebremedhin, Dep. Head, BoFED
 Abebaw Nigatie, Manager, Ambassador BDS facilitator and Provider
 Gedefaw Arega, EDF Project Manager, Ambassador/SAK
 Tewabe Ayesheshum, ACSI, Plan & Research Department Head
 Aderaw Dagnew, FSCDPO, Early Warning & Response Process Owner
 Ayichew Kebede, SARDP-PCU, Program Director
 Ahmed Yimam, SARDP-PCU, Program Officer
 Abebaw Getachew, OSC, Participatory Monitoring & Evaluation Advisor
 Habtamu Tsegaye, OSC, Marketing & Enterprise Development, Technical Adv, East Gojjam
 Ahmed Salih, OSC, Infrastructure Technical Advisor, East Gojjam
 Assefa Workie, OSC, Capacity Building Technical Advisor, East Gojjam
 Dr. Getnet, OSC, Natural Resource and Agriculture Technical Advisor, East Gojjam
 Ato Gashaw, SARDP-PCU, South Wollo Zone PCU head
 Adera Bekele, OSC, Capacity Building Technical Advisor, South Wollo
 Wubit Shiferaw, OSC, Gender Technical Advisor, South Wollo
 Mulatu Zerihun, OSC, Marketing & Enterprise Development, Technical Adv, South Wollo
 Endale Bekele, OSC, Natural Resource and Agriculture Technical Advisor, South Wollo
 Habtu Assefa, OSC, Natural Resource and Agriculture Technical Advisor, East Gojjam
 Salih Workneh, OSC, HIV-AIDS prevention Technical Advisor, East Gojjam
 Håkan Sjöholm, OSC, Chief Technical Advisor
 Assefa Gezahagn, OSC, Capacity Building Advisor, East Gojjam

East Gojjam Zone, Awabel Woreda, Enebi Chifar Kebele

Focus Group Discussion

Haymanot Ayenew, Animal Husbandry Expert
 Fetene Yirga, Natural Resource Expert
 Negerew Dinku, Cooperatives Expert
 Zewdu Yitayew, Agricultural Production Expert
 Maseresha Naserane, Head Master
 Webete Melkame'
 Motebayehone Asabu, D/Administrator
 Muluadam Zeru, FHH
 Yetube Mehare, WAO (rep) & Association's Chairperson
 Deta Wale, Sida's Treasurer
 Getenet Asechal, Sida's Secretary & Finance Head
 Moseye Mola, Administrator & Sida's Chairperson
 Girma Anteneh, Manager
 Mulualem Anesede, Woreda Administrator
 Mesfin Turfa, Agri. Inputs Distribution Head

Community Development Fund (CDF)

Amo Mosye, Chairperson

Getenet Aschale, Secretary

Sheta Wale, Cashier

Yetabe Mehari, Controller

Gelawe Amlake, Store Keeper

Women's Association

Yetabe Mehari, Head & Cabinet member

Mulu adam Zeru, Woreda Council Member

Individual Interviews

Mesert Ayalew, Health Extension Agent

Hirute Mezegebu, Head – Women Affairs

Sewenet Andarge, Youth Association (member)

Teguaded Gelaw, Community's sanitary group member

Agricultural Development Agents

Tesfaye Berhanu, Natural Resource Supervisor

Haimanot Ayenew, Animal Breeding

Fetene Yirga, Natural resource

Seid, Animal Health

Zewdu, Crop protection

Abebe Dawit, Seed multiplication

Negrew Dinku, Cooperatives Organizer

Kebele Cabinet Members

Mesaye Mola, Kebele Administrator

Yirga Alemayehu, Spokesperson (Kebele)

Girma Antenech, Manager & Deputy Spokesperson

School Administration

Maseresha Nesrane, Director

Teshome Negatu, Supervisor

East Gojjam Zone, Hulet Ej-Enese Woreda, Addis Alem Kebele**Agricultural Development Agents**

Negusie Taye, Animal Breeding

Adugnea Mola, Natural Resource Expert

Desalgne Aneleye, Crop Production

Other

Addis Wondemyn, Chair Person (Social Court)

Gudaye Work Abebe, Head – Women's Association

Zelalem Leyewe, Secretary – Land-Administration

Community Development Fund (CDF)

Geremew Gebeyehu, Secretary and Accountant

Biyadege Matebe, Chairperson
Senedu Abate, Store keeper
Aytnew Bogale, Member
Melkame Gitu, Controller
Senaye Lemeneh, Member
Zelalem Liyewe, Cashier

Health Extension Agents

Mastewale Yetau
Abebeche Menegeste

Kebele Cabinet Members

Seneshawe Aweke, Kebele's Chairperson
Getenet Nebriet, Representative of the Youth
Mola Menegiste, Spokesperson
Girmew Gebeyehu, Accountant
Zelalem Leywe, Treasurer
Senaye Lemeneh, Member
Senedu Abate, Store keeper
Melkame Getu, Supervisor
Yezenegawe Ayenew, Education's representative
Negussie Taye, Agri. & rural development representative

Water points administration

Tilahun Kebede, From Lemelem Tsedu Gotte
Sishewe Tarkegen, From Gossa Gotte
Mehare Yeneneh, From Gossa Gotte
Tena Wubete, From Lemelem Tsedu Gotte
Tiru Yeleme Ayenewe, From Lemelem Tsedu Gotte

South Wollo Zone, Kalu Woreda, 021 Arabo Kebele

Woreda Level

Hashim Seid, Administrator of Kalu Woreda
Yasin Mohammed, Focal point for SARDP activities
Eskedar Eshetu (Sr.), Head – Health Office
Lueleseged Wasihun, Head – Education Office
Kebede Ahmed, BDS Provider (consultant)
Seid Taddesse, Consultant/trainer on micro finance
Zewdu Desalgne, Capacity office building (rep.)
Beshir Yemame, D/Head of RDAO
Fisiha Kassaw, Head – Finance & Econ. Dev. Office

Women Association

Tayetu Hussein, Chairperson
Aregashe Yimame, D/Chairperson

Amina Mohammed, Secretary

Ayesha Endrise, Member

Amina Dawed, Treasurer

Community Development Fund (CDF)

Aregashe Yimame, Chairperson

Jemanesh Said, Secretary (Cabinet member)

Amina Tadem, Treasurer

Zenebech Abdu, Accountant/controller

Amina Mohammed, Cashier & cabinet member

Social court

Seid Abdumie, Chairperson

Amina Dawed, Member

Cabinet members

Abdu Mohammed, Kebele Administrator

Hussen Indiris, Youth representative

Individual Interviews

Seid Ahmed, Kebele's Manager

Husein Endiris Ali, Land Administration Office

Agricultural Development Agents

Abdu Eshetu Ali, Crop production

Wondewsen Mekonen, Animal Breeding Expert

Jemanesh Said, Natural Resource Expert

South Wollo Zone, Kalu Woreda, 024 Ketaye Kebele

Hussein Ibrahim, Chairperson – Water Committee

Awele Ademe, Store keeper

Social court

Seid Yemer, Secretary

Ayalew Seid, D/Chairperson

Jemale Amedie, Member

Adem Seid, Member

School Administrators

Ayalew Ademe, Head Master (grade 1–8)

Ayalew Ali, Head Master (grade 1–4)

Development Agents

Jemal Yimame, Natural Resource

Jemal Ali, Crop Production

Abdulahemaen Nur, Animal Science

Community Development Fund (CDF)

Mohamed Ademe, Secretary

Yimaeme Mohamed, Chairperson

South Wollo Zone, Albuko Woreda, 05 Jemma Negussie Kebele

Individual Interview

Meaza Negussie, WAO – Deputy Head

Asheber Awelu, School Head Master

Eyerusalem Yimer, Manager of Kebele 05

Health Extension Agent

Zebiba Seid, Health Extension Agents Head

Merima Aragaw, Health Extension Store Keeper

Development Agents

Hussein Kebede, Crop Protection

Belete Getachew, Natural Resources

Ayalew Zewdu, Animal resource

Individual Interview (Woreda Level)

Atsede Hailu, WAO – Woreda's head

Yemaem Mohammed, Project follow-up on capacity building

Fekade Zeleke, Head – Capacity Building

Woldemariam Tesfa, HIV/AIDS Coordinator

Woreda level discussions

In addition to the people listed the team interacted with hundreds of local residents whose names for practical reasons were not recorded

Awabel

Mulu Alem, Administrator

Derese Admasu

Gizachew Mulualem, Education office head

Zemenu Molla, Finance & Economy head

Yitayal Simachew, Health office

Misalie Daniel, Woreda HAPCO

Yetemwork Ayele, Land Administration

Mirtea Shiferaw, Water office

Yitayish Abebe, Information office

Temesgen Getachew, Road Desk

Mesfin Terefe, Agriculture & Rural Dev. office

Bezie Behailu, Social affair & SARDP focal

Sheferaw Ayele, Chamber of commerce

Debre Elias

Yismaw Wubwaga, Woreda Administrator

Bizuneh Firew, Finance & Economy head

Zelalem Gelaw, Agriculture & Rural Dev. Office head

Melaku Yimenu, Education head

Getnet Tiru, Information office head

Asmare Taye, House Speaker
Yibeltal Adamu, Capacity building head
Tsegaye Tsehay, Health office head
Melesse Mengiste, Trade & Industry
Ajje Chane, Women Affairs head
Aschalew Diana, SARDP focal person
Embiale Derese, Amhara credit & saving institute

Basoliben

Alemayehu Tadele, Soil & water conservation expert
Melesse Demsew, Agriculture & rural dev. Deputy head
Dessalegn Adisse, Crop dev. expert
Tsfaye Shanka, Crop protection expert
Abrham W/Michal, Education office Deputy head
Abebaw Abebe, Education office
Baye Mengistu, Health office
Mekuriaw Zewdu, Water resource head
Belayneh Goshu, HAPCO coordinator
Girma Mogues, Information office head
Dereje Mekonnen, SARDP focal person
Adam Workeneh, Women Affairs
Fekir Yehun, MSE office expert
Girmachew Assefa, MSE office expert
Melkam Gebeyehu, Trade & Industry representative
Abraham Worku, Capacity building Deputy head

Hulet Ejju Enesie

Alemeshet Biyazene, Woreda Administrator
Abebaw Bimere, SARDP focal person
Gizachew Tilaye, MSE office head
Zelalem Mengistu, Agriculture & rural development
Beletu Mustefa, Women affairs head
Nuru Ahmed, Head water supply office
Mohammed Tefera, HAPCO head
Zeru Kiflu, ACSI sub branch head
Essayas Terefe, Motta MSE head
Dagnachew Dare, Trade & industry D/head
Gedefaw Hassen, Finance & Economic Dev.

Sayint

Haile Teferi, SARDP focal person
Fantahun Tilahun, Finance & Economic Dev. Head
Serkalem Mekonen, Women Affairs D/head
Beniam Amsalu, HAPCO

Sitotaw Megabiaw, Land Administration
Dereje Argaw, Agriculture & rural dev.
Messele Dessalegn, Agriculture & rural dev. D/head

Kalu

Yassin Mohammed, Agriculture & rural dev. & SARDP focal person
Seid Tadesse, MSE office expert & rep.
Kebede Ahmed, Private BDS facilitator/Ambassador
Hawa Mohammed, Information office
Sara Abi, Women Affairs head
Ahmed Gebeyaw, Woreda HAPCO
Sister Eskedar Eshetu, Health office head
Tewubo Adugna, Irrigation process owner
Lulseged Wasihun, Education office head
Teshome Birhanu, Road team leader
Beshir Yimam, Agriculture & Rural dev. head

Albuko

Kebede Ademe, Woreda Administrator
Tesfaye Worku, Trade & Industry head
Endalke Alemayehu, MSE Development head
Teshome Abera, Women Affairs
Abdu Mekasha, SARDP focal person
Hilary Birhanu, Woreda HAPCO
Fekadu Zeleke, Capacity building head
Andarge Mulat, Justice office head
Getnet Sewenet, Environment protection & land administration
Zelalem Yizachew, Agriculture & rural development office
Abebaw Mekonen, Education office representative
Solomon Nigus, Health office
Oumer Ahmed, Water resource Dev.
Zenebe Ehete, Irrigation process coordinator
Zeru Wossen, Road Desk

Mekdela

Kefle G/Egziabher, MSE process coordinator
Kassaw Yimer, Justice head
Betelhem Mulat, Administration CDF focal
Belay Oumer, Finance & Economic Office D/head
Mekasha Gemete, Capacity building
Gashaw Wodaje, Information expert
Daoud Mussa, Woreda HAPCO

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Woreda SARDP Performance Reports for the whole period, Awabel, Debre Elias, Basoliben, Hulet Ejju Enesie, Sayint, Kalu, Albuko, Mekdela.

In addition the following materials published by SARDP

- Brochure of SARDP III
- Agenda 1998 E.C
- Brochure on Specific Technology supported by SARDP
- Newsletter (series)
- SARDP monthly Success Stories (series)
- Story of Change, Special Issues
- Special Issues I
- Special Issues II
- Special Bulletin
- SARDP at a Glance
- SARDP on the ground
- SARDP Intervention's Indicator map
- Poster on SARDP's Best Practices
- Pull-up poster on SARDP's Best Practices
- SARDP's Folder

Appendix 5. Evaluation of the Land Administration Component

1. Introduction

This annex provides a more detailed account of the evaluation of the land administration component of the Sida-Amhara Rural Development Programme (SARDP). Revisions to this final version have been made from a draft version (issued on 13 April 2009 as a separate report to the main evaluation report) incorporating, where appropriate, written comments from Sida, the Programme Coordination Unit (PCU), the Environment Protection, Land Administration and Use Authority (EPLAUA) and the Orgut ScanAgri Consortium (OSC), received on 9 May 2009.

The evaluation was conducted principally by Mr. Seán Johnson⁵, with assistance from Ato Dessalegn Rahmato⁶ who provided historical and background context, and Mr. Bo Tengnäs who participated in some of the field visits, meetings and discussions.

Evaluation of the land administration component of SARDP (hereinafter referred to as the land administration *project*) took place in Ethiopia (Amhara National Regional State) and Addis Ababa between 22 March and 8 April 2009.

The key stakeholder for the land administration project is EPLAUA of the Government of Amhara National Regional State (ANRS). EPLAUA are responsible for, amongst other things, rural land certification and administration, environmental protection, and, until recently (January 2009), land use planning, throughout rural Amhara.⁷

Box 1: Land Administration Glossary

Land registration	the process of recording rights in land either in the form of registration of deeds or else through the registration of title to land.
Deed	documentary evidence of the grant or transfer of land
Title	entitlement to land evidenced by a document, either a grant or certificate
Registration of deeds	a system whereby a register of documents is maintained relating to the grant (or certification) and transfer of rights in land
Registration of title to land	a system whereby a register of ownership or use of land is maintained based upon the parcel rather than the owner or the deeds of transfer
Land administration	is a system that provided a mechanism that supports the management of real property (land, use and ownership). Land administration functions may be divided into four components: juridical, regulatory, fiscal, and information management. The juridical emphasises holding and registration of rights in land. The regulatory component is mostly concerned with the development and use of land. The fiscal component focuses on the economic utility of the land. Information management is integral to the other components
Land tenure	the method of holding land rights
Customary land tenure	the holding of land in accordance with customary law (unwritten, established by long usage)

⁵ Land administration specialist, and responsible for field evaluation and stakeholder interviews – Amhara and Addis Ababa; data analysis; client and donor briefing; and final report preparation (contact details: sejo@cowi.dk)

⁶ Historian, political scientist, and sociologist, responsible for background context and stakeholder interview – Addis Ababa

⁷ Rural land use planning function has been transferred to the Bureau of Agriculture. The ANRS Bureau for Works and Urban Development (and various municipal governments) are responsible for urban land administration matters.

Cadastre	a type of land information system that records land parcels. The term includes: juridical cadastre (a register of ownership of parcels of land); fiscal cadastre (a register of properties recording their value); land-use cadastre (a register of land use); and, multi-purpose cadastre (a register including many attributes of land parcels)
Cadastral survey	the surveying and mapping of land parcel boundaries in support of a country's land administration, conveyancing or land registration system
Boundary	either the physical objects marking the limits of land or an imaginary line or surface marking the division between two legal properties
Land management	the activities associated with the management of land as a resource from both an environmental and an economic perspective
Share cropping	use of land in return for a share of the crop produced
Lease	a contract by which the right of exclusive possession of land is granted by a landlord (the lessor) to a tenant (the lessee) for an agreed amount of money for an agreed period of time
Mortgage	an interest in property for example when held as security for a debt
Collateral	the use of property as a guarantee for a loan

Following this brief introduction, the format of the evaluation report follows the structure recommended by Sida⁸, and considers the main characteristics of the evaluated intervention. Section 3 documents the evaluation team's findings and section 4 the conclusions of the evaluation. Prior to the evaluation's recommendations (section 6), section 5 documents some lessons learned.

Box 2: Amhara Land Administration Terminology

Land certification	the issuance of an official written document certifying that the person(s) named are the legal users and holders of the land described therein
First stage certification	determine land use rights to a holding that comprises one or more land plots or parcels (usually up to five) where the parcels making up the holding are not surveyed but only estimated in size, and there is no plan
Second stage certification	surveying of parcels and the addition of a plan or map to the book of holding
Primary certificate	a land (use) certificate, also known as a book of holding, issued after first stage certification.
Secondary certificate	a land (use) certificate, also known as a book of holding, issued after second stage certification.
Temporary certificate	a land (use) certificate issued soon after completion of fieldwork, publicity, and authorisation by EPLAUA, pending the issuance of the primary certificate or book of holding ("green book") that includes the users photographs
Book of holding	a primary or secondary certificate, also known as a "green book"
Registration	a copy of the book of holding kept by EPLAUA. Each page in the register contains the same information (and more) written in each book of holding with additional space for changes
Land Use Administration Committee	a democratically-elected committee in each Kebele who were responsible for documenting land use rights, estimating land areas, and helping resolve land disputes; their findings and work were sent to EPLAUA for approval before issuance of temporary certificates and then primary books of holding

⁸ Looking Back, Moving Forward: Sida Evaluation Manual, 2nd revised edition

1.1 Evaluation purpose

The purposes of the evaluation are to: (a) provide information about results that Sida and ANRS can use in reporting to principals and the general public, and for lessons learned; and (b) be forward looking and contribute to considerations of a successor programme of SARDP. Specifically, the evaluation is to offer input to the planning and design of a possible post-SARDP programme where the focus is expected to be on economic diversification, in combination with, for example, agriculture and land administration.⁹

1.2 Methodology

The time available for the evaluation of the land administration project (2.4 weeks for the specialist input) was insufficient for work at household level and for primary data collection. Therefore secondary data sources were used for the evaluation together with observations made and information gathered during field visits and stakeholder meetings. These secondary sources included background reports and previous evaluation reports listed at the end of this appendix. Also listed at the end are the persons and organisations interviewed. Time did not allow a desk review and synopsis of the extensive literature on land certification in Ethiopia.

The sources and reliability of statistical data quoted in the report are attributed and noted, and, as far as possible, verified with corroborating data or observed and anecdotal evidence.

Specific issues to be investigated were identified early in the evaluation, which were:

- Cost-effectiveness of land certification and registration
- Sustainability of the land administration system
- Equity and inclusiveness (i.e. fairness and measures to protect vulnerable and disadvantaged groups)
- Land use change (i.e. individualisation of group tenure of common and grazing lands)

The evaluation paid attention to achievements made during the current programme phase, and a particular effort was made to identify promising interventions or needs for further support.

Because of time constraints, field visits were not possible to South Wollo and to only four Woredas in East Gojjam (Awabel, Basoliben, Gozamin, and Machakel) as well Bahir Dar. One non-programme Woreda in North Gondar Zone was visited to witness second stage land certification field work. First stage land certification field work was not taking place within easy travelling distance from Bahir Dar.

1.3 Background

Historically, land tenure has been a complex and controversial issue in Ethiopia and Amhara NRS. The removal of Emperor Haile Selassie from power was due in part to the unequal distribution of land between landlords and peasant-tenant farmers and insecure land rights of the latter.

The radical reforms of the Derg regime, which overthrew the imperial state in 1974, were quite distinctive. The reforms abolished all customary and formal rights to land and vested in the state the power to redefine property rights and access to land. It created Peasant Associations (PA) charged with implementing the reform and later in land administration at the community level.

Following the overthrow of the military government and as part of the devolution of power within a federal framework, the regions of Ethiopia were given wide administrative and legislative powers, including land administration matters. The Federal government's land policy is quite similar in many respects to that of the Derg: land cannot be owned as such because it is the property of the people administered on their behalf by the state.

⁹ See Terms of Reference

Amhara land law draws heavily on the Federal law and affirms the principle of public ownership of land and prohibits its sale, mortgage or exchange, with the holder having only the right of use, a right dependent on residency in the rural area and engagement in agricultural pursuits. Use rights are also dependent on a host of conditions most of which having to do with what is described as “proper” land and environmental management practices. Holders who do not follow these practices may be subject to a variety of penalties, including risking their right to the land. The right to rent out land is allowed: renting for a short period of time can be done informally and need only involve the parties concerned, renting for longer periods must be reported to and registered in the Kebele or Woreda. Future land redistribution has not been ruled out entirely but now is subject to the consent of a majority of the land holders in a given locality.

For a more detailed review of land rights and legislation in Amhara the reader should refer to the paper by Dessalegn or report by Andersson et al listed at the end of this appendix.

1.4 Recent developments

A number of multi-lateral and bi-lateral development agency programmes and projects have recently been implemented or are in the planning process; some of these are:

- Irrigation and Drainage Project (World Bank): Land re-distribution (for consolidating holdings and creating a layout of parcels suitable for irrigated agriculture) is undertaken by accurate surveying during second stage land certification.
- Ethiopia Land Tenure and Administration Program (USAID): The objective of ELTAP (phase one) was to assist the GOE to “implement a sound land certification system that provides holders of rural land use rights with robust and enforceable tenure security in land and related natural resources in the four regional states.” Specific activities were undertaken in 24 target woredas in four regional states of Amhara, Oromia, SNNPR and Tigray. This included: developing models on land administration and certification programs in four regions; improving the awareness of land users and other key stakeholders including the judges at various levels about land administration and use laws and regulations, and improving attitudes and practices as a result of this knowledge at regional, Woreda, Kebele and farm levels; improving legal reforms by streamlining and harmonizing the regional land administration and use laws with the federal land administration and use laws and improving policy provisions that may constrain enhanced tenure security; and, developing the institutional capacity of the federal and regional partners to implement second stage land registration and certification. Most of this work in Amhara overlapped with work being undertaken by EPLAUA with Sida support; some was complementary, some was not. In particular, ELTAP undertook an evaluation of different cadastral surveying methodologies, and drafted cadastral surveying and registration regulations for SARDP.
- Sustainable Land Management Project (World Bank): This project is also supporting second stage land certification, and initiated a study to assess the use of very high resolution remotely-sensed satellite imagery for land parcel identification.
- Agricultural Growth Project (World Bank): At preliminary design stage.
- Capacity Building for Decentralized Service Delivery: Restructuring and empowerment of local governments (World Bank). In an early phase, together with GTZ, this programme supported the creation of fiscal cadastres in major regional capitals and Addis Ababa. In a later stage, and after these cadastral projects proved to be unsustainable, a proposal was prepared, but not yet implemented, to strengthen the existing real property registration system in urban areas.
- Urban Local Government Development Project (World Bank): This new project is the next step in the World Bank’s program of support to Ethiopian cities, and is expected to include funding for strengthening the real property registration system.

- Further details for the World Bank's programmes and projects can be found at <http://go.worldbank.org/8LJTXYW420>; and ELTAP at <http://eltap.net/>.

1.5 Acknowledgements

The evaluation team would like to thank the staff of the Project Coordination Unit (PCU), the staff of EPLAUA especially Ato Gebeyehu Belay, Ato Shewakena Aytenfsu, and Ato Sintayehu Deresse, the land administration Technical Adviser (Mr Lars Palm), and many persons interviewed and too numerous to mention here (but listed at the end of this annex) who gave up their time to talk to the evaluation team, and often at short notice.

Unfortunately, it was not possible to meet all stakeholders who the evaluation team would have liked to meet, in particular the Office of the President (of ANRS which is responsible for land policy and EPLAUA). For future evaluation missions, we recommend that the PCU and Technical Advisers organise meetings for the team well in advance of their arrival.

1.6 Disclaimer

Sida and the Embassy of Sweden in Ethiopia bear no responsibility for, and are not in any way committed to, the conclusions and recommendations expressed in this report.

2 The Evaluated Intervention

This section of the evaluation report provides a brief history of the land administration project in SARDP (problem statement, intervention logic, etc).

2.1 Intervention background

A key premise of land policy and administration intervention is that providing owners or users of land with higher levels of tenure security (e.g. protection against eviction) will increase agricultural productivity by enhancing their incentives to make land-related and longer-term investments. This rationale is supported by a number of studies that document increased investments as a direct result of improving tenure security (see Deininger 2002, *Land Policy to Facilitate Growth and Poverty Reduction*) but often the results can be muted and masked by other constraints to growth and other factors affecting the agricultural economy. Economic growth is one dimension, social equity is another, for both it is easier said than done: "Even though formal title will increase tenure security in many situations, experience indicates that it is not always necessary, and is generally not a sufficient condition, for improving the use of land resource. The goal of providing tenure security for the long term, administered in a cost-effective way through institutions that combined legality with social legitimacy, can be achieved by a variety of ways, depending on the situation" (ibid). In this context, the purpose of the land administration project is, simply stated, to improve land tenure security with the goal of reducing rural poverty.

Land remains a most crucial asset for households in Ethiopia. More than 80 percent of the population still lives in rural areas, contributing about half of GDP via agricultural production. Despite recent policies to stimulate intensification, land productivity remains low in most parts of Ethiopia. Furthermore, as a land-locked economy with few natural resources, growth in agriculture remains a crucial part of an overall economic growth and poverty reduction strategy.

The Government of ANRS initiated a land certification programme in 2000 in response to the need to improve agricultural productivity by removing the constraint of land tenure insecurity, and to implement at regional level the Federal Land Administration and Use Proclamation of 1997. To do this, EPLAUA was established by regional proclamation in 2000, and given the responsibility to "conduct simple cadastral survey and issue map and book of certificate to each land holder with a mention of the plot size and its adjacent borders" (EPLAUA, 2009). More specifically, EPLAUA was to draft regulations and devise working procedures for land certification and registration. These would be put into practise through the Kebele Land Use Administration Committees (LUAC).

The land certification programme commenced in 2002 in two pilot Kebeles (with SARDP support – see below). The work was quickly scaled up and rolled out to other areas using more traditional and much quicker (although less accurate) methods for identifying and describing the land. The achievements for this first stage land certification are impressive; 3.2 million holdings were issued with temporary certificates in 3 years (However, the issuance of primary books of holding lags behind at 2.1 million). The methodology, or “way of working”, for primary certification is largely indigenous, highly participatory, and very cost-effective – accurately described as a model for other African countries (Deininger, *ibid*). The methodology used for primary land certification probably is similar to how the land re-distribution campaign in 1997, but with perhaps more emphasis on communication and education; the outputs, however, are much different.

What then has SARDP contributed to these achievements? The following sections provide a summary of Sida support to land administration in Amhara through SARDP. For further and more detailed background information on land certification and administration in Amhara, reference should be made to one or more of the papers listed at the end of this appendix.

2.2 SARDP I (1997–2000)

Land rights and land administration were not stated components in SARDP I although land use planning is mentioned as one example of a possible Woreda-funded activity.

2.3 SARDP II (2000–2003)

A problem analysis in the SARDP II project document identifies lack of secure land tenure but a component or sub-component to address this problem was not included at the outset of the programme. A land administration project did emerge later in phase II.

An EPLAUA document that describes land administration activities, approach, expected benefits, and specific objectives for the project states, by way of a problem statement for a project rationale, that:

“Environmental deterioration, landlessness, and tenure insecurity are the long stayed daunting challenges in the Amhara region. These in turn compounded constraints in producing sufficient food that subsequently causes a vicious cycle of food, environmental and social insecurity... The regional Land Administration and Land Use policy is meant to give due concern to the contentious issues related to property, use and tenure security which in other words, form the foundation for the regional effort in order to reduce poverty and multifaceted insecurity while enhancing good governance and achieve sustainable rural livelihood.”

The EPLAUA document was prepared following a request from the Government of Amhara to Sida to add a land administration component to SARDP. The request was believed to be based on (the above) premise that improved land tenure security, resulting from the Government’s proposed land certification and registration programme, would contribute to the goal of SARDP.

A one-year project was agreed and approved and ran between July 2002 and June 2003. According to the evaluation report of the project (we are not aware of a Sida project document) with the main objectives to:

- Build capacity at EPLAUA.
- Test alternative approaches to land administration and tenure security
- Establish a land administration system for user rights registration
- Implement cost-effective procedures that support property planning, surveying, mapping and registration and transfer of user rights.

Two pilot project areas – Endod Ber or Gerado Kebele in South Wollo and Addissena Gulit in East Gojjam – would provide the mechanism to test approaches, develop a land administration system, and define a “way of working”.

The December 2003 evaluation of the land administration project and the pilot certification schemes drew attention to a number of matters that required addressing in the future, and in particular that:

- Pilot projects are not distinguished from regular activities
- Limitations in management and operational modalities
- There is some farmer resistance to certification
- Matters concerning maintenance of the land administration system require elaboration
- Methods other than using modern equipment to measure parcels have to be tested.

These issues, and others, were incorporated into a proposal, recommended in the 2003 evaluation report, for a new project comprising the following components: (a) strengthening the legal framework, (b) determining information technology (IT) strategies, and (c) technical system and procedure development and capacity building. The report highlighted the “need for well-defined project objectives...there must be a step-by-step approach to implementation”. It was also suggested “that alternative methods for measuring boundaries be explored (early) in the next phase”. Specific activities were identified for the future project including:

- technical activities
- policy and legal framework development
- institutional strengthening
- property valuation development
- property planning and registration development
- surveying and mapping development (including development of methods, guidelines, comparative studies and cost estimates etc)
- digital registration (support to system planned by EPLAUA)
- human resource development (academic training)
- capacity building in Woredas (and more control of land administration funding as monies are being redirected by Woredas to other needs), and
- implementation should be a stand-alone project separate from SARDP

Critical success factors were identified: (i) stick to the plan; (ii) be realistic about expectations, and (iii) expect some resistance from farmers in the scaled up land certification exercise.

In mid-2003 (prior to the SARDP III programme document), EPLAUA produced a four-year rolling plan specifying land administration activities and budgets. The activities are consistent with the subsequent SARDP III log frame and include most, but not all the activities listed in the SARDP II evaluation report (see section 3 on findings of the evaluation). This plan included a problem analysis, which states:

“Until recent time ‘patch work’, approach was followed in reversing the situation with particular emphasis on soil and water conservation activities. However, this massive effort on soil and water conservation and tree planting failed to succeed mainly due to insecure land ownership and tenure. Land redistribution in the region was against the motives of the potential users of the land to develop and conserve land resources. It is obvious that positive correlation exists between secure land rights and agricultural productivity or investment to long-term management.

“The ultimate problem is the fact that there was no enforceable land use policy, which is useful as a guide to regulate natural resources utilization in productive and sustainable manner... In order to ensure sustainable natural resources utilization and agricultural productivity in the region there is a need to carry out land use planning and use each piece of land according to the land use plan.” (Our emphasis)

The goals, objectives, and activities to address this and other problems, are described and assembled into a (sort of) log frame matrix. An estimated total budget for EPLAUA's 4-year programme amounted to about 100 million Birr of which 85% was assigned for land administration, 0.9% is for environmental protection, 0.2% is for land use planning, with the remainder split between training, monitoring and evaluation, and programme management.

For reasons unrelated to land administration, SARDP III did not commence immediately, but in the interim period Sida agreed to sponsor 24 students to study land administration in Sweden so that upon their return they would contribute to the future programme as technical experts.

2.4 SARDP III (2004–2008)

The SARDP programme document describes the situation in 2004 with respect to land as “a critical resource for all inhabitants of the region and thus for the overall socio-economic development of the Region... To have secure tenure to land is a prerequisite for farmers to undertake long-term improvements on their land. The registration of land holdings is now ongoing in the Region. A Land Administration System has been developed based on two pilot areas... Land Administration Committees are formed... The registration of holding rights is ongoing and Books of Land Holdings being issued...” On this basis, the SARDP framework contained a principle that “improved access and entitlement to land will be a main focus of the programme. Farmers depend on the land for their livelihood and secure tenure is a condition for their interest in the long-term productivity and sustainability of the land and their willingness to make the needed investments for that purpose. Without tenure security to land, farmers will not be interested in rehabilitating degraded lands, even though such land can yield significant benefits after a few years. Similarly, investments in land like irrigation will be made only by farmers who know they will be able to enjoy the fruit of their labour for a relatively longer period.”

The outputs and activities of the programme identified to address these land-related issues are summarised in the logical framework matrix shown at the end of this appendix. The purpose of the land administration project – the purpose that contributes to the goal of the overall programme – is not stated in the programme's log frame matrix, although it can be implied from SARDP's intervention logic, that the purpose of the land administration project is to improve tenure security and land use.

In addition to Sida/SARDP support to EPLAUA, the land certification programme also benefitted from USAID-funding through Ethiopia Land Tenure Administration Program (ELTAP), providing: (a) an impact evaluation of the Endod Ber (Gerado) Kebele pilot work, and (b) a study examining various surveying and parcel identification methodologies. Also, the results report on interventions of SARDP III (Ahmed Yirnan and Abebaw Getachew, January 2009) provided some background information that we could not find elsewhere:

“Both the client (ANRS) and the donor (Sida) had felt that absence of land administration system had been one of the causes for low production and productivity in the region. Accordingly a land administration system, which is believed to secure long term land tenure, was initiated in 2002 by SARDP and implementation commenced in 2004–2005 fiscal years in 2 pilot areas...”

3 Findings

This section documents the findings of the current evaluation and, for ease of reference, summarises the findings of the earlier evaluations and assessments of the land administration project of SARDP.

3.1 SARDP II

3.1.1 *Earlier evaluation of SARDP II*

The general findings of the evaluation conducted in November–December 2003 of the land administration project and the pilot certification schemes were positive. However, there are no empirical data presented in the evaluation report to objectively substantiate this finding. A key activity and output was the certification conducted in two pilot Kebeles, and the work in both had not been completed at the time of the evaluation. The absence of a project document, log frame, and objectively verifiable indicators would have made the assessment largely a subjective one. Notwithstanding this, the findings of the evaluation were that:

- significant achievements were made with respect to outputs and lessons learned,
- there is a strong local ownership of the project,
- there is good use of participatory approaches with farmers.

One key outcome of the pilots was, however, that certification based on accurate survey using modern equipment could not be accomplished within a reasonable period of time, and, therefore, a two-stage process was adopted in the scaled up project that commenced in various Woredas at the end of 2003. This was 6 months prior to the start of SARDP phase III and prior to the completion and evaluation of the pilot projects.

We understand that Sida indicated the likelihood of future support and this encouraged EPLAUA to commence with the scaled-up land certification exercise before the end of SARDP II and onset of SARDP III.

3.1.2 *Findings of current evaluation of SARDP II Land Administration*

Of the two main activities – pilot land certification, and capacity building for EPLAUA – the former was completed and can therefore be evaluated; the latter continued essentially unchanged into SARDP III.

Work in the two pilot Kebeles of Endod Ber (South Wollo) and Addissena Gulit (East Gojjam), commenced in 2002 with cadastral surveying (for producing cadastral plans and maps) and fieldwork for land certification (communication, education, data collection and compilation, verification, etc) for producing books of holding.

Physical achievements

A total of 783 holdings comprising 3,052 separate parcels (field plots) were certified in Addissena Gulit during the pilot (figures for Endod Ber were not provided, but EPLAUA reports 9,246 total parcels were surveyed, and 2,086 secondary books of holding issued). Whether or not these figures represent 100% completion is not known, but effectively the pilot projects are complete.

Effectiveness

Figures for the total number of households, the number and type of disputes encountered and resolved, and the resource inputs and time taken to complete the pilot work in each Kebele is not known or are not readily available.

Efficiency

The lack of available data means it is not possible to assess aspects of fairness and inclusiveness in the conduct and outcome of the work; nor is it possible to calculate the cost per parcel, which is the usual measure for assessing the cost effectiveness of this type of activity. However, some figures from the pilot project work were available to a recent study (Deininger, 2008), which reported that the cost of surveying was 49 Birr per parcel and 175 Birr per household.

Impact and sustainability of the results

Based on a field inspection and a meeting with the Land Use Administration Committee (LUAC) at Addissena Gulit, we find that:

- there is no financial support provided to the LUAC (e.g. the Chairman reported he had to buy a padlock for the office door using his own money, and there is no where to file documents)
- the LUAC is not being supported by the Woreda with respect to applications for house lots and persons occupying common lands; there is a lack of enforcement
- the LUAC is trying to educate farmers that their parcel map isn't sufficient to protect against disputes; they must mark their boundaries better

3.2 SARDP III

3.2.1 Earlier reports, reviews and assessments of SARDP III

A number of evaluations were undertaken of SARDP III land administration outputs and activities; none of these are described as a mid-term review.

A study conducted by Professor Okoth-Ogendo in 2007 identifies many challenges facing the future expansion of Amhara's land administration system, particularly the question of sustainability, which hitherto was an issue neither identified in the programme document nor considered in other evaluation reports.

An internal impact assessment of SARDP interventions was conducted in 2008 by Abebaw Getachew and others. The evaluation found that:

- Land-related conflicts had either stayed the same or had reduced after the land certification exercise,
- Perception of tenure security has risen significantly.

The 2009 internal Results Report by Ahmed Yirnan & Abebaw Getachew found that:

- 727,776 households in both zones have received primary certificates as at 30 June 2008, which represents 79.8% of the number of households estimated at 2004.

the number of households using composts and taking measures to combat degradation was observed to be increasing (long-term investments, such as erosion protection is typically a good proxy for secure land tenure)

- the rights of women had increased by joint holding
- there are signs of a reduction in boundary disputes.

An evaluation of land certification in Gerado (Endod Ber) and Tabasit Kebeles (the former being one of the two pilots implemented by EPLAUA and SARDP) was commissioned by ELTAP. Although the evaluation findings are not final, the preliminary results indicate that:

- Both sites have shown increases in endowments of the major farming assets after land certification
- Perceptions of land tenure security have increased
- The incidence of tree planting has increased (again a good proxy for secure tenure)
- The incidence of land disputes has declined
- The incidence and duration of land rentals and sharing cropping has either decreased or stayed about the same.

A final report prepared by the consultant's to SARDP (Orgut ScanAgri Consortium) reported on the outputs and achievements of phase III and included some observations (findings). These findings relate to the execution of activities and not to programme outputs or purpose, except that "EPLAUA has (succeeded) to register the rural land in the whole Amhara region in less than four years."¹⁰

A status report prepared by EPLAUA in February 2009 states that "3.1 million possessors could be registered" and "2.1 million have been certified with first level book of holding", but also states that: registration of holdings covered more than 98% of the landholders in the region in less than four years¹¹. Findings on tenure security and land-related investments, amongst other things, are reported but without quantitative data.

3.3 Findings of current evaluation of SARDP III support to Land Administration

The findings of the current evaluation are reported below against the indicators and main activities identified in the log frame. Evaluation of the project output – improved land administration and land use planning – is concluded in the next section based on the findings presented below.

3.3.1 Issuance of land use certificates

The basic data is:

Indicator:	Primary land use certificate issued to 80% of households ¹²
Achievement:	79% of all current households in the programme-supported zones according to EPLAUA reports (December 2008). According to SARDP Results Report (January 2009) the target is 730,022 primary certificates (80% of households estimated to exist in 2003/04) and 727,776 were actually issued by 30 June 2008 representing an achievement of 79.75% (99.7% of the target).

Physical achievement

Two sets of aggregated figures for the two zones were provided to us – by EPLAUA and by PCU – that are different. The difference could be due to the different base years for estimated number of households (EPLAUA 2008; PCU 2003/4) and also a slight difference in base date (EPLAUA December

¹⁰ Note that the term "register" is used within EPLAUA to mean issued with temporary certificates; therefore, to register in the whole of Amhara does not mean that every land user has received a primary certificate or book of holding.

¹¹ The 98% achievement relates to registrations and temporary certificates and not to primary certification and the issuance of the book of holding, which is the important document for tenure security and the indicator for SARDP.

¹² The base year for the indicator isn't stated in the Project Document. The Results Report has assumed that it is the number of households estimated to exist in 2003/04. EPLAUA Certification Report assumes the number of households as the same year as the number of primary certificates. In our opinion, the use of a percentage ratio for the achievement indicator, rather than a fixed quantity, suggests the base number of households should be the same date as the number of certificates issued.

2008; PCU June 2008). However, a closer examination of the data, especially when disaggregated, reveals some further inconsistencies.

EPLAUA's figures for land certification outputs are shown in Table 1 below. Immediately apparent is the difference in reported achievements between East Gojjam and South Wollo. The evaluation team visited East Gojjam and field inspections indicated that the figure for this zone appears reasonably accurate as books of holding were still being prepared. Due to lack of time, the whole team did not visit South Wollo and so we cannot assess directly the accuracy of the 98% figure. EPLAUA's response to questioning about the cause of the difference was that the South Wollo Zone (or Woredas within the Zone) do not always distinguish between temporary and primary certificates in their reporting. This reason seems plausible (based on the figures for temporary certificates issued in East Gojjam). Moreover, the EPLAUA status report of February 2009 indicates that primary certification achievement for Amhara as a whole is 67%. However, if other zones or Woredas also mix up both temporary and primary certificates as does South Wollo, then the achievement of 55% also seems plausible, although further investigation is needed to confirm a more accurate figure.

Table 1: Land certification outputs (Source: EPLAUA)

	East Gojjam	South Wollo	Amhara
Households (estimated 2008)	435,859	564,561	3,278,906
Temporary certificates registered ¹³	426,449 (98%)	596,461 (106%) ¹⁴	3,447,267 (105%)
Primary books of holding issued (80% target)	239,186 (55%)	550,030 (97%)	1,974,881 (60%)
Secondary books of holding issued	773 (0.2%)	839 (0.1%)	1,612 (0.0%)

The Results Report on Interventions of SARDP III (Draft) dated January 2009 contains data showing that the target for land certification in the programme Woredas (80% of holdings issued with primary certificates or books of holding; reference number of rural households estimated at 912,527 and reference year for that estimate 2003/04) had almost been met (99.7% of the estimated number of rural households of 2003/04 were issued with primary certificate of land holding as of 30 June 2008, equal to 727,776 households). Data sources and assessments of data accuracy are not stated. Taking population growth into account, we would estimate that the achievement reported as per 30 June 2008 is between 60 and 70% of the total number of rural households (which corresponds with the EPLAUA figure of 67% mentioned above). Later reports by PCU suggests that 1,050,869 rural households have received primary land certificate (ref. EPLAUA's report ANRS/E/2677/E.8 dated 12.1.2009). However, it is unclear if the erroneous figures for South Wollo were included in PCU's results, because disaggregated zonal data is not provided; if they were, then the results achievement must be adjusted downwards accordingly.

Another source of uncertainty in the reported data is the number of households deemed "illegal". It is not clear whether these are included or excluded in the various estimates of total number of households. However, it seems plausible that they are excluded since they are not recorded and reported on in the land certification exercise.

The certification process uses the records of the land redistribution carried out in 1997 as its 'benchmark'. In other words, landholding rights received at the time of the redistribution are certified; and landholding rights acquired after 1997 and up to the time of certification are only certified if they have

¹³ Temporary certificates are issued pending the preparation of the books of holding, which takes a minimum of one year. Holdings issued with a temporary certificate are described as "registered" (this may or may not mean a page in the register book is completed with details of the holding)

¹⁴ The greater number of certificates than households can be explained, according to the OSC, as "a household can have a holding jointly by wife and husband but in addition each of them may own a holding individually and/or jointly with others. Thus a married couple may together have three or even more different holdings, (which) is why the coverage can be more than 100%"

been authorised by the Woreda. Persons holding land that is not authorised, or used informally (e.g. periodically), or in excess of the maximum size, are considered “illegal” by EPLAUA and the holding is not certified or registered. Figures have not been kept during the certification exercise to indicate the number of holdings or parcels classified as illegal. However, based on differences between the number of households counted during the last population census and the outputs of land certification, about 5% of holdings in some areas may be considered ‘illegal’. If population growth is taken into account, with commensurate pressures on land access and occupation of common lands, then the figure of “illegal” holdings could be as high as 35%. Again, further investigation is needed to verify this.

The lag of up to a year or so, accounting for 30–40% of households without a primary certificate but only a temporary certificate, can be for many reasons; for example, administrative delays, unaffordability (travel to Woreda and other costs to be paid by the farmer), temporary certificate may be sufficient for some farmers. Reductions in the numbers of Woreda staff (as a result of the business process re-engineering exercise) are stated by EPLAUA to be a major contributor to the delay in issuing primary certificates.

Relevance

The biggest threat to farmer’s tenure security is land re-distribution. This threat has receded significantly following enactment of both the Federal and Amhara Regional Land Administration and Use Proclamations. However, from a farmer’s perspective, “action speaks louder than words”. By issuing land use certificates to all land users deemed legal and not just new farmers as was done during the land re-distribution exercises, the government is demonstrating a commitment to the policy and law improving the land rights of farmers. Although it is possible to have very secure tenure without any documentary evidence (e.g. in many customary tenure systems), in the Ethiopian context and history of landlordism and periodic re-distribution, an official legally-enforceable document, given to and held by farmers is a crucial requirement for improving tenure security.

Effectiveness

Providing documentary evidence of rights is usually highly effective for improving land tenure security, and therefore land certification is an appropriate activity. However, the fact that some households are left out and not recorded at all is a concern. This relates to the use of the 1997 land redistribution as a “bench mark”, an issue that is further elaborated under 3.4.1. Estimated land parcel sizes and the absence of a map to accompany the book of holding is an omission, according to farmers, but this does not seem to weaken tenure security significantly. In most cases, boundary disputes do not affect tenure security (but can be problematical and costly for farmers to resolve where physical features are absent).

Efficiency

Output figures are available for number of holdings certified, but unfortunately input figures and a breakdown and expenditures are not; this makes it impossible to calculate the unit cost (a usual measure for cost-efficiency of land titling and registration projects). But, as land certification was/is conducted in most areas without cadastral surveying, the unit cost of output holdings and parcels is thought to be similar to that primary certification in Ethiopia as a whole (about one US Dollar per parcel), as determined by Deininger (2008), which makes the land certification activity an order of magnitude more efficient than ‘low cost’ procedures applied and reported elsewhere.

Impact and sustainability of results

Based on earlier surveys and our field investigations, we find that the farmers who got a book of holding or a temporary certificate perceive their tenure to be much more secure now (up to 98% report that they now have more secure land tenure or more secure in the knowledge that they will be compensated if their land is expropriated). There is some tangible evidence of improved security through willingness

to undertake longer-term investments in their land, through the planting of trees, undertaking erosion protection measures, and purchase of more substantial agricultural inputs. These sorts of investments are often indicative of higher tenure security.

The project has been designed to sustain tenure security via the registration system (see Appendix 5). Alternatively, sustainability could be achieved by repeating the land certification exercise, either periodically en masse or sporadically on demand, and made possible by the low unit cost and the existence of local Land Use Administration Committees.

3.3.2 SARDP III Land Administration Activity – Training

Training has been a substantial activity throughout the programme, and has not been confined to technical-level training, but has included academic, professional and vocational training as well.

Physical achievements

A link with KTH in Stockholm has been instrumental in helping to build a cadre of land administration experts at EPLAUA. To date, 27 students have passed through the 1.5-year Masters programme in land administration. Some of these graduates have contributed to the inauguration of a 3-year undergraduate programme at Bahir Dar University and more recently the establishment of the Institute for Land Administration. (Although initiated by SARDP/EPLAUA, the support to the land administration programme at Bahir Dar University is a separate project and not part of SARDP and therefore not part of this evaluation).

Technical training has also been emphasised. Four surveyors participated in a 6-week course in Sweden; OSC's technical adviser has provided local training for 25 surveyors; and, Swedish experts have conducted local short training courses and instruction in the 'high tech' equipment procured by the project. Technical training has also been conducted and supported by EPLAUA graduates.

An important training component is that provided to Woreda and Kebele officials and elected members of LUACs to prepare and support the land certification exercise. Figures for the numbers of people receiving this training is not available.

Relevance

Training at all levels and by various means (academic, practical, periodic, learning-by-doing) is highly relevant to the purpose of building capacity in land administration at EPLAUA. Some training materials have been produced, but the emphasis so far has been on external training.

Effectiveness

The external training has built a cadre of capable and knowledgeable professionals at EPLAUA and this has contributed directly to the results achieved by the project. From this solid base, a national programme of higher education in land administration is being built at Bahir Dar University with Sida support, and capacity is being nationally, regionally and locally for academic, professional and technical training in land administration.

Efficiency

Figures provided by OSC show that SEK 10.312 million has been spent by SARDP on education and training activities for capacity building at EPLAUA. Training for Woreda and Kebele persons engaged on land certification tasks is not part of this, and presumably has been funded by EPLAUA.

Impact and sustainability of results

Training has been the core component of the capacity building effort. The knowledge gained by EPLAUA staff through their studies and experiences in Sweden has shaped in some ways the land

administration system. Of the 27 students graduated from KTH in Sweden, 9–11 are currently working for EPLAUA, 6 are engaged at BDU, 2 are still studying abroad, and the remainder (8) are employed or moved elsewhere. Sustainability appears promising if the numbers of students can sustain the programme at the Institute of Land Administration at Bahir Dar University, and the recent broadening of the curriculum to include urban land administration and the potential to become the national centre for land administration studies, bodes well for the future and for sustainability. However, high staff turnover in the public service generally (mentioned elsewhere in the main report) is a cause for concern, as is the reduction of staff dealing with land administration that was evident in most Woredas.

3.3.3 Provide survey, mapping, office and field equipment

The second element of capacity building (together with training) is the provision of equipment.

Physical achievements

The project has procured and provided for EPLAUA: field vehicles (11), high-precision surveying equipment (8x Total Stations, 8x survey-grade GPS receivers), surveying software (16), laptop computers (16), data conversion, amongst other things.

Relevance

The high-precision surveying equipment was mostly acquired during SARDP II for the two pilot areas where land certification included preparation of accurate parcel maps. Scaled-up land certification went ahead everywhere else using traditional methods (rope measurements or estimated areas) and without maps being produced. In SARDP III the equipment has been used for non-project related tasks, mainly for second-stage certification associated with the Ministry of Water Resources' irrigation schemes and for the preparation of leases for investors.

The bulk of the computer equipment, software and data, are for the computerised registration system (Information System for Land Administration (ISLA) software), which has been developed by an international consultant (Orgut) together with EPLAUA and installed in 17 Woredas in South Wollo and East Gojjam (out of a total of 30 Woredas) and in 8 Woredas in other zones.

Effectiveness

The acquisition and use of the 'high tech' and high accuracy surveying equipment was to test the methodology for cadastral surveying for preparing parcel plans and maps to accompany the books of holding and the registers. The result of the pilot project work, although not documented anywhere, was that accurate cadastral surveying is not feasible both in terms of cost and time for all land. The outcome was the implementation of two-stage certification method – primary certification without a plan or map, followed some time later by secondary certification with accurate surveying. Alternative and less accurate methods for preparing a parcel map were not field trialled (although a comparative study was conducted in 2005 by ELTAP, the results of which have been rejected by EPLAUA). We understand that the intent is still to survey all parcels accurately and give all farmers a map of their holding, but the present lack of capacity means that the work is currently confined to irrigation schemes (where more accurate surveying can be justified) outside the SARDP intervention zones.

Efficiency

The total cost for equipment and software is reported as SEK 11.420 million. The quantity of surveying equipment purchased suggests that the methodology was decided prior to the pilot work (testing could have been done with less equipment); the use of high accuracy surveying equipment was a policy decision by EPLAUA. Farmers have expressed a strong demand to have plans of their holdings, and a willingness to pay up to Birr 50. The actual cost for accurate survey of a holding (based on the pilot work) is Birr 175 (Deininger, 2008). Figures for costs and time for the pilot work were not available to the evaluation team.

Impact and sustainability of results

The use of the purchased surveying equipment in the pilot has demonstrated that it is not possible to prepare high accuracy plans and maps of parcels and holding for a reasonable cost and within a reasonable period of time. The cost of surveying is generally unaffordable for farmers and therefore second stage certificate can only be achieved with external financial support.

3.3.4 Issue maps and books of holdings

This is the key activity of the land administration project component of SARDP; it is the activity that addresses most directly the goal of improved land tenure security. From the farmer's perspective, the book of holding is their title document, and proof of secure tenure. Our findings for this activity are reported at 3.2.1 above, although this is for books of holding alone (which is the log frame indicator). For issuing maps the achievement has been limited to only the two pilot areas; maps have not been issued in any other Kebeles (except in irrigation schemes or for land made available to private investors). First stage certification has been conducted without maps being issued with the primary books of holdings, which is contrary to the requirements of both the Federal and Regional land Administration and Use proclamations.

3.3.5 Establish and maintain land registry

This activity is supplementary and complementary to the issuance of books of holding; its purpose is to maintain the record of holdings and to facilitate land transactions. Computerisation of the register (ISLA) is also being undertaken, in parallel with preparing the manual register books.

Physical achievements

A registration system has been established, and register books have been issued to EPLAUA's offices in each Woreda town. Not all registers have been prepared; site inspections indicate that some Woredas are still entering data in the registers. Figures for the status of completion of the register books are not available.

According to EPLAUA, ISLA is now implemented in 25 Woredas, and in one Woreda all data input is now complete. The original plan was to have Woreda staff enter data into ISLA but specialist teams are now employed to do this, which should speed up the process.

Relevance

The creation of land registers is not an explicit requirement but can be implied from the project's purpose of improving land administration; a record of books of holding issued is a justifiable need, and the legislation requires the establishment and maintenance of registers of holdings. A form of title registration system has been introduced, where entries made in the register appear to confer title and a guarantee of correctness is provided. A justification for this form of registration system in preference to other forms (e.g. as currently used in urban areas) is not clearly established (to the evaluation team); however, we believe that title registration was introduced because it is considered a superior system to other registration systems (e.g. deeds).

Computerisation is not mentioned in the log frame but is viewed by EPLAUA as an essential pre-requisite to issuing primary books of holding.

Effectiveness

The register books are impressive and contents are comprehensive. Each holding is documented on a single page, with sufficient space to record changes. Binding the pages in a book helps to minimise fraud. The registers are kept and maintained at EPLAUA's Woreda office; however, the legislation requires that they must be kept at the Kebele (art.27). We are told that keeping the registers at the

Kebele is not possible at this time because of capacity constraints; however, we found that the facilities at the Kebeles visited were rudimentary and it was evident that they were not receiving ongoing EPLAUA support.

EPLAUA and OSC feel the introduction of ISLA very early in the development of the land administration system is justified on the grounds that it brings greater transparency, accessibility, and efficiency to the registration process, amongst other things. Some of this depends on the utility of the software (which was not assessed); some depends on registry practice, computerised or manual, such as transparency and accessibility. The legislation limits access to the register to people with a legal interest and who are 'permitted' and in practice (in at least one Woreda) only LUAC members can inspect the register. Operating the manual and computerised systems in parallel will not result in improve service efficiency.

Efficiency

The register books were provided under a different programme (food security); the reported cost for computerisation so far is SEK 2.355 million (where progress is: <1% complete; 20% introduced). The registers are comprehensive and contain information that is not directly relevant for tenure security and land transactions. Similar registration systems elsewhere have much simpler registers. We find that there is no, or very little, direct benefit of computerisation to farmers.

Impact and sustainability of results

The law requires the creation and keeping of registers and the registration system fulfils that requirement (and more) with the exception of where they are kept. The primary purpose is to provide a copy of the books of holdings issued to farmers; a secondary, but no less important purpose, is to provide for rights to be transmitted by inheritance and transacted by lease or rental agreements, the latter providing a mechanism for access to land. The impact of the register depends to a large degree on user demand. Thus far demand appears to be very low (see Table 2). Furthermore, based on our inspections, it appears that the registers are not being updated, even though requests are received and filed in the Woreda offices. We also note that leases are filed separately and not recorded in the registers.

Table 2: Land transaction activity (East Gojjam Zone)

Type of transaction	2005/6	2006/7	2007/8	% ¹⁵
Rental agreements	212	46	209	0.0
Partition ¹⁶	123	125	256	0.0
Intestate succession ¹⁷	328	497	1116	0.3
Testate succession ¹⁸	349	70	278	0.0
Gift	98	62	545	0.1
Exchange	0	2	11	0.0
Total	1110	802	2415	0.01

(Source: EPLAUA)

There are a number of legislative impacts of registration: Land that is less than the minimum permitted size cannot be registered (art.24), although we are informed by EPLAUA that temporary certificates and possibly books of holding are issued to users of plots that are too small for registration, thus giving some tenure security. The future impact of this remains to be seen.

¹⁵ Percentage of total number of registered holdings (435.859) in East Gojjam zone (figures for earlier years are not available)

¹⁶ Partition is the division of land held in undivided shares, and typically is the result of divorce

¹⁷ Intestate succession is where persons inherit land holding rights where there is no will.

¹⁸ Testate succession is where persons inherit land holding rights after a court has approved the validity of a will.

And, in general, it is too early to fully assess the full impact of the registration system with regard to updating and farmer demand for registration services.

With regards to sustainability, we note that the conditions for storing the register books varied between the Woredas inspected; some are kept in better physical conditions than others; but most were not stored in sealed cabinets that protected the books from pests, theft or tampering, or fire. Sustainability of ISLA depends a great deal on human resource capacity (continuous training because of staff turnover; close supervision and support to ensure updating, problem solving and preventing viruses); available budgets (for consumables and replacement costs); and adequate and stable power supplies. The staff reduction at Woreda level due to the Business Process Reengineering (BPR) is not an encouraging indication for future sustainability.

3.3.6 *Participatory land use planning*

The basic data is:

Indicator:	Appropriate participatory land use plans prepared in 60% of the Kebeles and at least 8 Kebeles in each Woreda have implemented the plan
Achievement:	0.01% (9) plans prepared; 0% (0) plans implemented.

Physical achievements

According to SARDP consultants, only two land use plans have been prepared, with one on going, and 16 more planned. The SARDP Impact Assessment Report states that 9 plans have been prepared. Field visits and discussions indicated little evidence of the implementation of any plans.

Relevance

Land use planning does not contribute directly to the project purpose of improved tenure security; on the contrary, it can reduce tenure security, because the legislation specifies (art.13) that lands must be used according to the land use plan, and failure to do so may be grounds for eviction (art.12).

Effectiveness

A lack of follow up appears to have rendered ineffective the two/nine plans prepared.

Efficiency

As only 0.2% of the project budget was allocated to the land use planning activity (EPLAUA rolling 4-year plan), the results are correspondingly small.

Impact and sustainability of results

There is no demonstrable impact due to this activity, which, in the words of PCU is “lagging behind”. The lack of capacity and the emphasis on land administration issues at the Woreda is largely responsible for poor progress. We understand the responsibility for land use planning has moved from EPLAUA to the Bureau of Agriculture.

3.3.7 *Train landholders and DAs on approaches to participatory land use planning and provide field facilitation*

The log frame also specifies that “trained DAs (are) assigned and land management manual issued, introduced and distributed to all of them.” The SARDP consultants report that “after the last BPR a new land administration DA position is created in each Kebele (but) no position is yet filled”, which suggests that there is no progress on this requirement. A record of the number of landholders and DAs

trained hasn't been kept by PCU or EPLAUA, and nor is there a report on field facilitation provided for participatory land use planning. However, a participatory land use planning manual has been prepared and plans prepared for the two pilot Kebeles. In addition, EPLAUA has prepared one "mini-town" physical development plan, and the SARDP Impact Assessment reports that 8,659 people were trained in land administration.

3.4 Has land administration and land use planning improved?

Rural land administration has improved in Amhara with SARDP support through:

- Capacity building of EPLAUA (training, equipment, technical assistance) for land certification
- Creation of a land registration system
- Legal development and revised legislation

Amhara now has a contemporary land administration institution (laws, practice and an organisation) made possible in part by the assistance of Sida through SARDP.

The reason for introducing a land administration system is understood to be for improving and ensuring land tenure security. By extension, improving is assumed to mean 'land certification' and ensuring to mean 'land registration'.

3.4.1 Land certification

The number of holdings certified is shown in Table 1 above, which indicates that good progress has been achieved on land certification, even though a closer analysis reveals that some 30–40% of currently existing households were still likely not to have received a primary book of holding at the end of SARDP III. Compared to many other land titling projects, and the numbers of parcels involved, the achievement in the time taken so far is impressive.

The certification process itself and the issuance of at least a temporary certificate has resulted in a significant improvement in land tenure security. This finding has been corroborative by farmer interviews and by earlier evaluations and other studies assessing perceptions of tenure insecurity. A quantifiable change isn't possible to measure as there is no baseline and control data for comparison.

Improving tenure security can be measured in changing land use and increasing long term investments in land inputs, infrastructure and measures to protect against degradation. Observations and interviews conducted during the current evaluation generally supports the findings of other evaluations that positive changes in land use and rising longer-term investments are attributable in part to increased tenure security brought about by the land certification exercise. However, it must be pointed out (as it has in some other reports) that the correlation of these changes with tenure security is a weak one due to other internalities created by SARDP and externalities in the agricultural economy.

Less positively, the law states that persons using land without a landholding certificate shall be evicted (art.24). It is conceivable that a person who either is rightfully or beneficially entitled to use land but the certificate does not reflect this (e.g. the certificate is out of date) or is using land that is less than the minimum permitted size, now has less secure tenure than before land certification and the introduction of land administration.

A stronger spousal right to land, demonstrated by the number of jointly-held properties, can also be an indicator of improved land tenure security. However, there is no comparative data to assess the quantity and effect of joint holdings, but other studies and commentators point to positive benefits that land certification has achieved, and the current evaluation finds nothing to detract from these earlier findings. Hearsay evidence points to possible concerns about joint titling where polygamy is practiced, but further evidence is needed to verify this.

Holdings classed as ‘illegal’ may be subject to reallocation to others and the holders evicted without compensation; in such instances, tenure security has decreased as a result of land certification (because EPLAUA are now aware of these cases).

3.4.2 *Land registration*

Insecure land tenure often occurs where enforceability of land rights is weak. A registration system (either deeds or title) provides both publicity and documentary evidence that helps to protect land rights. Enforceability through formal channels, such as the courts, needs good record-keeping that can be provided by a registry. This is especially so when land transactions are made with strangers and/or where there are external threats that undermine tenure security.

The computerisation of the land registers is, according to the SARDP consultants and EPLAUA, supposed to speed up the issuance of primary certificates and to bring greater transparency to land administration. We could find no evidence that computerisation speeds up the process; however, it does bring an extra stage of beneficiary participation for quality control purposes (the computerised data is printed out and taken back to the Kebele for verification).

Keeping the land register up-to-date is important, because, according to the law, failure to do so may result in the loss of the holding right and eviction (see above); however, we are assured by EPLAUA that persons failing to register changes or transactions are currently not penalised.

3.4.3 *Access to land*

Access to land in Ethiopia is enshrined in the Constitution; but no more land redistribution now means restricted access to land. However, land can still be acquired by application to the Woreda (by farmers wishing to use grazing, common lands or other available lands in their Kebele) or by application to EPLAUA for “investment land”. The former is problematical as most useable land is grazing or common land and the majority of the Kebele must approve the release and allocation of these lands. The latter is much less problematical, and investors are encouraged through active promotion of land available for commercial agriculture.

In the current year, EPLAUA has identified and transferred 405,000 ha of land to investors. The land is identified by EPLAUA and marketed to investors through the Bureau of Investment in Bahir Dar. The land made available is either compulsory acquired from smallholders or is “empty land”. Compulsory acquisition is done in accordance with existing legislation and compensation is paid. “Empty lands” may not strictly be empty; but the users of these lands either do not have landholding certificates or are not authorised or permitted to use the land, and therefore their occupation and use is classed as “illegal”. Compensation is not paid where occupation and use is considered illegal. These can be old customary rights that are still recognised locally in spite of having officially been abolished.

Using land in excess of the legally-permitted maximum is also considered illegal. In such cases the user is certified to hold up to the maximum area and the excess can be leased to the current user. The procedures for leasing, lease payments, and mechanisms for resolving conflicts that inevitably arise with such cases is not known, and lease rents are higher than land rents.

The total number of illegal holdings and informal occupations is not known (as figures are not available or are not kept).

Although land is marketed for external investors, EPLAUA reports that it also tries to encourage small farmers to form their own investment groups. How this is done, and what support and incentives are made available to small farmers was not elaborated by EPLAUA.

In all cases the lack of available land constrains access, especially for persons wishing to acquire a parcel for smallholder agriculture. Often the only route is via land already farmed by family members, and if

this land can't be subdivided (because of minimum parcel size rules) it must be used jointly, and this may contribute to family inheritance disputes. Accessing small parcels of land for house plots in rural areas is also reportedly very difficult, possibly because of the minimum parcel size rules. Land for commercial investors is, however, relatively easy to acquire.

A land register facilitates access to land in the presence of a land market. If there is already a (informal) land market, such as for the transfer of holding rights between households or individuals, either as gifts or rental agreements, then a land register will make this more secure and, theoretically, easier. Persons wishing to acquire more or new land can enter into long-term rental contracts with others with the assurance that rights are protected through registration.

Policy-makers may view land registration as an important mechanism for access to land, and compulsory registration provides an inventory of all land and identifies unused, unallocated and "empty land"; but in the absence of a land market there may be nothing to register after certification is complete. The low number of recorded transactions to date (see Table 2) suggests that a (formal) land market has yet to emerge, although informal transactions may exist. Land registration does not, by itself, create or encourage a formal land market and make land available.

3.4.4 Land disputes

Another important indicator in improving land administration is the number of conflicts that are recorded and resolved. A good indicator of increasing tenure security and good record keeping (registration) is a declining number of land conflicts handled by the courts (see below).

Table 3: Incidence of land disputes in East Gojjam

Type of conflict	2005/6	2006/7	2007/8
Communal/grazing land	43	155	124
Boundary dispute	98	62	545
Inheritance cases	n/a	n/a	n/a
Total	141	217	669

(Source: EPLAUA)

Table 3 indicates a rising number of disputes; this is contrary to what might be expected, but understandable as latent disputes often reappear during titling or certification exercises. However, a significant rise in disputes, such as boundary disputes in 2007/8 may indicate some weaknesses in the land certification process; this may be due to inaccurate measurement, accurate measurement or other causes.

A visit to a Woreda court in East Gojjam zone revealed that land disputes account for about 20% of the court's time. This is in contrast to reports from other regions that land disputes are much more prevalent. One reason for the relatively small number of land cases is the court's insistence that alternative dispute resolution must have been tried at the Kebele and the Woreda land administration office before the case is heard at the Woreda court.

Although records of boundary disputes are kept, records of other land disputes are not; including inheritance disputes (although strictly speaking, inheritance is a matter of inheritance law rather than land administration and dispute a matter for the courts rather than EPLAUA). A cursory poll of the farmers gathered at the four Woreda land administration offices visited during the evaluation suggests that most concerns are associated with inheritance issues.

Although land certification may have caused an increase in the number of land disputes, experiences from elsewhere suggest this can be expected and may be temporary. The establishment of a register should, over time, lead to less land disputes than before, but there is no evidence yet of this trend.

3.4.5 Legal development

The requirement for legal development can be implied from the intervention logic as a necessary supporting requirement to improve land administration. Over the course of SARDP II and III, the PCU report that SEK 2.122 million has been spent on legal development, primarily for assistance to the preparation of ANRS revised land administration and use proclamation and regulations, and the development of systems for rural land valuation (the drafting of a cadastral and registration law was funded by ELTAP). This work was preceded by a consultancy that defined the legal framework required for the land administration system.

The revised land administration and use proclamation and regulations are now in force, since 2006 and 2007, respectively. In the short period of this evaluation review it was not possible to assess the impact of this legislation; however, meetings and field visits indicate there may be some gaps, weakness, and conflicts in the legal framework. For example, the Woreda court uses the Civil Code to decide inheritance issues, but there is a substantial body of inheritance law in the rural land administration and use regulations. Also, the law specifies that land must be used in accordance with the land use plan, which if implemented (there are only two land use plans) may impact negatively on land tenure security.

There has been no progress on implementation of the draft cadastral surveying and registration proclamation because of two (reported) reasons: (a) the lack of legal expertise in EPLAUA, and (b) disagreements within EPLAUA about the substance of the proposed regulation.

3.4.6 Environmental protection

The SARDP consultants report that because the budget for environmental protection was very small there is no progress of any substance to report.

3.4.7 Improved situation for women in farming

The tenure security of rural women has improved through mandating the joint-holding of certified lands. Also, the observed statistics indicate that there are more female headed households certified than male headed households. Comparative statistics from before the start of land certification were not available to assess the scale of this impact. There are indications but no direct evidence that compulsory joint titling of spouses may have lessened the rights of some women in South Wollo in areas where polygamy is practiced. Any additional wives can, however, be named as family members. Reports emerged during field visits that some of the resistance to land certification encountered in some areas was due to conservative elements objecting to the mandatory requirement for joint holdings by two spouses.

3.4.8 Improved situation for vulnerable groups

Protection for minors (children) is provided in the legislation; it is not clear what protection is provided for (mentally) disabled persons who hold land rights. Specific protection for the land rights of pastoral groups wasn't evident (in the evaluation), and therefore it could be argued that the land administration system being introduced increase their insecurity and worsens their situation.

A major emerging issue relates to land rights for young people. The challenge is realised everywhere as a result of restrictions on sub-division of parcels (if they become too small) and with a weak market for land rental arrangements. Solutions are sought locally, but the most common position is that "we do not know what to do". As long as there is no clear surge for labour, there is a clear risk that the present situation may cause social problems. It is hard to push people away from farming, even though, in some areas, population densities are high in relation to the current farming system. The "pull factor" (surge for labour) is needed, and as long as it remains weak land rights for youth remains a serious issue.

3.4.9 Rural–urban land administration linkages

The expansion, by about 15km beyond former municipal boundaries, to include agricultural land in urban areas in ANRS, has thrown up questions about tenure security, land expropriation and compensation, and administrative plurality. The time available did not allow an in-depth review of these rural-urban land rights and administration issues, except that it is known that Bahir Dar municipality are proposing to convert rural land holding certificates into urban land holding permits.

Most persons interviewed, including the land administration specialist at the World Bank office in Addis Ababa, expressed the opinion that there should only be one land administration system for both rural and urban land and not two as there are at present. It was also reported that Oromia NRS have recently established an agency that will be responsible for administration of both rural and urban land in ONRS. It is also known that land administration at a Federal and regional levels, including the rural and urban divide, will be considered soon by the FDRE executive.

3.4.10 Monitoring and evaluation

The final report of the consultants (OSC) identifies the study conducted by Professor Ogoth-Ogendo under the heading of evaluations. Figures provided by PCU indicate that SEK 35,000 was expended on monitoring and evaluation. Systematic and sample data collection on activity inputs, and results outputs and impacts were not an integral part of the land administration intervention. Statistical data is generally lacking.

3.4.11 Implementing SARDP II recommendations

The evaluation report of the SARDP phase II land administration work made a number of recommendations for adoption in SARDP III. The results of these recommendations are:

Finish the pilot projects

All primary land use certificates have been issued and handed over to the land holders, and no pending land holding conflicts (in Addisena Gulit Kebele) were reported, which indicates that the pilot projects are completed. Further support or follow up is not being undertaken.

Implement the same process used in the pilots in 80% of ANRS over next 4 years

It was not possible to implement exactly the same processes because the technical requirements, especially mapping and surveying accuracy, could not be replicated elsewhere due to time and cost constraints.

Funding to Woredas must be tied to land administration objectives

The problem necessitating this recommendation was not evident in the current evaluation. The current evaluation also notes that the recommendation contradicts other SARDP ambitions on decentralisation of operational responsibility to Woredas.

Policy and legal framework development

Proclamation and regulations for rural land administration and use have been implemented.

Institutional strengthening

This has been addressed by capacity building (equipment and training) and legal framework development.

Property valuation development

A study has been undertaken.

Property planning and registration development

A physical development plan of one “mini-town” prepared and cadastral survey and registration regulations drafted.

Surveying and mapping development...include development of methods, guidelines, comparative studies and cost estimates, and use of GIS etc:

Modern methods developed during pilot; comparative studies not undertaken (although undertaken by ELTAP); cost estimates not prepared; and, GIS in use at EPLAUA.

Digital registration...support to system planned by EPLAUA

Provided and being implemented.

Human resource development

Further MSc training undertaken in Sweden (through SARDP) and establishment of land administration programme at Bahir Dar University (through another Sida-financed programme) completed.

Capacity building in Woredas

Training provided in land certification, surveying, issuing books of holding etc.

4 Evaluative Conclusions

As with the previous sections, the conclusions of earlier evaluations are summarised prior to presenting the conclusions of the current evaluation.

4.1 Conclusions from earlier evaluations and assessments

The conclusion reached by the team evaluating the land administration project of SARDP II was that pilot projects have been a success and achievements “quite significant”. Also, there is a strong local ownership of the project (from EPLAUA), and good use of participatory approach with farmers.

The internal impact assessment of SARDP interventions conducted in 2008 by Abebaw Getachew and others, looked at farm sizes – changes possibly resulting from rentals etc – the authors concluded that farm sizes continue to get smaller due to population pressures, and notwithstanding the importance of secure land tenure, the uneconomic size of the land is a concern for policy-makers that could perhaps be best addressed by expanding off-farm livelihoods. Also, the impact assessment found that land-related conflicts had either stayed the same or had reduced after the land certification exercise indicating that: (a) the exercise itself had not precipitated disputes, and (b) had generally contributed to minimising disputes. The declining incidence of disputes can be directly correlated to rising tenure security, and household perception of tenure security has risen significantly leading to the conclusion of the authors that the land certification exercise has achieved the important objective of ensuring tenure security.

Pertinent conclusions reached in the final report of the Orgut ScanAgri consultants are that: “there should not be different systems for urban and rural land administration; there will be a merger between the GIS and surveying software the coming years (sic) which will make the editing and mapping easier; the advanced GPS equipment will come down in price, making accurate survey at a cheap price possible; introducing land administration is a long term assignment and funding should be long term commitment; donor support to EPLAUA must be in line with the region’s strategies and way of working.”

4.2 Conclusions from current evaluation

4.2.1 Overall comments

The overall conclusion of the current evaluation of SARDP is that the land certification exercise has realised substantial benefits in terms of a perceived improvement in land tenure security. Given that the greatest threat to this security came from periodic redistributions of land, the removal of this threat, through land policy or legislation could, by itself, have improved land tenure security measurably. However, actions speak louder than words. Recent history suggests that merely a change in legislation would not be sufficient to improve tenure security, and by undertaking land certification and providing

a majority of users with a book of holding has clearly demonstrated that blanket land redistribution is a thing of the past. The symbolism of certification is important.

It is, however, also noted that tenure security has not improved for all. Households classified as illegal, which may constitute a significant number (although the number is not known as it was not recorded) will now have less secure tenure and may be subject to eviction without compensation.

Although the land certification exercise for issuing temporary and primary books of holdings has been successful, other aspects of land administration have been less so:

- The use of high accuracy surveying in the pilot projects was not replicated in the scaled up programme and maps were not supplied to land users as required by law.
- Records of land holdings – the register – is kept at the Woreda and not the Kebele, as required by law. The Kebele lacks capacity to maintain a register that is perhaps too complicated for the needs of rural land users.

The emphasis on accurate measurement by ‘high tech’ surveying equipment, comprehensive registers, and computer system suggests that some aspects of the work have been too technically-oriented and too inclined towards idealism rather than pragmatism. The evaluation team would have preferred to see more of a poverty focus in line with the overall goal of SARDP III with more technically-appropriate solutions to measurement and registration developed.

4.2.2 Intervention quality

Generally, the quality of the interventions has been good. The investments made early on for training and for public education, communication and participation have paid dividends in the rapid execution of land certification in the Kebeles. There are some weaknesses in the legislative development process and over-inclination towards technical approaches, especially accuracy in measurement, and the intervention could have benefitted from a less dogmatic approach to land users rights.

4.2.3 Project ownership

There is a strong degree of project ownership by EPLAUA. This manifests positively in their commitment to project implementation and quality, and perhaps less positively in their relationship with others, especially ELTAP.

4.2.4 Effectiveness

The poverty-focused aspects of the intervention – land certification – have been highly effective and have contributed to a significant improvement in land tenure security. How this has translated into improved agricultural production and rural incomes is not clear and probably masked by other SARDP interventions and rising agricultural commodity prices. The effectiveness of the registration system is also unclear at this stage because it is not yet fully established and demand for updates and transactions is currently quite low. This may change with time and education, and if the benefits are perceived to be in excess of the costs to users.

The accurate measurement approach has, so far, proved to be ineffective in providing the required parcel maps, except in certain situations where the cost is justifiable (irrigation schemes) and affordable (commercial agricultural investor). Alternative approaches are now being investigated.

4.2.5 Efficiency

SARDP has not been able to provide the team with any cost-benefit analysis which covers the two phases. An analysis of costs has been undertaken by another study (Deininger, 2008), concludes that primary certification is highly efficient (an order of magnitude better than the most efficient comparable project

elsewhere) but that the second stage certification methodology using high accuracy surveying equipment is much less efficient and unaffordable for the majority of rural land users. The efficiency of registration remains to be seen pending a clear picture of user demand and the fees that will soon be imposed.

4.2.6 Impact

Purpose to Goal

The evaluation concludes that the contribution of the project purpose to the programme goal (access to land and tenure security contributing to poverty reduction) is not clearly established. That is, causal linkages between improved tenure security and poverty reduction are not directly observed from the evaluated evidence available to us. Evidence from similar interventions elsewhere suggest a stronger link is possible, but other interventions of SARDP and externalities in the agricultural economy (especially rising commodity prices) have masked any benefits that may accrue from improved tenure security.

There is, however, a more direct causal relationship between land administration and commercial agriculture with some positive poverty reduction impacts arising through rural employment opportunities. Land suitable for commercial agricultural activities is being identified with the aid of the land administration system and the raising of investment capital by the mortgaging of long leases protected by registration.

Although land is more accessible for private investors engaging in commercial agriculture there is little evidence thus far of land being more accessible for small farmers because of the land administration system. Holdings have continued to decrease in size and the frequency of rental agreements between smallholders has not increased significantly to have any significant impact on rural poverty. There is a risk that the land administration system may make it more difficult to convert grazing land to arable land, which may restrict access to land by landless people and thereby potentially increase the numbers of landless and exacerbate rural poverty.

Output to Purpose

The evaluation concludes that the project output has impacted upon the project purpose (improved land administration and use planning contributing to access to land and tenure security) by:

- Land certification has led directly to improved tenure security for recipients of certificates.
- Improved land administration has the potential to help improve and sustain tenure security in some cases through registration and improved enforceability of formal transactions.
- Some aspects of land certification have resulted in worsened tenure security (e.g. persons with holdings declared “illegal”).
- Some aspects of improved land administration and use planning has the potential to worsen tenure security (failure to register updates and failure to conform to land use plan may lead to eviction).

The overall conclusion is that the project has improved land administration and demonstrated a positive impact on tenure security for many people.

A land administration system – in particular a registration system – can help support a land market and encourage access to land through the market by identifying available land and providing transaction security for willing participants. However, a land registration system cannot create a land market in the absence of demand and supply. Access to land has not noticeably improved following the introduction of rural land administration and therefore we conclude that in the absence of complementary measures, a land administration system is unlikely to have a positive effect on land accessibility for small farmers.

Overall, we conclude that the land registration system thus far has been less effective than land certification in improving tenure security for many people.

Activity to Output

With respect to the main activities identified in the project's log frame, they have all in some way, to a greater or lesser extent, led to an improvement in the land administration system. Again, there are some weakness (e.g. absence of maps for almost all land users; neglect of Kebele land administration) and gaps (e.g. land rights other than "legal" rights).

4.2.7 Sustainability

As a perception, tenure security can be sustained by doing nothing; that is, so long as large-scale redistribution is not carried out without appropriate compensation for loss of land, then tenure security will remain high. On a more individual level, tenure security will be sustained if action is not taken against users who fail to notify EPLAUA of ownership changes or do not conform strictly with the prescriptions of any land use plan (as the law prescribes). Tenure will remain secure in the absence of any external threats.

Sustainability of the land registration depends to a large degree on user demand for its services, and whether users perceived the benefits as outweighing the costs. We hasten to add, that in no circumstances should the cost to users equate to a loss of the land for failing to register.

The manual version of the register must be maintained for the foreseeable future; it must not be replaced soon by the computerisation version (ISLA). Based on our observations (the physical and environmental conditions in most Woreda office and unreliable power supplies) and findings about human resource capacity, staff turnover, and staff reductions following the business process re-engineering, past experience of data not being entered into the computers by Woreda staff, and other things, we conclude at this point that computerisation appears unsustainable. Conclusions of recent studies on urban cadastres (DHV, 2006; Melkamu, 2009) and rural land certification in Ethiopia (Deininger 2008) support this conclusion.

5 Lessons Learned

Land certification in Amhara provides a key lesson for the rest of Ethiopia, for Africa and the less developed world: "Beyond Ethiopia, the need for follow-up action notwithstanding, the massive scale and positive impact of first-time land certification in this country highlights that technical obstacles or resource constraints can not explain the near universal failure by African countries to put the innovative aspects of recent legal reforms into practice" (Deininger, 2008).

5.1 Specific lessons

We find that the following lessons learned from the implement of the SARDP land administration project are instructive:

- Land titling or certification can be done quickly, cheaply and fairly, by placing participatory approaches at the centre of the strategy.
- High accuracy surveying is contrary to quick, simple and affordable approaches.
- There is a demand for maps to accompany books of holding and to help resolve boundary disputes
- The use of maps in the pilot Kebeles has proved not sufficient to prevent boundary disputes; there is a need for farmers to better demarcate their parcels by bushes, trees, or other immovable or difficult to move objects.
- The use of high accuracy surveying equipment may be justified for large-scale irrigation schemes and affordable for commercial agriculture where parcels have to be properly laid out for elevation as well as location.

- A distinction can be made between land certification (provision of legally-valid documentary evidence of entitlement to land holding that have a direct impact on improving tenure security) and a land registration system (keeping farmer-held certificates and state-operated registers consistent with each other). Certificates have addressed the primary need – land tenure security. A land registration system adds value by providing a mechanism to keep certificates up to date and to provide for secure transactions. Where changes are infrequent and transaction volumes small, the benefits of registration are less evident when compared to certification.
- Basing the legally of land rights on the outputs of the last land re-distribution has led to the exclusion of some land users from the benefits of certification and has weakened their tenure security; using the present-day as a benchmark and community validation for assessing the validity of land rights would be fairer.
- A well-structured log frame matrix, with strong causal relationship between goal, purpose, outputs and activities, with S.M.A.R.T. objectively verifiable indicators, makes it easier to manage for results and to evaluate outcomes.

5.1 Unintended outcomes or lessons

- The low unit cost of primary certification might justify periodic (re)certification rather than compulsory registration as an alternative to approach to maintaining land tenure security
- Bottom-up community validation of user rights is a compelling alternative to top-down, officially-sanctioned registration systems
- The use of precise, ‘high-tech’ and high cost surveying equipment to survey and accurately map parcels is confirmed as generally inapplicable to rural lands in Ethiopia unless there is a specific need and the cost is subsumed into a larger development project such as an irrigation scheme.

6 Recommendations

6.1 Programme design

It is important to keep in mind the purpose of a programme or project – in this instance, improving land tenure security and access to land – and to distinguish the ‘means from the end’. Land administration is a means to an end and not an end in itself. If a programme is designed to enhance food security through increased agricultural production then the appropriate output for this purpose would be to increase tenure security and not to improve land administration and land use planning per se.

Although there is a linkage, it is not a strong one, and a future programme would benefit from a more explicit purpose-output-activity hierarchy in the log frame to help all parties to focus on results.

A well-structured log frame resulting from a comprehensive and inclusive analysis and dialogue of the development problem will define the intervention (outputs) and the associated inputs (activities). If the problem is land tenure insecurity then the solutions (outputs and activities) must be appropriate, and because land tenure is both a legal and social construct, the solutions must be also. A technical approach – improving land administration and land use planning – is necessary but not sufficient to address the problem. Non-technical inputs and outputs are also required, such as participatory approaches, which are indeed strong features in SADR. These should be prominently placed in the project document and in the log frame matrix.

For a future stand-alone land administration programme we would recommend a project purpose of improved land tenure security, with outputs related to land certification and improved land registration. Activities would be related to issuing certificates and operating a land registry with fully-costed and time-bound inputs. Appropriate indicators for the purpose would be enhanced tenure security measured in relation to investments in trees and erosion protection measures, as well as farmer perceptions,

for example. Indicators for the outputs would be number of certificates issued, registers established, updates recorded, etc.

6.2 Approach

SARDP's bottom-up approach to land certification through the use of LUAC and massive participation has been successful. However, we highlighted in previous sections some aspects of the approach that would benefit from more of a focus on the project purpose.

Therefore, for a future programme we would recommend more use of a rights-based approach in land-related programmes involving land tenure and administration, placing human rights at the centre, to ensure a better social-legal-technical balance in the definition of the programme outputs and activities. Land tenure is the mode that people hold rights in land. The holding can be defined and documented in technical terms – certification and registration in a land administration system, for example – but the right itself is defined largely by social legitimacy – recognised by the fact of possession and/or the local or wider community – and documented by law.

Although technical matters are largely unavoidable in land administration programmes and projects, they should not predominate. Land titling and registration has led, and will lead, to instances of reduced tenure security, and these risks must be identified and mitigated with non-technical and non-legal measures for beneficiary inclusion, communication, participation, and community empowerment. Policy, rights, and legal reforms are also necessary and complementary to the technical and procedural improvements to land administration.

6.3 Technical methodology

Technology and technical approaches should be appropriate to purpose. This often requires testing different methods and technologies to ascertain what is the most cost-effective and appropriate, and this should be undertaken early in the project, preferably at piloting stage. The land administration pilot stage in SARDP took place in 2002–2003 and tested the approach to certification but did not test alternative approaches. There is still a need to examine and test different approaches (that were recommended earlier but not undertaken), and we are encouraged that some testing is now taking place; this needs to be broadened and completed. One approach to test could be based on improved traditional surveying methods – community mapping, in other words, which has proved effective elsewhere. The weakness of ELTAP's evaluation of surveying approaches, identified by EPLAUA, should be addressed constructively and without further delay.

Our concerns about the sustainability of the land registration system warrant, in our view, an objective assessment of alternative methods. This assessment should include the system currently operating and planned for urban areas. Consideration should also be given to more demand-driven approaches, which place less emphasis on compelling farmers to keep the register updated.

Based on the findings from the pilot project, a greater emphasis needs to be placed on boundary demarcation by farmers rather than reliance of surveys and plans to protect land from encroachment and prevent boundary disputes. From our field visits we saw that in one (non-programme) Woreda evidence of tree planting to mark boundary lines; this initiative should be developed and expanded.

Also consider a greater and stronger role for Land Use Administration Committees in resolution of all types of local disputes – boundaries, inheritance and access to land – which in turn requires strengthening of local record-keeping. Empowering the LUAC is an extension of the participatory approaches used in certification into grass-roots land administration.

6.4 Immediate actions

For the remainder of SARDP III, we recommend that support to land administration should focus on the following activities, which are grouped accordingly:

6.4.1 *Immediate actions for EPLAUA and Woredas*

- Accelerate the distribution of primary books of holding, identifying and tackling constraints in the process, and if necessary re-allocating resources from other project components, to achieve the 80% target by end of 2009. Reports should clearly distinguish primary books of holding from temporary certificates as they are distinctly different.
- Complete the evaluation of different mapping approaches, adding to the current evaluation of remote-sending methods (instigated with World Bank support), and building upon the work undertaken by ELTAP, addressing any gaps or weaknesses in testing methodology. In particular, design and testing community-based participatory mapping.

6.4.2 *Immediate actions for EPLAUA and Sida*

- Assist EPLAUA to develop and revise the ‘way of working’ to be more conforming to legislative requirements; or alternatively, revise the legislation in light of lessons learned from the ‘way of working’.
- Subject to continued Sida support, and together with all stakeholders, develop and prepare a project document for a future programme, project or support to land administration in Amhara that includes as a key component, possibly as a pilot initially, capacity building at Kebele level for sustainable land certification and local registration. The project document must be comprehensive, inclusive of all stakeholder views, and include a robust monitoring and evaluation plan and log frame matrix that is specific, measurable, attainable, relevant, and timely (SMART). Future support must also be developed in cooperation and coordination with other development partners, in particular the future Agricultural Growth Project supported by the World Bank.
- Cement and consolidate technical support to the existing sites where ISLA has been installed, and limit the expansion of ISLA beyond existing sites until there is clear evidence of the computerisation being sustainable and cost effective with all parameters considered. This period of consolidation should be monitored closely to assess the sustainability of the computerisation that has taken place in the Woredas.
- In the remaining time, undertake a more in depth evaluation of SARDP support to land administration, to determine with greater clarity the impacts of land certification and land registration respectively on poverty reduction and access to land. This evaluation should, for example, examine in greater depth the questions of “illegal” land holdings, joint titling, land markets, access to common land, and land tenures issues generally. Some additional data should be collected to add to the recent study on rural land certification in Ethiopia (Deininger, 2008) that assessed some cost-efficiency and benefit issues.

6.4.3 *Immediate actions for Sida*

- Encourage and support EPLAUA, through identifying policy issues and proposing appropriate approaches, to complete land certification in the remaining Woredas and Kebeles of Amhara to achieve temporary certification of 95% of all land.
- Assist EPLAUA to develop the policy and legal framework that addresses in particular, “illegal” holdings and holdings larger than the maximum size and smaller than the minimum size, advocating a rights-based approach in order to achieve equitable and legal outcomes.

7 Annexes

7.1 References

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7.2 Persons met

Adane Meharie	Land administration process coordinator, EPLAUA
Adey Gobeze	Office Head, EPLAUD
Amsalu Kebede	Land administration process coordinator, EPLAUD
Andu Amlake	Land administration process coordinator, EPLAUD
Azene Zeleke	Land Administration Committee Chairman
Balew Yibel	Office Head, EPLAUD
Benita Nordin	Chief Technical Advisor, Bahir Dar University
Dereje Tilahun	Acting Court Head, Machakel Woreda
Firew Tegegne	Director, Bahir Dar University
Gebeyehu Belay	Land Administration Development Process Leader, EPLAUA
Getachew Jenber	Manager, EPLAUA
Lars Palm	Technical Adviser (Orgut)
Menberu Alebachew	Land Administration Specialist, World Bank, Ethiopia
Shewakena Aytenfsu	Cadastral Survey Expert, EPLAUA

Sileshi Temesgen	Vice Manager, EPLAUA
Sintayehu Deresse	Land Registration Expert, EPLAUA
Solomon Bekure	ELTAP
Sultan Mohammad	ANRS Bureau of Works and Urban Development
Tadess Amsalu	Former manager, EPLAUA
Yewoyeneshit Asnake	Registration Expert, EPLAUA

7.3 SARDP III Log frame (land administration)

Intervention logic	OVI	Means of verification	Assumptions
Programme goal To contribute to the poverty reduction of the Amhara Region by improving the food security conditions of the population in 30 Woredas of E.Gojjam & S.Wollo	The poverty status of each strata in the programme Woredas improved by 10%.		
Programme purpose 1. Agricultural production and productivity increased, marketing of agricultural products and management of natural resources improved	1.1 Productivity of agriculture in the programme woredas (targeted areas) increased by 10% (average for all crops, to be calculated on existing baseline data in individual woredas). 1.2 Soil fertility status improved by 10%. 1.3 Better access for agricultural products in place.		
Outputs 1.1 Improved land administration and land use planning	1.1.1 Primary land use certificate issued and handed over to 80% of the rural land holders in the SARDP supported woredas. 1.1.2 Appropriate participatory land use plans prepared in 60% of the kebeles and at least 8 kebeles in each woreda have implemented the plan. 1.1.3 Trained DAs assigned and land management manuals issued, introduced and distributed to all of them.	Progress reports of SARDP Mid-term and final evaluation reports. Socio economic baseline data Records of different institutions.	Federal authorities committed to new land administration policies. The beneficiary communities are receptive to the accessed out put in order to attain the desired objectives
Activities Train technicians at the various levels, provide survey, mapping, office and field equipment; issue maps and books of holdings; establish and maintain land registry. Train landholders and DAs on approaches to participatory land use planning and provide field facilitation.			

Appendix 6. Report from Stakeholder Workshop 10.4.2009

Agenda

08.30	Getting going...
09.00	Illustrated review of team's activities
09.20	Comments on phase III
09.50	Gender issues in the programme
10.10	Break
10.30	Impacts of SARDP I–III
11.00	Programme management, M & E
11.20	Priorities for the future
11.45	Discussion
12.30	Lunch

1. Illustrated review of the team's activities

A slide show comprising photographic documentation of the range of SARDP activities. The photos were availed to PCU and OSC and will be availed to Sida.

2. Comments on Phase III

2.1 Significant external factors

Increased prices on agricultural produce (3–4 x in real value)

A number of years with reasonably good rains

Safety net; commonly joint arrangements with SARDP at Woreda level

Government investment in infrastructure, *electrification* that often follows investment in roads and on cheap *water harvesting* in parts of South Wollo

Successful *extension work* on health and sanitation incl. *distribution of mosquito nets*

Government decentralisation and re-engineering; *gradually increasing responsibilities* at Woreda level, parallel with SARDP evolution

Successful staffing of schools and health posts

Growth corridors/growth belts (future)

Protection of Basic Services (Basket, like budget support at Federal level)

Other donors; regional policies, 100% offset at federal level, 15% offset at regional level, active advice by regional govt. to direct donor interest to different areas. Result is that East Gojjam and South Wollo do not come out as unique “islands” (fortunately). If there would be a successor programme, the Regional Govt. prefers a continued focus on the same zones!

2.2 Three “settings”

East Gojjam:

- Surplus production, benefitted from better prices
- Business activity
- “Conservatism”, but scope for further commercialisation and diversification
- Relatively large land holdings, scope for mechanisation??
- Not much Safety Net dependency

South Wollo, near Dessie Kombolcha (type Albuko, Kallu):

- Small landholdings
- A degree of commercialisation (chat) and other
- Relatively near markets, scope for further commercialisation
- People more ready for change; water harvesting, improved stoves, firewood
- Areas without free grazing; makes a difference!
- Considerable Safety Net dependency

Western Wollo

- Subsistence-based livelihoods
- Serious HIV/AIDS situation
- Degradation
- Small land holdings
- Far from markets
- Poor basic services
- Rel. low school attendance
- Low use of inputs
- Little business
- Solutions...non-agricultural activity...outmigration...???

No uniform development agenda geographically!

Within each area people with different capabilities and needs!

2.3 Specific comments on SARDP III pillars 1–4

Pillar 1: Agriculture, NRM

- Intensification of land use!
- Mostly relevant interventions
- Land administration (TL summary, reservation made for not having the specialist report yet): (i) certification highly relevant, (ii) segments of population/areas left out is a concern, (iii) registration modality and cost effectiveness may need to be analysed further/community recognition of borders and tenure is an important element, (iv) concerns about cost effectiveness of high-tech and detailed surveying is applied if to be applied in the general landscape, (v) high-tech surveying more justified in larger irrigation schemes but this was not Sida’s prime and overall focus.
- Land-use planning did not progress much
- Impacts on crop and livestock production noted but statistics uncertain
- Much under NRM not so relevant; not adopted (gully control with barbed wire, hillside afforestation) or not necessary (nurseries for eucalyptus)

- Weakened research-extension linkages
- Research very commodity-oriented, no farming systems/multidisciplinary approach. May improve with new focus on growth belts
- Impact on rural energy noted in some areas
- Less output on “market-oriented production”, “women in farming”, “vulnerable groups in farming” and on “environmental tools and approaches”.

Pillar 2: Economic diversification

- Most activities started late, only two years of effective operation
- Very little reported in SARDP Results Report for Phase III
- Promising achievements noted on Business Development Services, Enterprise Development Facility, Local Finance Institutions
- Under Rural-Urban linkages investments made in market centres but not top agenda for discussion during field visits.
- Less achievement demonstrated on “vulnerable households” and “Environmental Impact Assessments” though other programme reports indicate that there are outputs.
- Training facilitated; large number trained but enthusiasm not always apparent and topics not as diversified and market oriented as desirable.
- Good repayment rates on credit but some “failures” reported (Kallu)
- More focus on rural areas and agriculture related activities desirable
- A degree of un-clarity with the future use/ownership of the refunded financial resources. Revolving fund expected but modalities not worked out and agreed upon.
- Resource use is considerably higher than what actually used for credit. Some disbursed to Woredas. Cost-effectiveness analysis on-going.

Pillar 3: Infrastructure

- Significant outputs noted: Roads, irrigation, schools and health facilities.
- Less clear outputs on HIV/AIDS control and family planning with the exception of “community conversation groups”.
- Traditional Birth Attendants cannot be supported due to Govt. policy. However, delivery benches seem to be over-supplied in relation to demand (all not used!).
- Good technical quality: Drinking water supplies but no strong link to sanitation. Govt work mitigated that weakness
- Good technical quality: Health facilities
- Some quality concerns: Roads, irrigation systems, fish ponds, schools.
- Maintenance concerns; “ownership issues”: Irrigation, roads, drinking water supplies, tractors, compactors, buildings
- Production-oriented more than demand-oriented, not easy though, e.g. fish ponds, value chain analysis?
- Upstream/downstream issues not taken seriously in planning
- Level of physical outputs appreciated by team, but hard to make cost-effectiveness analysis! SARDP MIS not designed for that
- Health issues much narrowed down to buildings mainly
- Other elements in original log frame abandoned

Pillar 4: Decentralisation

- Capacity of Woredas clearly increased over the years. Noted that Woredas successfully implemented most of the programme
- CDF is an important innovation demonstrating that even the Kebele level has implementation capacity
- Some of the Information Centres quite impressive but not certain that they will significantly mitigate continuity issues in programme management at Woreda level.
- Population issues and associated data management not effectively addressed
- HIV/AIDS; signs of mainstreaming noted in at least some of the visited Woredas.
- Less progress noted on the environmental considerations

3. Gender Issues in the Programme

Ms Demissie presented an overview on how gender issues has been considered in the programme based on assessment of 35 parameters related to pillars 1–4.

The overall outcome was

“Class”	Percentage of parameters
Not good	17%
Good	23%
Very good	17%
Excellent	43%

4. Major Aggregated Outcomes/impact from Phases I, II and III

Has farming productivity increased?

- Medium + better off + irrigation farmers have increased productivity in fields and from animals
- Amount of increase differs between Gojjam, Wollo and irrigated areas
- Milk cows have high yields but close dependence on feed
- Savings from these categories – little information available – might need advice
- Output per worked hour difficult to assess

Are there signs of the economy being diversified?

- The only observations of economic diversification in the rural areas are agricultural products – milk, vegetables, honey, fruits, chat – to which no value has been added
- Some respondents mentioned remittances from relatives.

Has the household economy improved?

- There is evidence of an improved living standard for the population as a whole due to better health, sanitation and family package, closer access to water, schools and roads.
- For medium and better-off farmers (including those in irrigation) the economy has improved significantly.
- For some poor farmers the household economy has not improved, for some it has even become worse – they have been missed by SARDP.
- The size of each category is impossible to state due to contradictory statistics.
- Data on yield size also show contradictory information.

Have people become more food secure?

- In general there is improved security for all.
- Food security of the poor is mainly due to food aid and the safety net.
- No SARDP package focusing on the poor and resource deficient.

Has the situation for women improved?

- The basic institutional framework, like family law and the national policy on women, are in place
- The number of female members of councils – from Kebele to Region is increasing
- Women's rights are followed up by local courts, woreda courts, women's affairs offices, focal persons and others.
- Still a lot of resistance to mainstreaming according to gender.
- No SARDP intervention specifically to support women farmers.

Has the situation for vulnerable groups improved?

- Community conversations have promoted awareness about especially the HIV/AIDS disease. People know about how it is spread. Reduced stigmatization. Many have tested themselves.
- Some communities and schools have supported orphans and vulnerable children.
- Safety net supports older and vulnerable people in Wollo.
- Discontinuation of support to PLWHA
- Lack of social security for older people.

Are institutions at Regional, Woreda and Kebele level functioning better?

- Woredas are now able to plan, prepare and implement their own budget.
- Woredas have shown the capacity to build roads, schools and clinics.
- Woredas have an institutional memory that makes them able to produce reports.
- Kebeles have their institutional memories on the walls of their offices.
- Kebeles are able to make budgets, collect taxes and finance interventions sometimes with their own means.
- Kebeles have been able to handle CDF money, develop proposals and implement activities.
- There are still problems with staff turn-over at the woreda.
- Woreda reporting to PCU has deficiencies.
- About 90% of the Woreda budget goes to salaries and there is little money for development activities.
- The Kebeles are very dependent on their chairpersons and managers.
- The team is not aware of any female Woreda or Kebele chairpersons.

Has decentralization been effective?

- Decentralization has been effective in the sense that Woredas as well as Kebeles are able to produce their own budgets, work plans and economically account for the money.
- Many functions have been transferred to the Woreda level and some to the Kebele level.
- Lack of budget often makes it difficult for Woredas and Kebeles to make independent plans.
- Popular participation has been evidenced from discussions about CDF money, in community conversations.
- Major community participation is done through representation. Elected people, some 75 at Kebele level are the major actors.
- Some Kebeles show signs of local initiatives while others wait for SARDP to help.

Is there increased resilience against crises and reduced frequency of crises?

- There is a limited use of energy-saving stoves
- Composting in both Gojjam and Wollo and the use of manure as fertilizer in Wollo is common practice.
- There are some improved animal practices with 0-grazing especially related to improved cow breeds.
- Soil conservation practices seem to be dependent on public funding.

Has public health improved?

- Two Health Agents per Kebele implement Health, Sanitation and Family packages. This has improved the health of particularly mothers and children.
- The number of women using contraceptives is increasing although statistics are contradictory.
- Public health can be expected to have improved due to better access to water, and to improved knowledge about sanitation.
- Community conversations have had a great effect on awareness of Harmful Traditional Practices as well as HIV/AIDS.
- HIV/AIDS positive births are increasing.
- Health Agents who fulfill a critical role in the communities have only 10+1 educational background and would need up-grading.

Have people better knowledge and skills?

- Most children are today enrolled in school although there are wide variations between Kebeles.
- Girls' school enrolment is sometimes higher than that of boys.
- Many farmers above 20, especially women, lack education and lack access to adult education.
- Training on family law and gender issues has promoted awareness on these issues.
- Skills' training has been promoted with economic diversification but needs more serious involvement including years, rather than weeks, of learning and practice in vocational schools.

Has awareness generally been raised through extension work?

- Community conversation and home visits by Health Agents has created great theoretical and practical (but more difficult to evaluate practice) awareness among the farming population about the connection between health and sanitation, the spread of communicable diseases, including HIV/AIDS and HTP etc.
- Men and women are aware of how to use improved seeds, fertilizer and pesticides. They had all been reached by the messages of the DAs, even those who could not afford them.
- Stoves are used more frequently in Wollo than in Gojjam, but in both places they tend to break easily and not be repaired.
- Water, a woman's task, has male dominated committees; are often installed as a gift; people pay nothing or a small flat rate for its use while research shows that to function water committees should be chaired by a woman, have a woman as cashier, users should pay according to consumption and users should contribute to installations.
- Pit latrines are a waste of the best fertilizer, urine.

5. Comments on Programme management, Technical Assistance and M & E**Management**

- Ability by the programme and especially by the Woreda level to manage to implement a significant scale of activity
- Gaps in funds availability (due to reporting/Sida efficiency?): Usually first quarter of budget year plus some weeks every quarter, though sometimes bridged by "loan" from other sources.

- Signs of Woredas regarding themselves supreme enough not to have obligations to report on resource use to SARDP/PCU. TAs intervene!
- Woreda level has its constraints with staff turn over, but equally much or more due to poor management of staff turn over. Little team work, little sharing of information, information disruptions
- Shortcomings in reporting and M & E may partly be attributed to PCU vacancies and to TA service not being manned as intended, partly also the overall design with a PCU that is (i) to some extent suffering from Govt bureaucratic rules (ii) falls outside of the normal chains of command = not benefitting fully from being inside the Govt structure/not benefitting fully from being independent and business-like.
- PCU staff should be recruited on the grounds that they are capable; thus PCU staff training overseas is a misdirected investment
- Scholarships should primarily be directed to staff doing technical work rather than to staff in senior managerial positions, recruitment policy not always based on application/merit with transparency
- Trends towards top-down planning reported with directives from line Bureaus affecting Woreda's independent planning and priority setting; contradicts decentralisation

TA

- The interdependencies created between PCU and the TA service reduces effectiveness of the TA service. Example, no fuel for cars results in well paid TAs being grounded
- TA services found to have made important contributions to programme implementation
- TA services generally well appreciated and "worth its cost"
- TA machinery should have been more proactive on M & E

M & E

- Scarcity of data segregated for different "settings" and for categories of households, thus hard to assess most relevant interventions in different areas
- Baseline information useful
- Poverty definitions problematic; cannot be based on area of farm holding and oxen if to be studied over time
- Earlier criticism lead to a streamlined M & E, June 2007 indicating a reduction of the ambitions of the programme
- Reporting and M & E has been a continuous concern throughout the programme and remains a concern
- The revision of the log frame has generated a problem for both the programme itself and the evaluation team: No consolidated report on achievements
- No in-built analysis of cost-effectiveness of undertakings. Programme is vulnerable if this is only left to final evaluators. Also misses learning opportunities.
- Insufficient governance by Sida and PCC: (i) Implications of revised log frame not adequately analysed (ii) Several very specific points in the Specific agreement not fulfilled: E.g. TA staffing, M & E team, EIAs, in-depth review/evaluation 2006, (iii) Requests for analytical reports not sufficiently followed up.

6. Priorities for the future

The team took advantage of that event by also inviting all participants to suggest the most favoured initiatives that could be part of a Post-SARDP programme. A menu with 21 options was presented:

- Land administration

- Land use planning
- Crop and livestock prod improvements through extension
- Farm mechanisation
- Household energy
- Business advisory services
- Enterprise Development Facility
- Microfinance
- Rural roads
- Irrigation
- Water harvesting
- Drinking water supplies
- Health facilities
- Schools incl. quality of education
- Vocational training/skills training
- Adult education/literacy training
- Targeted activities to support HIV/AIDS affected households
- Targeted activities to support women
- Environmental work/watershed mgt/alternatives to pesticides
- Community Development Fund/Resources to Kebele level
- Population control

Criteria were given:

- High potential for making a decisive difference for beneficiaries
 - High potential for benefitting many people
 - High potential for benefitting women
 - High potential for contribution to economic diversification
 - High potential for contribution to environment improvement
 - High potential for flexibility in implementation arrangement
- (The first four criteria were suggested to be more important than the other two)*

The top five initiatives suggested by the workshop participants were:

1. Land administration
2. Agricultural/Livestock extension
3. Irrigation
4. Enterprise Development Facility
5. Environmental work/Watershed management/Alternatives to pesticides

It should be noted that the participants included about 5% women and 95% men. One workshop participant made the very valid remark that the result would be quite different if this was an investigation among local people, the ultimate beneficiaries. The team took note of this and agreed that a participatory approach involving local people in rural areas should be recommended.

7. Discussion

An intense discussion session followed with a wide range of issues raised. The team noted that there will be opportunity for OSC and PCU to comment on the first draft once it is presented and the team recommended that important comments should be channelled that way. Comments raised during the workshop will of course also be considered but as many participants wanted to contribute the option to comment through OSC and PCU remains important.

8. Participants

Assefa Gezahegn, Debre Markos, OSC
Wubit Shiferaw, Dessie, OSC
Desalegn Ayal, Bahir Dar, PCU
Gashaw Eshet, Dessie, PCU
Aklog Laike, Addis Abeba, Sida
Getachew Ali, Bahir Dar, Action Aid
Getaneh Genet, Bahir Dar, Amhara Youth Association
Gizachew Astatkie, Bahir Dar, Private BDS Provider
Mastewal Ejiju, Bahir Dar, BoWRD
Wubgizeier Admassu, Debre Markos, MSE
Beli Behailu, Awabel, Woreda Administration
Atkilt Abate, Bahir Dar, BoE
Ahmed Salih, Debre Markos, OSC
Habtamu Tetsegaye, Debre Markos, OSC
Desalegn Wubie, Debre Markos, Zone Finance and Plan
Håkan Sjöholm, Bahir Dar, OSC
Assefa Worke, Bahir Dar, OSC
Abebe Ferede, Debre Markos, PCU
Salie Workneh, Dessie, OSC
Ali Tegegn, Dessie, Zone ARD
Mulugetka Bantie, Bahir Dar, BCB
Temesgen Andargie, Mota, Woreda Capacity Building
Abebaw Bimir, Mota, Focal Person
Dereje Mekonen, Basoliben, Focal Person
Mulu Alem, Awabel, Woreda Administration
Ababu Yimam, Bahir Dar, PCU
Amare Alemu, Debre Markos, East Gojjam Zone Administration
Amare Kindie, Bahir Dar, Food Security Office
Eshetie Gelaw, Bahir Dar, BoWUD
Amogne Mengistie, Bahir Dar, CPA
Abdu Mekahs, Dessie, MSE
Kassahun Tessega, Bahir Dar, BoARD
Yitbarek Semane, Debre Markos, OSC
Ayichew Kebede, Bahir Dar, PCU

Kelude Adane, Albko, Woreda Administration

Teshome M. Bahir Dar, ARRA

Akenu Admas, Bahir Dar, BoARD

Fasil Woldemichael, Bahir Dar, PCU

Getachew Tirunch, Bahir Dar, BoH

Tilahun Ayalew, Bahir Dar, AWEA

Bizualem Gahsaw, Bahir Dar, WAB

Wollela Mebrat, Bahir Dar, WAB

Habtu Assefa, Dessie, OSC

Mesfin G/Mehin, Bahir Dar, BoFED

Birhanu Ayichew, Bahir Dar, ENIDP

Mebit Kebede, Bahir Dar, USAID

Anteneh Demelash, Bahir Dar, WAB

Gashu Woldie, Bahir Dar, JICA

Getaneh Gobeze, Bahir Dar, ACSI

Zegeye Bante, Bahir Dar, ACSI

Sileshi Temesgen, Bahir Dar, EPLAUA

Gebeyehu Bila, Bahir Dar, EPLAUA

Ahmed Yimam, Bahir Dar, PCU

Abebaw Getachew, Bahir Dar, OSC

Abbreviations:

OSC	Orgut SCANAGRI Consortium
PCU	Programme Coordination Unit
BoWRD	Bureau of Water Resources Development
MSE	Micro and Small Enterprise Development
BoE	Bureau of Education
BCP	Bureau of Capacity Building
BoWUD	Bureau of Works and Urban Development
CPA	Cooperative Promotion Agency
BoARD	Bureau of Agriculture and Rural Development
BoH	Bureau of Health
AWEA	Amhara Women Entrepreneurs Association
WAB	Women Affairs Bureau
BoFED	Bureau of Finance and Economic Development
ENIDP	Eastern Nile Integrated Development Project
ACSI	Amhara Credit and Savings Institute
EPLAUA	Environment Protection, Land Administration and Use Authority

Appendix 7. Details on the Approach Used

Major sources of data

The team has studied and analyzed secondary sources produced by SARDP or for SARDP such as major programme documents, reports, earlier assessments, evaluations and baseline studies.

Other major secondary sources have been obtained from various Bureaus such as the Bureau of Agriculture, of Health and BOPED as well as from Federal sources.

Overall approach used

The team used the log frame developed for Phase III in its evaluation of that specific phase. Phases I and II, had their own log frames, but based on the same 4 pillars which re-emerged in the one used for Phase III. Thus in order not to get lost into detail but to catch the essence of what had happened during the whole period, the team presented the following 12 expected outcomes as questions in order to cover major expected impact:

1. Is there an increase in farming productivity?
2. Are there signs of the economy being diversified?
3. Has the household economy improved?
4. Have people become more food secure?
5. Has the situation for women improved?
6. Has the situation for vulnerable groups improved?
7. Are institutions at Regional, Woreda and Kebele level functioning better?
8. Has decentralization been effective?
9. Is there increased resilience against crises and reduced frequency of crises?
10. Has public health improved?
11. Has awareness generally been raised through extension work?
12. What has SARDP possibly contributed to Ethiopia?

To these questions key sub-questions were asked relating to “evidence” for the conclusions, “which of the interventions and effects that could be attributed to SARDP”, and what “constraints that the team had noted” that prevented fulfillment of the goal.

Data-gathering techniques

The team, as two sub-teams, has basically used triangulation as its major data gathering method. By this is meant that information obtained from one source with one method is tested against what has been obtained from another source with the same or another method. This implies that a dialectical approach oscillating between sources and methods has been applied to verify the data.

The major secondary sources are those mentioned above. Primary sources have been semi-structured interviews with individuals and groups, planned and unplanned, questionnaires to Woredas and Kebeles and observations of various activities in the field, in the offices of Woredas and Kebeles, in the offices of Health Workers and Development Agents and in people’s homes.

Selection of Woredas, Kebeles and Respondents

The team indicated to PCU a number of criteria to be applied for the selection of Woredas (a total of eight in the two zones):

- Several Woredas should have benefitted from the programme for some time, otherwise there would not be much to see and discuss.
- Although all Woredas are considered poor they still exhibit internal economic differences; in both zones the selection should include poor, medium and relatively better-off Woredas.
- There should be representation of Woredas that have significantly benefitted from infrastructural investments, especially roads and bridges as well as of Woredas that have benefitted less from such investments.
- The selection had to be made in such a way that there was little geographic overlap between this Evaluation and the earlier Impact Assessment in order to achieve wider coverage and to avoid creation of fatigue among respondents.

Based on the mentioned criteria the team and SARDP management jointly selected the following Woredas:

South Wollo

- Saynt (1999)
- Mekdela (2004)
- Albuko (considered as a poor Woreda) (2004)
- Kallu (2004)

East Gojjam

- Basoliben (1998)
- Huletiju Enese (2004)
- Awabel (1998)
- Debre Elias (2004)

Among the above Woredas, only one overlaps with the Impact Assessment, namely Awabel. This is for practical reasons as well as for comparison. In addition to the eight Woredas, the team also visited Dejen in East Gojjam with a special focus on rural finance through “Abayber”, and yet other Woredas including Dessie Zuria (South Wollo) and Goncha (East Gojjam) in the context of Land Administration.

The team was divided into two sub-teams where Tegnäs and Yared focused on the Woredas, the activities in the field and phase III of the programme while Sosena and Poluha focused on the Kebele, the household, the individual and phases I–III. In the later stage of the evaluation another sub-team consisted of Tegnäs and Johnson for the field evaluation of Land Administration activities in East Gojjam.

All four “main” Woredas in each zone, i.e. eight Woredas in total, were subject to evaluation. A questionnaire was sent to each Woreda in advance, asking them to collect and present data needed by the team. During the visit the team reviewed the local Woreda records of achievements and made individual interviews. Sample field visits were made to assess quality of work and state of achievements generally.

In each Zone, two Woredas from the four were selected for grass-root in-depth studies at Kebele level. The team asked the Woreda administration to stratify the Kebeles and informed that they preferred Kebele that were poor to medium, but where there had been some SARDP intervention. Two Kebeles in each zone were selected and studied in this way. However, when the sub-team learned that the Kebele selected in Kalu in Wolo was considered rich they decided to add one poor Kebele to the interviews, since a majority of the Kalu Kebeles were poor. At Kebele level semi-formal interviews were

conducted with the Kebele council, the women's and youth associations, the local court, the CDF group, the Health Extension Workers, Development Agents and school principals whenever these were available. Households at the Kebele level were stratified and the team interviewed at least five households, two poor, two from the medium category and one better-off household. Wife and husband were interviewed separately but with similar questions. In each Kebele one female-headed household was also interviewed and in one Kebele one single male-headed household was added for an interview. Before, during and after these interviews the respondents' houses and compounds were observed.

Data on land use, food aid, fertiliser use, population and other parameters were sought simultaneously at Federal, Region and Zonal levels. As expected, the data obtained from the different sources did not correspond fully. Again triangulation was used and data that pointed in the same direction was used with reasonable approximations, while parameters for which the data obtained was too contradictory were excluded. The data so obtained formed the basis for the analyses presented in Appendix 9.

Other respondents

The team had repeated discussions with the PCU director and employees as well as with the Technical Advisor and Technical Assistants. When information was lacking these were also given home work especially with regard to cost benefit analysis, which they later delivered to the team. Bureau representatives in Bahir Dar were interviewed, mainly after the field work period. Many discussions were also held at EPLAUA. Some other organizations visited and interviewed were the Women's Entrepreneurial Association and the Amhara Women's Association.

Appendix 8. Selected Findings of Earlier Evaluations and Assessments

Report of the Sida Technical Supervision Team, 1999

This report covers the second visit by a Technical Supervision Team. There was an earlier mission too, but the team was not able to get access to any report on that mission.

The 1999 Technical Supervision Team observed six major trends:

- *ANRS ownership of the programme* had become strong, especially in some government administration sections at Woreda and Zonal level.
- *Continued decentralization* where the ability to take on implementation tasks at Woreda level had surpassed expectations.
- *Effective administration*; initial problems were mostly overcome and Programme activities were implemented according to plan. Improvements noted on seed, on-farm research, infrastructure and credit but output tended to take precedence over quality. Co-ordination of Programme reporting remained weak.
- *Detachment from the context of poverty, vulnerability and food security*: Concepts of poverty, vulnerability and food security and their operational implications were poorly analysed. No actions were taken to understand the needs of the second main target group, the so-called 'vulnerable'.
- *Institutional basis of participation and empowerment was not in place*: The report points to contradictory evidence regarding genuine community participation and the Programme's support to strengthening the role and capacity of the state. This was combined with a weak and marginal support and impact on economic diversification. Food and cash for work programmes were introduced and mass mobilization recruitment of labour was being phased out, the Programme was encouraged to analyse the implications.
- *Growing concerns regarding recurrent cost issues and sustainability*: A rapid growth of bureaucracy and problems for revenue generation to 'catch-up' noted. Furthermore, the recruited staff were not sufficiently trained, neither were there operational resources for them to work with.

Other observations were:

- Within *infrastructure* there was progress according to plan and the quality of the Woreda roads was considered as good.
- BOPED needed strengthening especially with regard to implementation of cross-cutting issues, co-ordination, long-term planning and also to co-ordinate support from various donors.
- With regard to *agricultural extension, information and training*: Progress had been made towards more flexible and responsive agricultural extension structures. Still DAs were frequently involved in other activities like debt and tax collection which reduced the confidence of the farming population.
- With regard to the seed component there was great improvement.
- *Agricultural research* was commended, especially on-farm research. However, the report pointed out, that there was *little evidence of an integrated farming systems* perspective in the research, especially with reference to different needs in Gojjam and Wollo and the needs of women. Soil and water conserva-

tion which had had limited success were still used without analysis of why there was very limited adoption.

- *Service Cooperatives* had to a large degree gained legitimacy, not least due to the revolving fund that enabled them to become active in marketing.
- *Credit issues* handled by ACSI showed impressive recovery rate of over 97%. ACSI had made an impact assessment survey to find out what had happened to the beneficiaries. Initial indications were that there were few cases of clients having lifted themselves out of poverty.
- *Gender* had, according to the report, had very limited success.
- Little was also achieved with regard to *economic diversification* which needed a rethink for SARDP II, especially to promote the diversification and commercialisation of agricultural production.
- *Participation and labour mobilisation*. A fundamental obstacle to true empowerment was the emphasis on achieving performance targets. Participation was mainly seen as either labour inputs in public works or acceptance of extension recommendations.
- *Sustainability and recurrent costs* were a problem since the Programme investments were contributing to a rapidly growing bureaucracy. Furthermore emphasis on ambitious targets rather than quality, care and maintenance go against the achievement of sustainability, according to the team.
- *Civil society, NGOs and private sector participation in agricultural and community services*. There was a total absence of civil society and the private sector in rural service provision apart from the cooperatives.
- *Impact Assessment and LFA* – are very weak and are not evident in reports. Progress reports lack clarity and uniformity often leading to misleading information.

Evaluation of sustainable poverty reduction through area-development projects, ODI, 2002

Three area-development projects were studied, in Cambodia, in Zambia and SARDP in Ethiopia. The purpose was to identify how Sida's Area Development Projects might be re-tooled to fulfil existing mandates more successfully and at the same time to exert stronger influence over new poverty-focused resource allocation processes. Some findings were:

- The respective roles of state and private sectors were only vaguely defined;
- Projects' efforts to enable the private sector were strong in Zambia and Cambodia and weak in SARDP;
- There were few systematic indications of how poverty would be addressed through enhanced capabilities, security and opportunities
- With the exception of Zambia and partly Cambodia, gender mainstreaming was weak.
- If area-development programmes were to be adapted to objectives such as poverty reduction, sustainable livelihoods and Rights-Based Approaches, they would have to be clear about the assets on which the poor draw in order to generate livelihoods and questions about what prevents the poor from accessing assets or entitlements.
- Institutional sustainability appeared high in Cambodia and SARDP.
- Environmental sustainability was problematic in SARDP because of inappropriate technologies.
- In general there needed to be a better cost-benefit analysis, improved conceptualisation and better segregation of the poor as well as clearer objectives.

SARDP Review, Final Report covering Phases I and II, OPTO International, 2003

In the overall assessment the OPTO team emphasized that there was a lack of analysis, differentiation and targeting of the most vulnerable groups and that most agricultural activities were directed towards those with land. This support, the OPTO team argued, was emphasized by the ACSI group credit model. For a Rights Based Approach to be valid, it was therefore argued that the programme objective “to improve agricultural productivity” be changed into “to improved and sustainable livelihood and food security for the farming families”. In 2001 it was decided to incorporate a Rights-Based approach into the programme, as with all Sida development aid. With regard to Gender, it was noted that women were almost invisible at decision-making levels in the programme, and it was argued that mainstreaming, of which there were signs, had only taken place superficially in the programme. The OPTO team commended the Programme for the decentralization that had taken place as “devolution within structures”, arguing that it was most successful and had managed to go further than many other government implemented programmes. Although the Technical Assistance was much appreciated it was also noted that TAs were also regarded as gap-fillers that constitute part of the Region’s administration. A recommendation was that TAs should have counterparts.

It was further pointed out that the programme document requires responsiveness to different ecological and socio-economic conditions in the two zones. The degree of responsiveness either to differences in the zones or to differences within the farming population was, however, questioned. Although much training had been given at the Woreda level to improve the capacity to plan, monitor and evaluate interventions, the capacity at the Woreda remained limited and nothing had been done to improve the capacity at the Kebele level. It was also noted that the relationship between ANRS and Sida could have been closer and that more of Sida’s development tenets could have influenced the programme. The M & E system was found not to be in place but it was expected to be in operation before the end of 2003. There was worry that the programme might not be sustainable because the Woredas had little capacity to generate their own income, there was high staff turn-over and the programme activities were scattered with little replication. The OPTO team concluded with comments on a Rights-based approach in the programme stating that a Rights-based approach could be contradictory since enhancing poverty focus might go against increased production, which mainly could be expected from those who were a bit better off.

First mission report by the Independent Monitoring Team (Eriksson et al), 2006

The mission’s main findings were:

- The programme effectiveness had suffered from the absence of a practical approach for how components and activities should be interacting to achieve its goal of significantly reducing poverty for all categories of households in the two zones. Related programme activities were not always sufficiently co-ordinated to demonstrate how self-sustaining economic development may emerge.
- The initial delay in programme disbursements considerably retarded implementation and delayed impact.
- It was difficult to see how the present mix of agricultural activities would reduce poverty by 10% among all strata.
- There was a scarcity of data on benefits and costs of promoted interventions at household level and for different categories of families.
- The mission compared yields in three old and four new Woredas. No substantial differences (not available, given as attachment 1) were found. The BoARD data suggested, however, that such differences existed and that SARDP Woredas had 25% higher yields.
- Several irrigation schemes ran the risk of being poorly managed as the backstopping capacity was weak at all levels.

- The demand for Business Development Services was unclear.
- The links between the Business Investment Fund and commercial banks were weak.
- Not all CDF ventures had generated the expected empowerment effect after two years of implementation.
- With regard to Institution-building it was noted that the role of TAs was poorly understood by new Woreda staff; SARDP was not featuring as a learning organisation; DAs were frequently unable to offer advice on the economic viability of common enterprises.
- Mainstreaming of HIV/AIDS and gender issues was slow.
- Annual progress reports only showed expenditure per activity, component, Woreda and backstopping bureau/agency instead of for categories such as training, farm inputs etc.
- Data on technology adoptions and economic returns were scarce. Numerous output and activity targets in the monitoring reports obscured the larger picture of the implementation process.

Report from Consultancy on SARDP M & E (Wang and Admassie), 2007

Key findings and conclusions:

- The SARDP III M & E system was weak and needed a simple and appropriate system that allows proper monitoring.
- The reporting was mainly limited to 1 year at most.
- Two links were missing: results-reporting for a multi-year period and informative analyses of important trends and gaps between planned targets and actual achievements.
- Postscript: SARDP-PCU presented a draft result-reporting format to Sida at the debriefing. Based on comments at the meeting it would be finalised and used.
- According to the system of reporting in the Amhara Region it was not possible to 1) determine if and what impact a particular programme had and 2) compare different programmes in terms of impact and cost-effectiveness.

Study on staff turn-over and staff shortage in selected Woredas (Poluha et al), 2007

The report deals with two topics, shortage of staff and staff turn-over. According to the report, there was an *absolute shortage* of professional staff, especially with a natural science background, including engineers, doctors and veterinarians. There was also a *relative* shortage in the sense that according to the Regional Government staffing model there were several vacant positions. The reasons for staff shortage were mainly of two kinds, first, that there were not enough university graduates graduate to fill all the vacancies and second, that the few who graduate were wanted by many parties, the government, the private sector and NGOs. The Government's objective and attempts to fulfil the Millennium goals had, among other, implied that the number of government employees had increased with 32% in just one year, from 2005 to 2006. The rapid increase in government employees strongly affected the work of the Woreda, which by then used between 80 and 90% of its regular budget (except SARDP) for salaries with very little left for development activities.

With regard to high *staff turn-over* the study identified three categories of staff: (i) politically appointed, (ii) professionals and (iii) support staff. *The politically appointed*, between 30 and 36 persons in the Woreda administration, held key positions, either as heads of different bureaus or of sectors or because they act as deputy heads. There was high turn-over of this staff, firstly, because they were quickly promoted to another position within the same Woreda, secondly, because they left for further education and thirdly,

because some were dismissed. Awareness that these frequent transfers within the Woreda may have a negative impact on Woreda work was low at Woreda and Zonal levels but high at the Regional level. *Professionals*, between 4 and 5% of the Woreda employees, had the highest turn-over in remote areas and among men. Major reasons why they left were lack of infrastructure, lack of opportunities for further education, low salaries and, what respondents identified as lack of “Good Governance”. The *sub-professionals or support staff* had a low staff turn-over.

The study recommended the *blueprint model of staffing* to be reviewed, and that the number of people that each Woreda had to employ would be adapted to its most serious needs rather than to a blueprint. This could leave money for development work as well as for upgrading the skill and competencies of existing Woreda staff. Another recommendation was that Woredas should try to keep their staff whenever possible for at least 2–3 years before they are promoted. Thirdly, it was recommended that clear Policy relating to employment, promotion and dismissal would be developed to allow for transparency with regard to the rules governing such acts and allowing employees to ask for their case to be reviewed with reference to the Policy.

Impact Assessment of SARDP Interventions (Getachew, Yimam, Admassie, Gossage), 2008

Impact was defined as “the lasting or significant changes (positive and negative), intended or not, in people’s lives brought about by “the various interventions supported by the Programme”. In the case of SARDP this would be translated into “lasting reduction in poverty and improvements in the livelihoods of the people”. The assessment used the state in 2003 as the benchmark against which impacts were assessed. The major method used was to “draw on the memory of respondents and compare the situation now with that previously. This has the usual problems of recall.” (page 12) “The attribution of change to the Programme was then assessed through rational argument to understand the causes of the changes identified and then assess the relative contribution of the Programme”.

The main findings were:

- *Food security*, in the sense that people felt that they were able to produce sufficient food or income to cover their own annual food consumption had, according to the assessment, risen in Gojjam from 35% to 78% and in Wollo from 1% to 60%.
- *Literacy rate* had improved from 38% to 74%, somewhat better for men (84% vs 68%).
- 76% of the households felt that their overall living standard had improved while 12% said that it was the same and 13% that it had decreased.
- “The improvements in the household food security situation may result from improved food production and income from different sources as well as from basic needs or safety net programmes”.
- Respondents stated that *land certification* improved land security and that land conflicts were found to have decreased while investment in land conservation had increased.
- Within rain-fed *crop production yields and productivity* “appeared to have increased for just over half the households (51%). *Irrigation* has contributed to improved incomes and livelihoods from around 20% of the households.
- Concern was expressed in the assessment report over *sustainability* and local capacity especially since the Programme still funds some services (maintenance of some infrastructure, artificial insemination, seeds for multiplication etc). There is also a weak revenue base and human and organisational capacity of local government.

- In sum, the assessment concluded, the improvements in livelihood observed in income, food security and livelihoods of the majority of the population could be linked to improvement in agriculture and that the SARDP investment had contributed to these improvements. (ibid).
- *Cost effectiveness* was not considered.
- With regard to *micro and small scale enterprise* the assessment found that participants were young, 60% male, often unemployed students. They had mainly been supported with vocational training. About half had received some material support and credit. There was no number indicated as to how many people that had been involved in this particular intervention.
- With regard to *Infrastructure and social services development*, SARDP has supported the construction of spring development and hand dug wells. There was no information on how many people that have been reached by each intervention, however it was stated that 70% of the surveyed households felt that access to safe drinking water had improved. New health posts and health centres had significantly improved coverage of health services. The number of women using contraceptives was rising but there were no figures about the %-age of the female population doing so. HIV/AIDS awareness was also strong and mainly brought about by the community conversations. SARDP had also constructed more than half of the schools in the surveyed Woredas and the enrolment of young girls and boys had increased considerably. The programme had also supported the construction of 1706.2 km of community roads as well as fords and bridges. This had improved access to towns for marketing, health and many other reasons and given great satisfaction to the farming population.
- *Institutional and social development*: The local government administrations at Woreda level were found to be the key to maintaining all the interventions, but in the report concern was expressed about the capacity and economic basis of the Woredas to fulfil this task. The Community Development Fund used by the Kebeles had, however, allowed many to use a participatory approach (including their own contributions) to planning, budgeting and implementation thereby promoting the community's capacity to rule itself.

Some general comments on external monitoring teams and evaluations

The team finds the frequency of overall external evaluations surprisingly low (one in 2003 and the current one 2009). It is noted, that the specific agreement between the Governments, which spells out details on programme implementation, stipulated that there should be an in-depth review/evaluation in 2006 but it did not materialise. Further, in the same specific agreement it was agreed that there should be an independent monitoring team following the programme. Such team was appointed but it was discontinued after its first mission. The faiths of earlier monitoring teams have been similar.

However, the team also notes that many of the different evaluative studies conducted and mentioned above often have resulted in only limited follow-up by the programme and by Sida. Absence of a needs assessment of the “vulnerable”, lack of a farming systems approach in research and reporting weaknesses were pointed out already in 1999 and repeatedly later on. The lack of cost-benefit analysis was highlighted in 2002 and 2007. Weak management of irrigation schemes was noted in 2006. As will emerge later in this report, the mentioned examples remain areas of concern even in 2009.

Appendix 9. Selected “Facts and Figures” on Agricultural Productivity and Related Issues with Conclusions Derived from those

The “facts and figures” below have been derived from different sources:

- Statistics obtained from various institutions at the Federal level
- Statistics obtained from Regional Bureaus
- Statistics obtained from Zonal offices
- Population data from UNICEF: “The State of the World’s Children, 2008
- Field observations (expansion of cultivated areas in valley bottoms, etc)

Statistics obtained is frequently contradictory. Parameters have been excluded when discrepancies are such that figures point in different directions; in other words, more data was collected than what has been used. Information from different sources has been compared and qualified assessments made with regard to what figures appear more reliable than others. Sometimes approximations have been made (when figures show similar trends but at somewhat different levels) and most often intervals are shown below indicating a span within which available data fall.

The assessment below would not “pass” if scrutinised for scientific rigour, but the team is fairly confident that the conclusions reflect reality. A more “scientific” attempt would not be worthwhile as the statistics available are not particularly reliable. The data chosen for inclusion here shows, however, trends that the team believes reflect reality although the fine details can be contested.

Statements that can be made include:

1. On average, people eat more meals per day now than before and also enjoy a more diversified diet.
2. Better access to food cannot be explained by higher average rainfall. On the contrary:
 - The amount of precipitation during 2001–2007 were generally 8% lower than during 1994–2000 in East Gojjam
 - The amount of precipitation during 2005–2007 were generally 15% lower than during 1994–2000 in East Gojjam
 - The amount of precipitation during 2005–2008 were generally 10% lower than during 2001–2004 in South Wollo
 - However, total amount of precipitation does not say everything, e.g. it does not capture excessive and destructive rains, nor does it capture well failure in one season if it is mitigated by good rains another season.
 - Still, the conclusion that better access to food is not explained by favourable rainfall appears to be valid.
3. Understanding the human population growth is problematic. However, international estimates (UNICEF) point at a population growth of about 2.9%. This implies that the population to be fed has increased with about 45% 1995–2008, with about 26% 2000–2008 and with about 15% 2003–2008. In other words, food consumption must have increased more than 2.9% annually as not only the population has grown, but at the same time people are also eating more frequently and also enjoy a more diverse and healthy diet.

4. Increased use of fertiliser is a major factor:
 - 2–3 times more fertiliser was used in East Gojjam in 2008 compared to 1995
 - 1.4–6 times more fertiliser was used in South Wollo in 2008 compared to 2000 (uncertain figures)
 - Fertiliser use increased 4–50% in East Gojjam 2005–2008 (uncertain figures)
 - Fertiliser use increased 43–46% in South Wollo 2005–2008
5. The cultivated area:
 - Appears to have increased 7–16% in East Gojjam 2000–2008, and
 - Appears to have increased 9–19% in South Wollo 2000–2008.
 - The production increase from the additional areas cultivated is likely to be more than the % area of expansion, as much of the new land under cultivation is better-than-average land in valley bottoms.
6. The cattle population increases more rapidly than the human population:
 - the growth rate in South Wollo seems to be 5.1–5.5% during 2005–2008
 - the growth rate in East Gojjam seems to be 2.9–4.8% during 2005–2008
7. Total production of cereals 2005–2008 (it should be noted that 2005 was a year with inadequate rainfall in many parts of East Gojjam):
 - Teff production increased 14–66% in East Gojjam
 - Teff production increased 15–68% in South Wollo
 - Barley production decreased both in East Gojjam and South Wollo
 - Wheat production increased 24–31% in East Gojjam
 - Wheat production increased 8–36% in South Wollo
 - Sorghum production increased 37–225% in East Gojjam
 - The figures on sorghum for South Wollo are completely inconclusive.
8. People depending on relief food (population calculations are based on UNICEF growth figures, 2.9% annually):
 - The number of people depending on aid in South Wollo increased dramatically between 1994 (273,500 people) and 2000 (1,185,926 people), from around 13–20% of the total population in 1994–95 to about 50% of the population in 2000.
 - The number of people depending on aid in South Wollo (emergency and safety net; food and cash) was fairly stable between 2002 and 2008, at a level that was most years lower than the peak years around 2000. Among the last 10 years, three of the five “highest” years were during 1998–2002 and only two of the highest years were 2003–2008.
 - The share of the population in South Wollo depending on food aid has decreased from around 50% in 2000 to 25–40% the last few years.
 - In absolute numbers, the calculated population growth in South Wollo 2000–2008 corresponds to 85% of the number of people who now depend on the safety net. Taking into consideration that much of the aid through safety net is cash and not food, it can with reasonable certainty be concluded that Wollo feeds more people now than in 2000 and the people fed are also better fed than in 2000. In 2010 the additional number of people as a result of population growth since 2000 will be as big as the total number on safety net (if safety net stays more or less the same).
 - The population growth 2000–2008 is about 26% based on UNICEF figures (for the nation). That is higher than the area expansion of cultivated land indicating that there is not only area expansion but also better yields (intensification).

- The amount of food aid in Amhara Region that has been delivered in the form of grain has been around 106,000 ton 2007, possibly more but not over 200,000 ton 2008. This corresponds to 3.5%–7% of the amount of grain produced in the Region according to statistics. Whether the aid delivered as grain consists of “imported grain” or produce from within is not known to the team. The total share (3.5–7%) delivered as grain is less than the population growth 2000–2008 (26%). Several factors points at the conclusion that the production in South Wollo now is more than enough to feed the same number of people as were there in 2000, a number that was only fed to 50% by then.
- The “graduation” from safety net in 2009 in South Wollo is 2.9%, just like the average for the region.
- For the Region as a whole, around 14% of the population depended on safety net in 1994, increasing to about 22% around 2000 and then decreasing (in relative and absolute terms) to 15% in 2008.
- On average, thus the Region has done better than South Wollo in terms of lowering the level of food aid dependency.
- Between 0 and 2% depended on food aid in East Gojjam during the 1990s. The level has since increased to around 3.7%. It is a more negative trend than both South Wollo and the Region as a whole, but the level is low and there could be factors that make conclusion doubtful. It could be, for example, that there was a need that is now better addressed than before.
- The graduation rate in East Gojjam is 4.2% which is higher than the average of the Region and higher than in South Wollo.
- Three Woredas are currently benefitting from safety net in East Gojjam. Only one other Woreda required food aid from 2004 onwards and it was only in one year. During 1994–2003 it was common that 4–6 Woredas of East Gojjam required food aid.

Conclusions

1. Better food security is not the result of better rains. None of the trends in production increase or productivity increase can be explained by better rainfall; on the contrary the “rain trend” was slightly unfavourable in both Zones.
2. A larger share and also a larger actual number of the residents is now food self sufficient than in 2000.
3. An even larger share and also an even larger actual number of local residents eat food produced within their area now than in 2000 (This is on the assumption that people buy locally produced food during periods when they get cash safety net).
4. Safety net is to a larger extent a poverty regulation than mitigation to local food shortage, although it is both. “Graduation”, therefore, at least from now onwards, depends *more on measures to address inequalities in society than on increased agricultural production, but both are required*.
5. The production increase is both a result of area expansion and intensification of crop production.
6. People on average produce more per capita than they did in 2000 in spite of the human population being higher now.
7. It is safe to conclude that the better access to food that is noticeable is *both a result of better-organised food aid and increased local food production*. In relative terms, increased food production has probably been more important in the past years than better-organised food aid.
8. Cattle population is growing quicker than the human population in spite of diminishing areas of grazing lands. The implication is a larger share of the livestock feed being secured from the arable land (crop residues, etc.). This must be considered in future support to farming. Evidence that it is succeeding and at the same time crop production can increase, therefore, *land administration and land use planning must support “responsible” land use change*.
9. Use of fertiliser must be one of the major factors. It is *unthinkable that the increase of use of fertiliser would not result in increase in production* and in better average productivity.
10. New cultivation of land in valley bottoms will also contribute to increased average yields since these lands are fertile, especially as long as they are recent cultivations.
11. Although the trends are favourable, especially in Wollo (more doubtful in East Gojjam), there is no conclusive evidence that the two Zones would show much better trend than the Region as a whole.
12. Lack of conclusive evidence that South Wollo and East Gojjam is “better” may be the result of the Region’s regional policies, which tend to even out strong Sida presence in the two Zones by allocating more resources to other Regions. This is not a conclusion that Sida’s support has not been effective. If Sida had not been supporting the two Regions, other sources would have been required which either leaves a gap somewhere else, or/and reduces the overall level of support in the whole Region.

Appendix 10. Views of Workshop Participants, PCU and the Team on Contents of a Future Sida-supported Programme

The team investigated opinions of 65 workshop participants with regard to suitable contents of a future programme. Each person contributed with his/her views.

Similarly, PCU staff and the members of the evaluation team also gave their opinions. The result was compiled and is reported on hereunder. It can be noted that opinions are quite diverse.

Priorities suggested by 65 knowledgeable people during the SARDP evaluation workshop

The workshop in Bahir Dar on 10.4.2009 was attended by 65 people. The team took advantage of that event by also inviting all participants to suggest the most favoured initiatives that could be part of a Post-SARDP programme. A menu with 21 options was presented. Criteria were given:

- High potential for making a decisive difference for beneficiaries
 - High potential for benefitting many people
 - High potential for benefitting women
 - High potential for contribution to economic diversification
 - High potential for contribution to environment improvement
 - High potential for flexibility in implementation arrangement
- (The first four criteria were suggested to be more important than the other two)*

The top five initiatives suggested by the workshop participants were:

1. Land administration
2. Agricultural/Livestock extension
3. Irrigation
4. Enterprise Development Facility
5. Environmental work/Watershed management/Alternatives to pesticides

It should be noted that the participants included about 5% women and 95% men. *One workshop participant made the very valid remark that the result would be quite different if this was an investigation among local people, the ultimate beneficiaries.*

Priorities suggested by the team

A similar investigation was carried out among four team members but this assessment differentiated between the geographical areas. The same weighted criteria were used.

Rank/Area	East Gojjam	Central parts of Wollo	Remote parts of Western Wollo
1	Rural roads	EDF	Schools
2	EDF	Rural roads	Vocational training
3	Water harvesting	Vocational training	Targeting women
4	Business advisory serv.	Microfinance	Rural roads
5	Schools	Water harvesting	Population control
5 (shared)		Schools	

Priorities suggested by PCU

Three PCU staff also gave their view:

Rank/Area	East Gojjam	Central parts of Wollo	Remote parts of Western Wollo
1	Farm mechanisation	Crop/Livest. extension	Business advisory serv.
2	Business advisory serv.	Targ. to HIV affected	EDF
3	EDF	Women-focused act.	Water harvesting
4	Water harvesting	Land adm.	Schools
5	Women-focused act.	Household energy	Land administration
5 (shared)	Crop/Livest. extension	Business advisory serv.	Vocational training
5 (shared)	Vocational training	EDF	Women-focused act.
5 (shared)		Vocational training	

Notes: Criteria given same weighting as above, exact order sometimes not representative due to same number of points awarded.

The team noted that these results do not give any good foundation for a conclusion on what to propose to Sida but supports the remark made by one of the workshop participants, namely that consultation with the community is essential.

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Sida-Amhara Rural Development Programme 1997–2008

This is an evaluation of Sida Amhara Integrated Rural Development Programme, SARDP, 1997–2008. The major objective of the evaluation was to: Assess the results and impacts of the programme and whether or not the programme has achieved its objectives; and to offer input to the planning and design of a post-SARDP support by making recommendations on which achievements and lessons learned of the programme that are important to carry forward and build on to a possible post-SARDP programme.

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