

**LAND AND POVERTY CONFERENCE 2018  
LAND GOVERNANCE IN AN INTERCONNECTED WORLD**

***RURAL LAND REGISTRATION IN ETHIOPIA***

**Technical and Vocational Education and Training initiative on Rural Cadastre  
and Land Registration to Enhance land Governance : The Case of Ethiopia**

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# 1. INTRODUCTION

With an area of 1.1 million km<sup>2</sup> and estimated population about 100 million, Ethiopia is one of the populous countries in Africa. Its economy has experienced strong and broad based growth over the past decade, averaging 10.8% per year in 2003/04 - 2013/14 compared to the regional average of 5.0%<sup>1</sup>. Agriculture, together with the service sector, accounts for most of this growth. Ethiopia depends heavily on agriculture not only as the driver of economic growth, accounting well over 40% of GDP, but also as the major source of export earnings (accounting for over 80% of export revenue) and of livelihoods for more than 85% of the population.

To sustain and improve the above indicated growth rate, to put in place good land governance will have its own contribution. Different land governance systems that existed in Ethiopia had been eradicated immediately after the overthrow of the monarchy system in 1974. One of the most popular mottos of the socialist revolution was “Land for the tiller”. On 4th of March 1975, the Derg, Military Government Council, proclaimed nationalization of all rural land by the rural land proclamation number 31/1975. Since then rural land is under the ownership of the government and the people of Ethiopia. The same proclamation is the base of the establishment of Kebeles, the lowest administrative units in Ethiopia. The Kebele administrations were responsible for land reallocation and redistribution and resolving land related conflicts during the Derg era. Currently, elected Kebele Land Administration and Use Committees are legally empowered for a wider kebele level land administration responsibilities.

The urban land was not included and addressed by proclamation 31/1975. Afterwards, however, it seems that the Derg had realised most of the urban land is under the control of the then nobility and landlords. Therefore, it enacted proclamation 47/1975 to nationalize urban land and extra urban houses. As a result, since 1975, Ethiopia administers and manages rural and urban land by different legal systems and two different institutions.

The Federal Government is working with land partners to improve land governance of the country. One of the ongoing projects is the Responsible and Innovative Land Administration (RELA) Project. This project is working in the rural land part of the country. It is financed by the Government of Finland and the Ethiopian Government. It is implemented by NIRAS, as a lead, Rural Land Administration and Use Directorate (RLAUD), Ethiopian Mapping Agency, Amhara Regional Bureau of Rural Land Administration and Use and Benshangul-Gumuz Regional Bureau of Environment, Forest and Rural Land Administration. Therefore, this paper mainly focus on rural land cadastre and land registration capacity needs.

## 2. INSTITUTIONAL SET-UPS FOR RURAL LAND ADMINISTRATION AND USE

The country follows a federal political arrangement. At federal level, responsibility to coordinate the country's rural land administration and use is given to the Rural Land Administration and Use Directorate found in the Ministry of Agriculture and Natural Resources.

### Institutional Arrangement in the Rural Land Administration and Use

- 1 Federal Directorate in the Ministry of Agriculture and Natural Resources for Rural Land Administration and Use (RLAUD)
- 10 Regional bureaus/ authorities/agencies
- 76 Zonal offices
- 880 Woredas/Districts
- 15,588 Kebeles

<sup>1</sup> World Bank Overview of Ethiopia's economy. Extracted from REILA II Project document <http://www.worldbank.org/en/country/ethiopia/overview>

There are 10 regional states empowered to enact laws and administrate their respective land. Accordingly, there are 10 regional bureaus/authorities responsible for the rural land administration and use. Under the regional bureaus, there are Zonal office, which are 76 in number in the country. Zones are subdivided into Woredas/districts and Woredas are further subdivided into Kebeles. Therefore, there are 880 Woredas and 15,588 Kebeles. In this kebeles, there are 12.5 million rural household. With a conservative estimate, it is reported that Ethiopia has about 50 million rural parcels to be surveyed, mapped and registered into the cadastral system. During the GTP II period (2015/16 - 2019/20)<sup>2</sup>, rural Land Administration is ambitiously considered and targets are established. The five years target for the rural land sector is to survey, map and register a total of 28.6 million parcels, holdings of 7.2 million rural households found in 359 woredas. Large tracts of land for agricultural investment will be transferred to national and foreigner investors during the plan period. Accordingly, 14,036,000 ha of land is the target to transfer during the plan period.

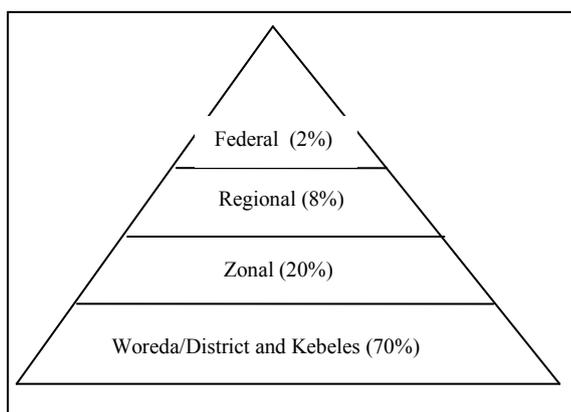


Figure 1. Proportional manpower distribution

### 3. REQUIRED MANPOWER PROJECTION FOR THE LAND SECTOR

A study conducted<sup>3</sup> in 2010 on Institutional Structure and Human Resources Development Needs in the Sector of Land Administration in Ethiopia indicated that Ethiopian needs 37,500 well trained workers to be engaged and run land administration in a professional way to realise good land governance. Another study conducted<sup>4</sup> in 2016 to estimate and project human resource needs of Ethiopia in

the land sector reported that the country needs 39,000, in five years, additional 50,000 in ten years, and additional

58,000 in 20 years. This makes in total about 146,000 professionally trained experts. Out of this estimated and projected human resources demand, 70% is proposed to come from the Technical and Vocational Education and Training (TVET) programs. Assuming graduates from the TVET programs can fit woreda and kebele level demand and requirement, pyramidal human manpower distribution constructed by putting the 70% at the base of the pyramid, Figure 1. The remaining 30% is distribute to the three upper levels of the administrative structure. Therefore, 102,200 workers are required, in 20 years time, at woreda and kebele levels in the country, Figure 2. As presented, 29,200 and 11,680 and 2,920 professional are required at Zonal, regional and federal levels respectively. In total and in 20 years time, 43,800 professionals have to be produces from university level training. To meet this huge

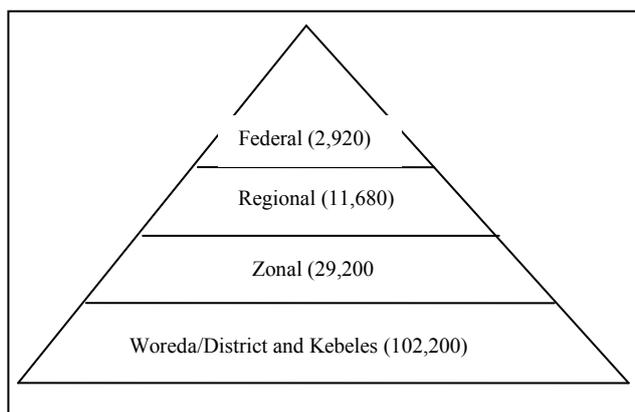


Figure 2. Projected manpower demand in 20 years

<sup>2</sup> National Planning Commission, 2016, Federal Democratic Republic of Ethiopia, Growth and Transformation Plan II (GTP II) Volume I, Addis Ababa

<sup>3</sup> ORGUT, 2010, Institutional Structure and Human Resources Development Needs in Sector of Land Administration in Ethiopia, SIDA-Sweden

<sup>4</sup> Medendorp, J, etal, 2016, Ethiopian Land Administration Professional Educational Demand Assessment, and basic Curricula and institutional capacity Review, Michigan State University, USA

demand the country need to work with development partners in addition using its own resources. The same study indicated that currently available personnel in public offices are about 9,000.

## 4. SUSTAINABLE CAPACITY BUILDING

### 4.1 University Level Development

The country's progress in education sector is remarkable. At the end of first Growth and Transformation Plan (GTP I), the number of universities in the country reached 33 with a total capacity of about 500,000 students enrolment. The plan for the GTP II period is to build 10 more universities, which makes the total number of universities 43 at the end of the plan period.

Out of the existing 33 universities, currently operating, it is only five universities that offer comprehensive land administration training. These universities are Bahir Dar, Woldia, Debre Markos, Haromaya and Dilla universities. Before 2006, there was no training in Ethiopia at university level on land administration. The first university level training on land administration was launched at Bahir Dar University by establishing Institute of Land Administration (ILA) in September 2006.

It was an initiative that brought together Bahir Dar University, Royal Institute of Technology and the then Environmental Protection, Land Administration & Use Authority (EPLAUA). In about ten years time four more universities started offering land administration following the curriculum design developed at Bahir Dar University. Other universities are expected to include land administration training in their teaching programs as the demand for trained manpower is so high.

Bahir Dar University received the first batch of students in 2006. Since then the university developed different program, Table 1. In the last 8 years, the average annual graduates from Institute of Land Administration (ILA) is about 172 students, which is far below the sector requires per year. The first batch graduated in 2010. Up to June 2017, the number of graduates from the university is 1,328 (M 81% and F 19%), Table 1.

**Table 1. Graduates from BDU-ILA till June 2017**

Programs/departments	Male	Female	Total
<b>Regular Program</b>			
Land administration	257	25	282
Land administration and surveying	163	51	214
Land administration and valuation	0	0	0
Architecture	16	9	25
<b>Sub-total</b>	<b>436</b>	<b>85</b>	<b>521</b>
<b>Extension Program</b>			
Land administration	19	16	35
Land administration and surveying	102	12	114
<b>Sub-total</b>	<b>121</b>	<b>28</b>	<b>149</b>
<b>Distance</b>			
Land administration and surveying	335	100	435
<b>Sub-total</b>	<b>335</b>	<b>100</b>	<b>435</b>
<b>Summer Program</b>			
Land administration and surveying	45	11	56
<b>Sub-total</b>	<b>45</b>	<b>11</b>	<b>56</b>
<b>Post graduate regular Program</b>	54	8	62
<b>Post graduate summer Program</b>	86	19	105
<b>Sub-total</b>	<b>140</b>	<b>27</b>	<b>167</b>
<b>PhD regular</b>	0	0	0
<b>Grand-Total</b>	<b>1077</b>	<b>251</b>	<b>1328</b>
Percent	81.10	18.90	100.00 <sup>5</sup>

<sup>5</sup> Dr. Gebeyehu Belay, 2018, compiled from Institute of Land Administration documentation, unpublished, Bahir Dar, Ethiopia

As the number of universities offering land administration courses increases, there is a need to review periodically the curriculums and make the necessary improvements to make the training demand driven and need oriented. Specific courses on land Governance have to be included. The ILA, at Bahir Dar University, has progressed itself to the level of launching MSc and PhD programs. As it is obvious, it is an obligatory requirement to conduct research for fulfillment of academic degrees. Hence, it is a good opportunity to link these researches with the ongoing implementation of land administration system in the country and feed the result into the system for improvement of the Land Governance system of the country. This opportunity has to be exploited to make applied research and regular assessments on the Ethiopia's progress on land governance that can be presented in the annual conferences.

#### 4.2 Ethiopia's strategy on Technical and Vocational Education and Training

Ethiopia has developed National Technical and Vocational and Education and Training (TVET) strategy in 2008. As stated in the national TVET strategy document<sup>6</sup>, the overall objective of the National TVET Strategy is to create a competent, motivated, adaptable and innovative workforce in Ethiopia contributing to poverty reduction and social and economic development through facilitating demand-driven, high quality technical and vocational education and training, relevant to all sectors of the economy, at all levels and to all people. To insure the coordination and effective implementation of the TVET strategy, the Federal Government Established the Technical and Vocational Education and Training Agency (FTA) under the Ministry of Education in 2011<sup>7</sup>. Some of the objectives of the agency are;

- to ensure that technical and vocational education and training is properly organized and its quality and sustainability are maintained with a view to realizing the country's objectives for economic and social progress; and
- to ensure that equitable training is provided to citizens and that all training programs are based on the country's development strategies and labour market needs.

#### 4.3 Technical and Vocational Education and Training initiative on Rural Cadastre and Land Registration

In accordance to the TVET strategy and requirement, the Ministry of Agriculture and Natural Resources (MoANR) has initiated production of trained manpower at a technical level recently for Rural Cadaster and Land Registration. With the support from the Government of Finland, through the Responsible and Innovative Land Administration (REILA) project in October 2014, a new Technical and Vocational Education and Training (TVET) program on Rural Cadaster and Land Registration launched in Assosa Agricultural TVET college at Level III in accordance to the country's TVET Qualification Framework. The Occupational Standard (OS) prepared for level III has 27 Units of Competences that consume 1035 hours of practical and theoretical teaching. Curriculum had been designed in reference to the OS and the training had been launched in October 2014. In two batches, 74 technicians trained and are at work in Benishangul Gumuz region. From Assosa ATVET college, two batches graduated on Rural Cadaster and Land Registration. The total number of graduates from first batch of technicians were 11 graduates, and about 27% of them are female, and are already at work. In the second batch, the total number of graduates on Rural Cadastre and Land Registration are 63 and 18 of them are female, which makes the female graduates about 29% of the total. Putting together the 2016 and 2017 graduates, the total number of technicians on

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<sup>6</sup> Ministry of Education, 2008, TVET strategy, Addis Ababa, Ethiopia

<sup>7</sup> Council of Ministers, Regulation No. 199/2011, Addis Ababa, Ethiopia

Rural Cadastre and Land Registration reached 74 in the land sector of the Benishangul Gumuz region. Out of this number 21 of them are female graduates that makes the female graduates more than 28%.

In addition to the above indicated program, in December 2016, the MoANR with the support of the same funding indicated above has finalized Occupational Standard (OS) and curriculum preparation for Level II and Level IV on Rural Cadaster and Land registration. The OS prepared for level II has 18 Units of Competences and will take 530 hours of practical and theoretical teaching time. The OS of the level IV has 24 Units of Competences. To provide practical and theoretical teaching on these 24 Units of Competences, it needs 687 hours. This initiative is a significant milestone in human resource development in the land sector of Ethiopia, which is needed at grassroots level. There is a preparation to scale up the started Rural Cadastre and land registration training program to other Agricultural TVET colleges in Ethiopia. In addition to scaling up, there is an intention to promote the rural cadastre and land registration training program to level V in the form of “Advanced Rural Land Administration service”. It may be also necessary to develop OS for level I. Level V and level I will be considered as need arises from the institutions found in the land sector.

#### 4.4 Sustaining achievements

During the start of the TVET program in 2014, a Memorandum of Understanding (MoU) signed between the Assosa ATVET College, the Regional Bureau of Environmental Protection, Land Administration & Use of the Benshangu-Gumuz National Regional State and the REILA project. The main purpose of the MoU was to establish an agreement on the transfer of responsibility of financing the training program to the regional government at the end of the project in order to ascertain sustainability. The REILA project covered all expenses of the training till phasing out of the REILA project. Accordingly, the Regional Government has allocated budget as requested by the Assosa ATVET College. The college got budget for full boarding of the 150 trainees that enrolled. The regional government will continue to finance the training as long as the training is need. The REILA project paid serious attention on sustainability matters by creating institutional capacities and human capacities. Development projects have to pay serious attentions on sustainability of achieved results by creating enabling environment for project beneficiary institutions. Ethiopian needs and welcomes support for up-scaling TVET. The system and structure is there and what is needed is only funding.

## 5. CONCLUSION

Land governance issue in Ethiopia is a critical concern for the economic performance of the public and private sector. As the land administration sector is developing fast and the public demand for good land governance is increasing from time to time, availability of professionally trained manpower is and will be one of the bottlenecks for the sector. The demand for trained manpower is so high and the supply is so small. The gap between demand supply is extremely wide. There is a critical need to upscale TVET program to narrow down the gap between demand and supply and enhance the land governance status of the country.