# Interviews with wereda officials re Shumsheha, North Wollo – Stage 2 questions

## Lalibela city administration

[Lalibela city administration 1](#_Toc432428251)

[About the wereda 2](#_Toc432428252)

[Comparison of wereda with others in the Zone 2](#_Toc432428253)

[Wereda structure 3](#_Toc432428254)

[Kebele organisation and Shumsheha 3](#_Toc432428255)

[Kebele organisation 3](#_Toc432428256)

[Women's Association 4](#_Toc432428257)

[Youth Association 4](#_Toc432428258)

[Boundary changes 4](#_Toc432428259)

[Comparison with other kebeles 4](#_Toc432428260)

[Development potential 5](#_Toc432428261)

[Plans for new interventions affecting the kebele 5](#_Toc432428262)

[Public services outside the kebele which kebele members use 5](#_Toc432428263)

[Land-related interventions 5](#_Toc432428264)

[Land re-allocation 5](#_Toc432428265)

[Land registration 5](#_Toc432428266)

[Rights to land 6](#_Toc432428267)

[Inward investment 6](#_Toc432428268)

[Zero-grazing 6](#_Toc432428269)

[Community forests 6](#_Toc432428270)

[Communal grazing areas 6](#_Toc432428271)

[Other land policies 7](#_Toc432428272)

[Re-settlement since 2005 in the wereda 7](#_Toc432428273)

[Villagisation since 2005 in the wereda 7](#_Toc432428274)

[Farming interventions 7](#_Toc432428275)

[Water for farming - irrigation and water harvesting 7](#_Toc432428276)

[Other farming and environmental interventions that should be found in the kebele 7](#_Toc432428277)

[Non-farming interventions 7](#_Toc432428278)

[Credit and debt 7](#_Toc432428279)

[Micro-credit and savings organisations 8](#_Toc432428280)

[Debt 8](#_Toc432428281)

[Food/cash for work (PSNP and Emergency Food Aid) 9](#_Toc432428282)

[Co-operatives 9](#_Toc432428283)

[Producer Co-operatives 9](#_Toc432428284)

[Service Co-operatives 9](#_Toc432428285)

[Interventions against HTPs affecting livelihoods 10](#_Toc432428286)

[Food aid 10](#_Toc432428287)

[Nutrition 10](#_Toc432428288)

[Driinking water 10](#_Toc432428289)

[Hygiene and environmental sanitation 11](#_Toc432428290)

[Disease prevention and control 11](#_Toc432428291)

[Interventions against HTPs affecting health 12](#_Toc432428292)

[Curative health services 12](#_Toc432428293)

[Health Post drugs 12](#_Toc432428294)

[Health Centres 12](#_Toc432428295)

[Non-government health services 13](#_Toc432428296)

[Reproductive health services 13](#_Toc432428297)

[Contraception 13](#_Toc432428298)

[Abortion 13](#_Toc432428299)

[Infertility 14](#_Toc432428300)

[HIV/AIDS and STDs 14](#_Toc432428301)

[Fistula 14](#_Toc432428302)

[Mother and child services 14](#_Toc432428303)

[Education 14](#_Toc432428304)

[Pre-school education 15](#_Toc432428305)

[Primary education 15](#_Toc432428306)

[Secondary education 16](#_Toc432428307)

[Post-secondary education 16](#_Toc432428308)

[Other training 17](#_Toc432428309)

[Marriage practices 17](#_Toc432428310)

[Using customary organisations to help implement interventions 18](#_Toc432428311)

[Planning and consultation 18](#_Toc432428312)

[Differences between taxpayers and non-taxpayers in the wereda 18](#_Toc432428313)

[Community contributions + taxes 19](#_Toc432428314)

[Accountability 19](#_Toc432428315)

[Security and policing 20](#_Toc432428316)

[Justice 21](#_Toc432428317)

[Learning about government policies and programmes 22](#_Toc432428318)

[Growth and Transformation Plan 22](#_Toc432428319)

[Delivering development messages to community 22](#_Toc432428320)

[Social equity interventions 23](#_Toc432428321)

[Insurance 23](#_Toc432428322)

[Promoting equity for women 23](#_Toc432428323)

[Youth livelihoods 23](#_Toc432428324)

[Youth recreation 24](#_Toc432428325)

[Youth and HIV/AIDS 24](#_Toc432428326)

[Exemptions for poor people 24](#_Toc432428327)

[Support for poorpeople 24](#_Toc432428328)

[Interventions to help vulnerable people 24](#_Toc432428329)

Note: Shumsheha residents were not happy being part of the Lalibela city administration, which they had been since 2008, and petitioned to move back to Lasta wereda. This was granted shortly after the fieldwork was completed

## About the wereda

### Comparison of wereda with others in the Zone

Compared with other weredas, Lalibela city administration was ranked as average in wealth status due to tourism, in food security needs/PSNP participation, in development achievements and development potential. They noted that their wereda was better in the Zone in terms of achievements in education, agriculture, and drinking water, and average in health extension, but it was ranked as worse regarding development challenges because the city administration wereda structure was not suitable to accommodate urban and rural kebeles’ interests equally; the urban kebeles can use budgets from own revenue to finance projects and the greater part of wereda budget allocation goes to urban projects so that rural kebeles felt marginalised and complain about discrimination. Experts and the mayor complained that their wereda was not allowed to have the same organisational structure as rural centred weredas; for example, they don't have their own wereda PSNP office, land administration office, justice office and they had to facilitate these services in cooperation with the neighbouring Lasta wereda; it was indicated that as a result land registration and certificate issuance has been delayed since the city wereda was separated from Lasta in 2008; they also rated their wereda as average regarding development partners because most NGOs were interested in rural wereda development so that the city administration and especially its rural kebeles were not beneficiaries compared to other weredas; they also indicated that the salary scale of their wereda structure was lower than other weredas and the mayor gets 2800 birr, vice mayor 2700 birr whereas other wereda administrators get 3000 birr, vices 2800 birr; allowed expert qualification was diploma level, while other wereda structures were first degree and above, and all this limited the city administration’s ability to implement government programmes, for example 6 urban kebele cabinets left and the request of two others to leave was rejected in 2011 alone. The mayor of the city administration revealed that the rural kebeles were not satisfied with being in the city administration so that his administration was considering accepting the rural kebeles’ request to go to Lasta wereda.

### Wereda structure

Lalibela city administration structure consists of:

Council -------- City administration office --------- social court

↓ ↓

The 3 rural kebeles

1. Security and administration office

2. Rural and agricultural development office

3. Trade and transportation office

4. Civil service office

5. Finance, Environment and Economy office

6. Government Communication office

7. Education office

8. Sport office

9. Revenue office

10. Micro and small enterprise office

11. Militia office

12. Culture and tourism department

13. Labour and social affairs office

14. Speaker of council office (without vote)

15. Women's, children's, and youth s office

16. Police office

17. Health office

18. Water service office

19. Urban services office−−−−→ the 2 urban kebeles

20. Public complaints office (without vote)

21. HIV secretariat office (without vote)

22. Mayor's office (without vote)

## Kebele organisation and Shumsheha

### Kebele organisation

Kebele council membership was increased to 300 during the 2010 election, 150 female and 150 male; the kebele chairmen needs to be available once a week for full day’s office work since a full time manager was employed to carry out day to day office activities; before 2005 all kebele cabinets were elected farmers, but heads of the agricultural extension, health extension, and elementary schools were officially elected as members of kebeles’ cabinets; kebeles have 4 main committees, health, education, development, and justice committees; kebele managers were employed and work at each kebele since 2007 and their salary increased from 810 to 1200 birr; there are sub-kebele leadership committees whom development teams and the 1 to 5 groups report to. It was indicated that the kebele structures remained the same despite the recent wereda rearrangements/changes made to certain offices; women's and youth/sport affairs were merged to form a single women's, children's and youth affairs office, sport was upgraded to an independent office.

### Women's Association

Since the 2001 E.C establishment date of the association, there are approximately 2700 members. In Shumsheha there are 600 members. The association is headed by the wereda women's association chairperson and vice chairperson.

Since its establishment, meetings, environmental development and identifying rights and duties have shown progress. The wereda management committee has 60 members, the monetary contribution is collected from the members and sent to the region. Working budget has never been approved. The association usually asks for funds from women's affairs and some NGOs and gets irregular funds. An organisation made up of 14 women serves injera to the hospital and there is an organised association that is working on cleaning the town and offices.

There is a membership contribution which is 0.25 cents per month and 3 birr per year. Based on this in 2003 E.C, the association contributed 7550 birr from the membership payments. This money is transferred to the regional women's association office. The association requires support from the wereda.

### Youth Association

There were 4698 youth association members, 465 female, 4233 male; there were youth league members estimated at 143-47. The youth league was described as the best means of producing EPRDF cadres for leading government and party institutions; it was mentioned that almost all sector office heads were recruited from among youth league members, but the youth associations were described as weak due to low member participation. They also expressed their complaint that to make things worse it was decided from above to incorporate the former youth affairs into a newly formed office together with women's and children's affairs in 2011.

### Boundary changes

Shumsheha was organised under Bugna wereda for a long time until 2007 when Lasta wereda was formed separated from Bugna; Shumsheha was reorganised into the new Lasta wereda but remained for a year until Lasta wereda was further divided and Lalibela city administration was formed in 2008, Shumsheha kebele has remained under the city administration since then. All Shumsheha's former bordering kebeles during Bugna are now under Lasta wereda and those few kebeles bordering it from Mekit wereda remained the same.

### Comparison with other kebeles

In terms of population size the kebeles were compared as: 1) Ne'akutele'ab, 8351. 2) Medarge, 7142. 3) Shumsheha, 4790. The two urban kebeles (01 and 02) have respectively 8250 and 6934; all the 3 rural kebeles were described to be of equal wealth status (all average); in terms of distance to Lalibela Ne'akutele'ab is better, Shumsheha average, and Medage remoter; Shumsheha is all low land; Ne'akutele'ab dominantly mid high land and fewer low land areas; Medage highland and mid highland climates; roads and bridges - Ne'akutole'ab better, Shumsheha average, and Medage worse; all the 3 kebeles have partial electricity and Mobile access, but Ne'akutole'ab is better than Shumsheha, then Medage; Shumsheha has better health service as the only kebele having a health centre; Shumsheha is average (next to Ne'akutle'ab) in terms of school access and has been better than others in terms of performance, but weaker in 2011, overtaken by Ne'akutole'ab; Shumsheha has better irrigation potential as well as ground water potential as much as Medarge; Shumsheha is better than others in terms of landlessness, Medarge being the worst; Shumsheha has average food security needs/ PSNP participation; has better development potential; average development partners; has been averagely cooperating with the wereda, has better kebele chairman capable of mobilizing the community, but average in terms of collective leadership, Medarge being better; strength of council average.

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### Development potential

Group honey production in community forest reserve areas was mentioned as a good potential livelihood, irrigated vegetables and fruits production individually/in group, a cobble stone/quarry and sand group production were among the livelihood development areas described as potentially important for the community. All these were reported to have been working well. They mentioned the airport as the most important source of employment for the community in that they were being employed as guards, cafeteria/restaurant worker, porters, gardeners, and as daily labourers to cut grass. Also the boreholes were mentioned as sources of local employment as guards, operators, and cash collectors. Shumsheha was described with high potential of underground and spring water and irrigation was considered as a good potential to ensure food security. It was reported that the kebele has better access to health and education services compared to any rural kebeles and even some towns in surrounding weredas; they noted the kebele people were asking for the elementary school to be upgraded to a high school, but the wereda capacity didn't allow doing so for now. Regarding peace and security, they indicated that it has been improving since community policing was introduced and there was Federal, regional, and wereda special attention given to Shumsheha due to the presence of the airport. They have noted that there was a good potential of good governance as Shumsheha people were active in demanding the wereda to do what their kebele needs and quick in responding to anything they didn't want; openly opposing government decisions/programmes they disagree with and requesting what they wanted from government.

### Plans for new interventions affecting the kebele

They have prepared plans to carry out high volume of watershed development in all kebeles, the coverage was already sited by GPS; have planned to find NGO partners and to expand irrigation development in Shumsheha.

### Public services outside the kebele which kebele members use

The headquarters of Lasta wereda and Lalibela city administration are both located in the same Lalibela town so that their kebeles could have access to each other's public services; Shumsheha people use Lasta wereda justice office to settle court cases, they receive safety net aid from Lasta wereda (both offices didn't exist in the city administration); the majority of Ketef got and some people from other gots living at town edge use health, education, consumer goods, grain mills in the 2 Lalibela town kebeles.

## Land-related interventions

### Land re-allocation

There hasn't been any community wide smallholders’ land redistribution in the wereda after 1991. But re-allocation of land for group use from community land/forest was carried out in various Kebeles: land from zero grazing/community forest was allocated to 11 bee keeping cooperatives in the rural kebeles; 6 beekeepers’ groups in Shumsheha, 3 in Nakutole’ab, and 2 in Medage have received honey production sites from community forest reserves.

In Shumsheha, 150m2 of land/person was allocated from communal grazing land to people who had no land to build residential houses. Also land for Elementary School expansion was re-allocated from two farmers’ holdings who were compensated from Motekeda land. In Nakutole’ab kebele, smallholders’ farmland was allocated to town people displaced from their residences in/around the UNESCO recognised Lalibela churches; World Bank financed the compensation to the farmers and the displaced.

### Land registration

Land registration has been slow and not finished because the city administration wereda was not provided with the necessary structure/budget to administer land as a separate sector; unlike other weredas, the city administration didn't have a land administration office and the mandate has been informally given to the rural and agricultural development office to facilitate the land registration/certification process starting from where the previous Lasta wereda stopped when the separation occurred in 2008. But since the formal structure didn't provide any such post and budget and the mandate to carry out the work activities, they have to use contract workers to facilitate the process in cooperation with Lasta wereda land administration office; having no structural mandate they could obtain the relevant formats and certificates from neighbouring Lasta wereda making the process too long. The experts noted that there was not any problem of refusal to register land and there was rather high demand from farmers for certificates; there was no problem mentioned with regard to giving couples photos or registering the land in both names; it was estimated only half of the smallholders land has been registered so far.

### Rights to land

It was reported that based on 2005 law, two types of inheritance rights have been practised, Fe-kum Wurs (giving by will while alive) in which a person can give his land to all or any one of his/her children or any other relative or non-kin individuals, and that which would be decided by court if one dies without a will, priority to under age children, if no children to parents or grandparents. Widows can use their husbands' land until they remarry, if remarried the land will be given to his own children, if none to his parents; divorcing women can equally divide and take land if the wife was there when it was allocated to the household; she has no right to claim if she was married after land redistribution unless they had agreement at marriage to jointly own his/her land, if the husband agreed to joint ownership of his land with new wives, divorcees can claim it in the court.

### Inward investment

The rural/agricultural development head said there wasn't any land leased to any investor from outside, but in 2010, the wereda did take 7ha of land from farmers around Lalibela town and leased it to a local investor for a dairy farm; the individual farmers were compensated in cash.

### Zero-grazing

The wereda has a forest and wild life conservation programme to be implemented in all kebeles with community participation, and a total of 1411.4 ha of communal land was reserved as zero grazing area for natural forest recovery; the communities could cut and use the grass growing and produce honey in such designated zero grazing sites . Among the problems mentioned were: some farmers used to resist when communities were requested to select and reserve communal land for zero grazing forest recovery, those who opposed the policy used to enter their animals, cut trees at night.

### Community forests

The wereda policy was to mobilise communities for the protection and development of forest so as to conserve wildlife, water, and soil; by involving the communities in watershed development it was possible to terrace and reserve many hills/bush areas as non-grazing community forest areas; all community forests have been protected from animals and human interference by community hired watchers and the respective communities could cut grass for their animals, they could keep bees, cut trees for house construction with permission. There are council members' forests (planted by wereda/kebele council members since 2008 there are community forests planted and managed by the respective community at each watershed development site. The common problem mentioned was that people from Lalibela town used to steal/cut trees/bushes from community forests to sell or for firewood/construction.

### Communal grazing areas

The expert insisted there was not that much shortage of grazing land created due to natural resource management/ water shed development programmes as the community could cut and use the grass growing in the protected areas; to cope with declining grazing land experts have been advising farmers to engage in indoor feeding/fattening, and especially to become involved in honey production as 1kg was above 60 birr and has a high market potential since the area was selected and Federal government has already laid down the foundation stone 2009 to establish the Ethiopian Honey Museum by.

### Other land policies

All the rural kebeles had allocated land to new household heads for building residential houses, which in some cases were forming rural towns.

### Re-settlement since 2005 in the wereda

The experts reported that re-settlers went to Humera from all the current rural kebeles once in 2004 while they were under Bugna wereda; they insisted all the related documents about these kebeles remained scattered in Bugna or later in Lasta wereda so that they couldn't tell what has happened in detail; but they indicated that the city administration planned resettlement for poor people on a voluntary basis.

### Villagisation since 2005 in the wereda

NONE

## Farming interventions

### Water for farming - irrigation and water harvesting

Farmers in all the 3 rural kebeles have been growing with irrigation; through diversion on 3 rivers, Shumsheha 2, Kechin Abeba and Derwa river diversions and Ne'akutole'ab 1; 14 irrigation pumps were distributed. More than 580 ha of land has been developed by irrigation and about 3500 families were beneficiaries; the wereda plan is to enable each household to develop 0.05 ha of land with irrigation. The office head and an expert described Wuha maqor (water harvesting) as a complete failure, but it was decided to start the programme with careful planning; the regional state has started producing Gomemibre (plastic sheet used to hold water in reservoirs) and 19 were distributed in 2011 for new water reservoirs dug. Formerly it was poorly dug and built with campaign work, the walls/floor were not built with cement and not in concrete so that water easily sank/evaporated, the plastic was torn or stolen or sold. it was indicated that there were no separate women's extension packages, but special attention is given to women in each extension programme/package.

### Other farming and environmental interventions that should be found in the kebele

There were all three extension workers in each kebele; there is a crop DA involved in educating farmers about the methods of increasing crop productivity, about input use, farming methods, technologies, planting, weeding periods, and crop protection methods; facilitating government/NGO/private service access. The livestock DA provides advice about increasing animal productivity through fattening, dairy production, poultry and about animal disease prevention/treatment; there is 1 veterinary drug store in each kebele but there was no veterinarian in Shumsheha and the livestock DA covers most of this role. The NRM DA provides advice to and mobilises the community for the protection/prevention of soil, forest, water or the environment; he is responsible for the implementation of all wereda watershed programmes in the kebele, planning and organizing community terracing, tree planting, water harvesting ditch/trench digging, gully damming activities through safety net or FFW; there was an irrigation expert assigned to advise farmers on irrigation use/development and facilitate related services (pumps, canal making) in coordination with government, NGOs, private bodies.

## Non-farming interventions

Currently, 539 non-farming job opportunities have been created in the wereda. For instance, since the establishment of micro finance bodies, there are 103 food related commerce, 36 urban farming, 23 small vegetable farm development, 1 poultry, 51 textiles and various services, and 21 construction, wood and metal work jobs.

## Credit and debt

### Micro-credit and savings organisations

Government input credit has been the main source of fertilisers, selected seeds, and modern beehives; input credit supply continued after it was stopped in all other weredas characterised with good moisture, because it was allowed for Eritibet Ater (low moisture?) to take inputs at 50% credit, with half down payment; in 2010 farmers could take fertilisers fully on credit but only 50% credit in 2011. Government micro credit programme was another source for group cooperative business and production projects (see details in the FRO report); Amhara Credit and Saving Institution (ACSI) was mentioned as an important source of credit but due to its group collateral many people decline to take any loan; there is only 1 branch of Ethiopian commercial bank in Lalibela; 2 RUSACCOs, more than 200 village savings.

One government affiliated Micro Finance and one private credit and saving association known as Amhara credit and saving association (ABQUTA) are found in the wereda. The private association, ABQUTA, has more than 150 members. The members of the association are provided credit as a percent of their saving.

Many of the wereda community get services from the village saving association and as well as private credit and saving associations. The Commercial Bank of Ethiopia is giving service mostly to the investors and the rich farmers, however, other community members are using the ABQUTA. The peasant association have their own rural saving and credit cooperatives. They collect money from members and participate in various cooperative producer associations. For instance, in Shumsheha there is a Shumsheha farmer's grain bank cooperative. Both the village savings and rural producer cooperatives provide credit with interest to the community.

Within the last four years, the micro credit and finance association has lent 2,517,535 birr to 500 community members. Out of this amount 1,736,536 had been allocated by the Lalibela city administration mayor's office. Though the idea of saving is a new culture in the area, since 2003 E.C the wereda MFI have saved around 300,000 birr. This experience will create awareness on saving purposes. Therefore, beginning from 2004 E.C, the wereda MFI has a plan to give about 80% of money credit from savings, in which the main objective is to encourage savings. This kind of activity first applied to the civil servants as they should save 50 birr per month and it continues to farmers, students and other parts of the community.

In the city administration there are about 2028 unemployed. To minimise the jobless number, the wereda is working to create extensive job opportunities. In order to succeed with this plan, assessing potential areas in each Kebele (Kebele gifts'yekebele tsegawoch) is the chief work. Accordingly, the wereda has tried to Identify some of the kebeles, such as kebele one has forest potential. As a result, the forest could be used as commercial farming and for a park. Some of the Kebeles have minerals e.g. white, red and black stone in which job opportunities could be created for cobblestone and construction materials. And particularly in Shumsheha there is potential of water for irrigation. So as the community could use irrigation for farming development.

There are about 13 NGOs in our wereda. Among these, Addis Development Vision (ADV) and AMPCAN has a connection with our sector. These NGOs, particularly AMPCAN, have given about 30,000 birr to our branch of micro finance business enterprise. And ADV participate with vulnerable groups and help the disabled to be an income generator. And they give them credit without interest. On the saving level we have only Amhara rehabilitation development (amara meliso maquaquam).

### Debt

The wereda did not face a high level of debt. It is below 20% of the credit takers who might be in arrears. Out of the 20%, most of the debts result from the people who took credit but spent or consumed the money out of the proposal they presented.

To control the debts, the wereda have experts who assess the arrears. As a consequence, one expert will be assigned to 10 business groups. According to the MFI officer, most of the arrears problems are found to be dependency. These people declare that they don't have business promote and marketplace unless and otherwise the government provide them.

Except the private MFIs, Amhara credit and saving association, the wereda doesn't have insurance. Besides this, the business enterprises could go to Woldiya when they demand insurance services. The wereda has started creating awareness in promoting that everyone has to register a life and asset insurance.

## Food/cash for work (PSNP and Emergency Food Aid)

291 households or 5,223 families are safety net recipients. Among achievements of PSNP/FFW programmes were; it helped many safety net users to build assets by covering their food deficit months; greatly contributed to the rehabilitation/conservation/protection of natural resources/the environment; contributed to community asset building (water facilities/spring/wells, roads); contributed to food oil/wheat price stabilisation; helped in creating non-farm employment/ business, tea and bread selling were common around wheat distribution centres. Unlike rural centred weredas, Lalibela city council wereda structure didn't have a PSNP office so that its implementation has been carried out through Lasta wereda PSNP, and the city administration rural and agricultural development office/experts were not formally mandated to make important decisions. Number of graduated farmers was: eleven male-headed households (35 families) in 2009; 9 male and 3 female-headed households (2010; and 142 male and 53 female-headed households( 462 families) in 2011. Out of the 195 households only 6 have graduated by fulfilling the benchmarks and the rest were described to be voluntary graduates who requested leaving the programme.

Selection of safety net users was done first in 2005 by the communities themselves; the communities ranked members according to wealth status and compared each at got level and selected; having no animal, no or very small land, and weakness due to disability/old age and having no helper were important criteria considered. Once the selection was made and approved no complaint/appeal could be heard; new households, or members of safety net user households who were not registered originally, can be accepted to replace those who died or left the area; through PSNP 75% wheat and 25% cash has been paid every month for 6 months each year; this amount has been constant except emergency food aid from contingency budget when accidents occur. There were two conditions for graduation, when users fulfil the benchmark set previously (4200 birr asset build up) or when users request to voluntarily graduate; when users graduate the experts will prepare business plans and facilitate safety net loans for each. It was noted that many of this year's graduates refused to take loans because they were to be provided through ACSI rather than the service cooperatives; due to serious problems of debt repayment faced in providing through the service cooperatives with government collateral, the responsibility was transferred in this year to ACSI known for its efficiency in debt collection; in response only 7 graduates took out of the total 37000 birr loan available.

In 2011 PSNP, 3423.9 quintals of wheat, 340.9 q. Almi Tiratire (cereals?), 107.7 quintals of food oil and 373260 birr cash were distributed among users.

## Co-operatives

### Producer Co-operatives

No Producer co-operatives; only service/consumers cooperatives, dealt with in the section on service cooperatives in the wereda, were recognised by federal coop. Law 147/91 or regional law 134/98, thus other group businesses or honey producer groups, quarry/sand producers groups formed with micro credit programme or NGO support were not registered as formal cooperatives.

### Service Co-operatives

There were 17 service co-operatives of 6 types mentioned as existing in the wereda: 3 multi-purpose service co-ops (farmers), 3 consumers’ co-ops (urban), 5 credit and saving (2 rural, 3 urban), 1 housing co-op, 2 retail trade and construction co-ops, 2 animal production and fattening co-ops, 2 irrigation co-ops (1 rural, 1 urban). Multi-purpose service cooperatives were providing agricultural inputs, fertiliser, selected seeds, irrigation pumps, modern beehives, breeding animals, grain mill service, and food grain and consumer goods to members, purchasing members' grains; members were reported as having developed confidence in and sense of belonging to their co-ops, especially due to their role in compensating for inflation, they could get sugar and oils at fair prices, they were provided on 2 months credit sorghum bought from other areas. Among the saving and credit co-ops, the most successful started with 107 members, reached 138 and provided dividends in which a woman obtained the maximum 820 birr and a man the minimum of 20 birr; the weaker coop has 69 members who have received dividends of maximum 63 birr and minimum 13 birr; the first SACCo paid 15,000 birr and the second 10,000 birr bond for Abay.

## Interventions against HTPs affecting livelihoods

They reported that efforts were made to convince the communities to reduce extravagant feast ceremonies and non-working holy days; all the rural communities had passed resolutions in farmers' conferences around 2004 to reduce such harmful practices and there was good result for some time, but gradually the religious leaders were becoming more conservative and used to preach against working on holy days. It was indicated that all sector extension workers have been advising communities to abandon harmful practices by involving religious leaders but little change occurred yet it was noted that many farmers were increasingly reducing the number of holy days with individual decisions, many also by working on non-farm activities on strictly observed holy days.

## Food aid

PSNP food aid has been provided to those who were selected as safety net beneficiaries, directly to the helpless old/disabled and through community work for others; emergency food aid was being provided from the safety net contingency budget to any non-safety net user, poor or rich if an accident occurred such as death of animals, crop damage due to hail/pests/floods, burning of houses/assets. It was reported that since the safety net aid comes through Lasta wereda, some delays occur in getting and/or distributing the aid

## Nutrition

The wereda health centre provides an extensive nutrition education programme to the 5 wereda city administration kebeles. The education programme mainly focuses on pregnant and breastfeeding mothers and children, particularly in the three of rural kebeles. The teaching principally focuses on additional nutritional food apart from breast milk for babies above 6 months and supplementary food such as protein, vitamins and minerals for pregnant, breastfeeding and malnourished mothers and children.

Furthermore, mostly the 3 rural wereda kebeles are beneficiaries of the outreach programme. In order to identify the OTP beneficiaries in the rural kebele, assessment will take place. Consequently, the children whose statuses are found to be moderate and severe will be screened out. Hence, the moderate ones are going to be provided plumpynut but the severe children be prescribed hospital treatment. The programme is managed by the wereda health extension workers.

There is a significant change in terms of nutrition in the last 10 years. For instance, mothers are providing supplementary food to their children and themselves. Moreover, the numbers of mothers who visit the nearest health post and health centre in demand of children's nutrition service are increasing. Beside, those children who are beneficiaries of nutrition are in good health.

On the other hand, the numbers of beneficiary mothers in malnutrition programmes are insignificant. Moreover, mothers do not give the supplementary food regularly to their children. Some of them fail to remember; while some of them exchange it for cash. This could be improved through awareness creation.

## Drinking water

The wereda water service office head reported that the current safe water coverage was 52% and planned to raise it to 63% in 2012; it was planned to develop spring water in Medegei and Ne'akuteleab rural kebeles in 2012. The study of a third borehole in Shumsheha was carried out through World Bank aid and they were ready to dig it this year; both boreholes in Shumsheha currently cover 50% of Lalibela town water supply since 2009.

## Hygiene and environmental sanitation

Based on the 16 health packages, above 90% of the wereda community had fulfilled the requirements including latrine, hand washing, waste disposal, and separate livestock room, kitchen cupboards and so on for graduation. However, when it comes to implementation, it declined to zero level. As a result of this, the wereda has formulated 1 to 5 structures in order to maximise the implementation of the packages. Among the packages, a latrine is less effective. As the health officer reported, even if the wereda has been trying to create awareness, the community is reluctant. They complain about resource limitations. However, even those households who have made a latrine are not willing to use it. On the other side, bed nets, livestock not in living house and kitchen cupboards are better, of which above 90% of the community are beneficiaries. The wereda is expected to enhance the education programme on the importance of hygiene and environmental sanitation.

## Disease prevention and control

The wereda has been providing 8 types of immunisation through the kebele health centre and health post. Among the 16 packages, the community response to immunisation, particularly immunisation for children and mothers, is better. Throughout the wereda, the immunisation programme is running in two ways, one is a house-to-house visiting immunisation programme and the second one is provided at the health centre and health post. Hence, regarding immunisation, almost all mothers are participating well; they usually arrive at their appointment date and time.

The problem is, in some kebeles, the health centre/post doesn’t have a refrigerator. This situation did not facilitate the health centre/post to provide immunisation services day to day to rural kebeles.

To improve this problem, the wereda needs to upgrade the number of refrigerators and distribute them to the rural kebeles. Regarding the OTP programme, the service should be improved to increase the benefits to community members.

The bed net had been distributed to all hottest/*kolla* kebeles. And in 2012 there is a new directive which promotes the distribution of bed nets for each individual. The achievement is reduction of the malaria infection.

Though not many, there are some community members who did not use the bed net for its purpose. This is not a problem of awareness rather they are being reluctant.

Despite the fact that the community is actively participating in removing stagnant water, the PA usually complains that the schedule is not appropriate to them; it influences their livelihood labour time. As a result, there is a plan to manage the work on holidays.

An HIV/AIDS blood test service has been provided to the community via full trained and semi-trained experts. The blood test service is provided through an outreach programme and at health centre/post. Patients who visit the health centre/post for other laboratory tests will be asked to take an HIV blood test, the blood test will be done with their consent. Tablet distribution services have been provided through outreach programme.

The wereda achieved good results in terms of community awareness. Especially the rural kebele communities are willing to have a blood test; during the wedding season there is a high demand for HIV/AIDS blood tests from the community. Though the community are highly understanding of the value of one to one as well as abstention principles, they are very reluctant towards condoms.

Though the HIV/AIDS secretarial office is working greatly, a further awareness creation programme is needed especially on condom usage.

The wereda has trained health officers on TB prevention programme. Through the trained officer the community is provided information on transmission and prevention of TB. The health extension workers provide orientation to the community on how to identify suspected families with TB and to take them to the health centre.

Recently, the community has better understanding of TB symptoms. Beside this, health post has started to treat first stage TB cases. Further work is expected from the wereda on the preventive methods for TB as the community should reach an equal level of understanding.

## Interventions against HTPs affecting health

Female circumcision, cutting uvula, pulling out milk teeth, body scarring branding and traditional medical practices are declining through the intervention (though teeth branding and underage marriage are not). The community is not involved in these practices since they have become legally prohibited.

The task of awareness creation and training has an important role in prevention of health affecting practices at the wereda level. Among the community members some trained models, who are working as HTP committees have played a significant role in reducing the HTPs affecting health which is the good achievement at the level of the wereda.

On the other hand, male circumcision has been promoted to be done at the hospital. The community are responding positively on male circumcision. However, there is a limitation in distributing the service to the rural kebele. Training has to be provided to the health officer at the rural kebele level.

## Curative health services

### Health Post drugs

Curative drugs such as anti-malaria, painkillers such as Paracetamol and aspirin, ointments, and antibiotics are available at the wereda health centre.

### Health Centres

There are two health centres in the wereda which are giving service to the community. The Lalibela town health centre has 1 doctor and 9 nurses. The second health centre, Shumsheha cluster health centre, which started giving service in 2002 E.C, has staff members of 5 nurses, 1 semi-nurse, 1 pharmacy technician, 1 laboratory technician and 4 supporting staff.

The Shumsheha health centre interacts with the wereda health centre through monthly reports. Then the wereda health care office will assess the two health centres based on their monthly progress report.

Regarding manpower, the wereda health centre has a doctor who enabled the health centre to be fully functional. For the last five years, this health centre has been giving better service to the community. However, there is a shortage of drugs and medical kits. Beside this, there is a limitation on the guard staff.

On the other hand, the Shumsheha health centre does not have a health officer. Because of this, patients often come to the town health centre, which is 9km on foot. Iron, antibiotics, ors, oxitoxi and so on are some of the curative drugs that should be available at the health centre. When further reference is needed to higher hospitals, the health centres refer to Lalibela hospital, near the town health centre. The financing system of the town health centre is by a board and the rural town health centre is financed by the town health centre. In both health centres the poor are exempted. The criterion is, people who have ID from the kebele which is certified by the kebele officials are eligible to the free service.

The health centres are averagely busy. For instance, the town health centre may have above 100 patients per day and the rural health centre may have 50-60 patients per day. In order to fulfil the GTP national plan, the health centres need professional manpower, particularly heath officers. Moreover, curative drugs and medical kits are needed to be available in the health centres.

### Non-government health services

There are private clinics and pharmacies which are currently restricted from their activities since most of them were government employed. Consequently, based on the new government directives, private clinics and pharmacies had been given an option to choose between their own business and government service. Among these private clinics and pharmacies, 7 clinics are legally restricted until they decide according to the government directives.

Though they are under restriction, community members, particularly rural people, use traditional herbalists for curative purposes. Though there is no recorded data, some community members seldom visit witch doctors in the wereda.

There are some NGOs working in collaboration with government health centres in the wereda. Plan Future Ethiopia on HIV/AIDS, PADET on family planning and OSA plan mainly on HIV/AIDS and are available in the wereda. Regarding pharmacies, two governmental pharmacies are located in the two health centres and two private rural pharmacies are available in the wereda.

## Reproductive health services

Preventing early age pregnancy, contraceptives, HIV/AIDS tests, condom distribution, and reproductive health service education are the main programmes that are provided by the wereda health officers. The services are delivered through school clubs and rural kebele health posts. Above 50 % of the community of the wereda are beneficiaries of the services. However, the youths are very limited to get the service voluntarily. They need their own centre and consultant.

### Contraception

At the wereda level the contraceptive service is available. Injection, implant, morning after pills and condoms are available at the hospital and two health centres and health posts. The community is voluntarily using all types of contraceptives. The supply is free of charge to all members of the community. The numbers of women using contraceptives are increasing over time.

Regarding the achievement, above 80% of the community is implementing the training they did get fully. According to the use in the community contraceptives are ranked as follows: Injections

1. Implants
2. Pills
3. Condoms
4. Emergency pills

Mostly the service is given by checking the status of the woman; whether she is seeing menstruation or not. But currently, the health officers are introduced to a new directive which says, "If a woman claimed she is not pregnant, then the uterine test is not necessary".

Both secondary and primary school (grade 7-8) are provided contraceptive methods education training. 50%-60% of female students are beneficiaries of the service. Both female and male students are provided with family planning education. Males are provided with condom use education. Though there are a few who do not accept it.

### Abortion

There is no legal abortion service in the wereda health centre; there is no trained professional who provides the service. However, the Lalibela hospital gives the abortion service (no further data found on this). Though they are very few, there are cases of unwanted pregnancy in the wereda. Mostly, female high school students are victims of unwanted pregnancy. As a result of this, victim females often visit traditional practitioners. During this time, unsafe abortion which causes death could occur. There is no recorded data which refers to the number of death following abortions. Though it is not officially reported, there is a recent case:

Case: In summer 2011 a woman whose age was either 17 or 18, found herself pregnant and took traditional medicine for the purpose of abortion. Consequently, the girl was found to be dead as a result of the medicine.

Strong awareness creation programmes on reproductive education services have to be given to students. Moreover, there should be training on how to use emergency pills.

### Infertility

According to the health officer, infertility can be caused by natural and accidental incidents. There is no medical treatment which is available at the wereda health centres. However, roughly about 10% of the wereda community members are victims of infertility. Mostly, women are victims of this problem. Regarding infertility cases, the wereda do not have any plan.

### HIV/AIDS and STDs

Among the sexually transmitted diseases HIV/AIDS, chebiti, kerkir, bambule and qiting are found in the wereda. However, there is no reported data on chebiti, kerkir, bambule and qiting disease in the past three months.

Regarding HIV/AIDS, numbers of HIV/AIDS positive people in the town kebeles are a bit higher than in the rural kebeles. Those who request an HIV/AIDS blood test check-up voluntarily are mostly free; which is about 99% of them are negative. But those people who come for other health services are reluctant to take the HIV/AIDS blood test. However, these people are pressurised to be tested by the health officer; and most of them are often found to be positive. Before five years, there were many people whose death was registered from HIV/AIDS. However, there is no recent data on number of deaths following HIV/AIDS.

Problems of stigma and discrimination have shown significant changes. The community awareness has greatly increased in terms of HIV/AIDS. HIV positive people are using CD4 at the hospital level. Health centres do not give the treatment; there is a professional limitation to give the service at the health centre level.

There is an NGO called Beza who provide the counselling services to HIV/AIDS positive people. It would be better if the health centres were able to provide the treatment service for HIV/AIDS.

### Fistula

There is an NGO called PADET that provides services for women suffering from fistula. The health post in each kebele assesses cases of fistula in the community. Then the health post will report the cases to the health centre. Finally, PADET will transfer the patients to Bahir Dar, capital of the region.

To give the service at the wereda level, fully trained professional and medical equipment should be provided by government. Moreover, there is a limitation on awareness creation; hence, the wereda health officers have to provide to the community further education programmes.

## Mother and child services

Pre-natal advice and monitoring 40%, maternal vaccinations about 25%, help with delivery per year about 20 people and advice on infant care above 60%.

The numbers of women are increasing in all types of services. However, it is not performed as it was expected. The performance is below 50%. Further awareness creation programmes should be available. Shortage of equipment including ambulances and necessary drugs has to be solved. Moreover, health extension workers and nurses should be trained in delivery help services. The service has to be given at the rural health service too.

## Education

### Pre-school education

There were only two pre-schools in two rural kebeles of the wereda; one is at Medage and the other is at Nakutoleab kebele. Until 2003.E.C, approximately 20% of children were beneficiaries of the two pre-schools. Since 2004E.C, the wereda upgrades the number of pre-schools into 6 in each of the kebeles, and one kebele owned two pre-schools.

It was in 2000E.C that the first Kindergarten opened in Shumsheha kebele. Beginning from 2003E.C, the Shumsheha kindergarten has been enhanced into pre-school. In the wereda, there are 2 private kindergartens, at Lalibela town and 4 public in rural and 2 in town kebeles. Currently about 10% and 40% of children are beneficiaries of the two rural and town kebele schools respectively.

In the last three years, the wereda has achieved better advantages in relation to broadening the access to education to the community. Other advantages are, unlike before, skilled teachers are employed. There is a significant change in the community awareness, the community members began sending children to school by their own motives, so the numbers of students are increasing. In addition to this, pre-school helps the children to develop through socialising and formation of friendships which would help them to identify their own surroundings and environment.

Among the problems lack of school equipment such as well organised classroom, rest room, sleeping room (nap), amusement centre and playing equipment are the major ones. There is no budget allocation given to cover all these necessities. Despite this fact, the wereda educational bureau has planned to solve at least some of the problems. There is an international NGO which is called 'Plan International Ethiopia' in the wereda. On the basis of the wereda educational bureau proposal, an agreement was made with the Plan International NGO. Therefore, the school is expecting to get some school equipment and trained manpower soon.

Moreover, the area has no suitable geographical location that helps the children to go to the nearest school by their own motivation. Since it is a very mountainous area, especially for those who come from the rural part, it is very tough for them and they possibly get tired very easily.

To improve all the problems, the wereda needs the partnership of potential NGOs. There should be additional schools in inaccessible areas, as it is really considered as inappropriate for children to come from their villages to the school village.

### Primary education

The wereda has 5 primary schools in each Kebele and one reformatory primary school in one of the kebeles. Among the schools in these kebeles, unlike the two kebeles, the Shumsheha and Nakutoleab had been registered as an alternative school. However, since 2011 the schools became primary full cycle schools where they have their own director, unit leader and teachers.

Most of the rural primary schools use self-contained methods but in the town skilled teachers have been assigned accordingly. In the past, there was a limitation on employing skilled teachers; however, recently diploma and skilled teachers are the qualification.

According to the wereda education office expert, there is not the so-called pre-promotion system (yalemewideq) rather there is misunderstanding of the concept among the community. From the perspective of the government, if students attain every class subsequently; if the education is transmitted based on the objectives and if students are provided necessary help by teachers then failing should not be a serious problem.

This means under these circumstances, students possibly will pass easily.

The wereda is focusing on improving the quality of education. Consequently, revising various ineffective programmes is taking place. Moreover, through the course of evaluation, teachers have been provided skill training which focuses on methods, capacity building and profession. And teachers are recommended to upgrade their educational level i.e. from certificate to diploma, diploma to degree and so on.

Over the last five years, the quantity of education has been improved. However, the major and the critical problem is the lower quality of education. This problem has been resulting from different angles. The government, the teachers and the community as a whole have their own contributions for the problem.

For instance, there is no basic equipment like laboratory apparatus, chemicals and basic books and so on in the wereda. As a result of this, there is a subject given without an exercise book, i.e. aesthetic subject. On the other hand, books could be disseminated into the schools almost at the end of the semester which restricts the timely coverage of the subject matter.

The good result through the years is the progress in the capacity of education. There is an increment of schools and the number of students in every year.

In fact, the government is working on improving policies and strategies in order to recover the quality of education. But it needs more effort. The government need to focus on an effective national curriculum. The effectiveness of the syllabus has to be checked against national education quality standards. There should be allocation of basic essential school materials i.e. chairs, desks, books, library, laboratory and computers and so on.

### Secondary education

In this wereda, there are a general secondary school and a higher preparatory school. The general secondary school has been giving service to all students in the wereda. And numbers of students are increasing over time.

Though the increasing number of students could be taken as a change and achievement, it has also its own negative impact. For example, in 2003 E.C, more than 2000 students enrolled in the general secondary school. This is beyond the potential of the particular school.

In addition to this, there is a gap in handling the students. As the area is attractive to tourists, there is a behavioural problem among the students. In relation to this, almost every student (teenagers and youngster) get money by being troublesome (Bemawakeb, Awakabi) to the tourists. More than ever, in the last five or seven years they have become unethical and addicted (yebaedi sus tegezi ) to various substances i.e. Chat, Cigarettes, Shisha and alcoholic drinks. Consequently, readmitting and dropping classes is becoming common. For instance, in 2003E.C there were 2160 registered students for grades 9 and 10. Among these numbers, 892 had been readmitted and 243 had been dropped. Besides from a total of 569 in preparatory school, 560 students had taken the entrance exam and 301 had passed to the next step. Other than this, there is also a gap in the teachers' capacity. Some of them are really uninterested in their profession and inattentive.

Hence in order to solve this entire problem, the wereda built two buildings and reduced the number of compressed students from one class which makes it easy for follow up. In connection with ethical problems, the school often arranges student panel discussions on various issues. The school provides them with consultation and advice services.

The school communicates with their parents and the community. Moreover, agreement is made with the tourism management administrative centre and other concerned parties in order to licence the guide work. Hence the tourism management office regulated criteria on the certification of the licences. Accordingly they give licences identifying the background of the individual i.e. whether she/he is a student or not.

In addition to this, the wereda education office regularly discuss with teachers about organizing a new framework on how to solve the entire problem together with the concerned party. Furthermore, the office is carrying out teachers' capacity building training.

### Post-secondary education

There are four private distance colleges in this wereda. These are Admass University College, Alfa, Blue Mount and Ehiopies distance colleges. We also have a TVET School in the wereda which is diploma level.

And also there are two universities nearest to the wereda location even though they are not used particularly by this wereda. These are Bahir Dar and Wollo University. They are located about 300km from the wereda. We also expect a new university very soon. It is Woldiya University located about 120 km (through the shortcut way) or 180 km from the wereda.

### Other training

There is an education programme given within the 5 kebeles in the wereda. It is known as integration functional adult education training (*yeteqenaje tegibar tekor yegolimasoch timihirt silitena*). It is prepared by the education sector in collaboration with Plan Future Ethiopia. The course is given for 3 months. The selection of trainees is managed by the kebele administrator. They recruit the kebele members from both sexes. There is one person who is called a non-formal facilitator (Amechach) who facilitates and guides the training. This person is paid 200 birr monthly. And the programme has three levels, which are writing, reading and arithmetic. But currently we are only focusing on the first level since it focuses on the method of practice. The course starts by identifying the environment. For instance, how to develop health care in preventing different diseases could be one point. Malaria is one example, it is very important for them to know what the means of malaria is and how to prevent it. Mainly it is a self-centred programme thus they could easily comprehend the education. And they share their environmental and life experience thoroughly.

In all kebeles, there are 12 training centre tabia. Among these Shumsheha has two tabias which are called Shumsheha and Derewa. In 2003 E.C, 15 and 17 trainees were registered in each tabia respectively. Overall, 308 trainees have been registered from the 12 tabia. The problem is that other sectors are not supportive of this practice. They think it is only the responsibility of the education sector. They do not understand the fact that the more they apply this mission the more they could accomplish their own mission through this way. On the other hand, though many of the trainees are happy on the programme there are some trainees who think coming to this training is just wasting time. Despite this fact, they are very interested in the discussion, experience sharing and solving their own problems in the community. They appreciate this method. No one fixes the training time, rather they set their convenient time by themselves. According to the expert, the training is a successful beginning since getting an adult farmer who is interested in the programme is an input for the wereda. The main purpose of the training programme is to help the farmers to solve the problems in their day to day activities, to manage their own lives better than before and to be familiar with saving through introducing the micro finance package. Generally, after they have graduated from the three levels, they are expected to write, to read and to deal with numbers without someone's help. The total registered numbers were 624 and among this the active learners are 308 which is 118 females and 190 males. In addition to these, there are 86 prisoner trainees.

## Marriage practices

The regional family law prohibits marriage before the age of 18 for both sexes. Moreover, both females and males have free will to choose their own marriage partner. However, the practice is not fully controlled in the wereda. As the wereda expert mentioned, abduction and rape are significantly declining in the wereda. The new criminal law prohibits the exercise of abduction and rape. There is no official practice of polygamy, which is forbidden secularly. However, some men possibly have illicit children, though there is an awareness of HIV/AIDS, men seldom have concubine relationships particularly in the rural part. The widow has the right to take her own property only. The legitimate and illegitimate children have equal rights to inherit.

The law clearly identifies the divorced woman's property rights. Compared to the past, women have begun exercising their right to property. Nowadays, women demand justice; they need to share property equally with their ex-husbands. However, the change is not as expected. Hence, the wereda needs a further education programme on awareness creation in the community.

## Using customary organisations to help implement interventions

Iddir and religious leaders have been used in mobilizing communities to create a good image of the area and the country to the incoming tourist community; it was common to call advisory council meetings involving the different religious and Iddir leaders in Lalibela to discuss the Ethiopian grand Christmas celebration and all try to coordinate the community to show good hospitality, and especially the orthodox church leaders take the main responsibility of hosting the expected internal/foreign tourists; iddir leaders also participate in coordinating food/drink preparation for guests. It was also indicated that watershed development/natural resource management community work has been opened with religious leaders performing prayer rituals at each kebele's gots.

Customary organisations such as Iddirs, elders and customary justice institutions, and religious leaders are not yet familiar with implementing the government development interventions in the wereda. However, these customary institutions have strong social bonds and are mostly efficient in conflict management and social collaboration during the bad times. The government have to give consideration to using these customary institutions as a means of delivering development interventions.

## Planning and consultation

Government policy on community development work free or through FFW/ PSNP has been planned and carried out during the dry season when farmers were relieved from agricultural activities between January and June, but it became difficult to mobilise free community work after it was decided to abandon use of 'positive coercion'; calling general meetings for consultation was almost abandoned in the rural kebeles in preference to approaching community members through the 3 different organisational lines: government, party, and mass organisations from kebele to Got or cluster of households level (1 to 5); any programme/plan will be introduced first to the core leadership members of the above organs together or separately in training workshops organised at each kebele or at wereda, then the core leaders will mobilise their kebele community through the respective lines; each of the kebele cabinets needs to mobilise the Got sub-community s/he was permanently assigned to coordinate; each will work to ensure all development team leaders in the respective Got in turn brings all team members under each of them (20-30 households) for discussion about the given issue/programme and its implementation is approved this way by the kebele community. An expert for example described how watershed/natural resource development was planned and introduced to kebele communities; the wereda prepared a 3 year action plan for natural resource management activities; then a 12 day Ye-amelekaket Lewit Timihirit (awareness, attitude/perception changing?) training was offered at the wereda to all kebeles’ core leaders and 750 Gimbar qedem (exemplary farmers or party vanguards), including 3 days of practical training; these were responsible for teaching and mobilizing their respective kebele community down from Got/household level.

Regarding the policy, the wereda do not have specific policies which clearly recognise the participation of communities in planning development. However, the wereda organise plans based on the significant elements of development sectors such as food for work programme and improvement of livelihoods in the community. The community will discuss watershed management activities. Development committee will facilitate the activity according to the plan.

## Differences between taxpayers and non-taxpayers in the wereda

It was indicated that all land owning farmers as taxpayers are expected to contribute cash/labour to government development projects in the kebele, for regional or Federal, amount usually being decided by the communities in relation to the size of land one has; but landless households were not obliged to pay any contribution/participate in community work unless one convinced himself to participate; it was noted that most landless households participated in cash and labour contributions for school, health, water service projects knowing they could get benefits.

There is tax evasion by some rich businessmen in the wereda. The community do not have awareness on the rights and duties. However, the farmers pay land tax considering it as their duty. The rich ones are more irresponsible about paying tax; for this reason many hotel and cafe owners are found to be arrears.

There should be managed awareness creation on duties and rights in the wereda. In terms of land, those non-taxpayers are landless. This is a problem for them. Especially in the rural kebeles land has been a means of livelihood. So, they lose the benefit of land.

## Community contributions + taxes

All infrastructures/public buildings, natural resource management activities should be done primarily with community labour contributions; each community has been involved in mobilisation of households/ family members for community work activities in building/rehabilitating roads, schools, health posts, boreholes, springs, and in natural resource protection work; Shumsheha community had contributed labour for the health centre, bringing stones, sand, and wood, and have contributed cash for planned high school construction in the kebele. Those whom the community identify as weak for labour contribution can contribute cash if they can afford it or be exempted. There were community contributions for a wereda-organised bazaar 2008, ALMA telethon, Weldia stadium and Abay 2011 where government employees, the city population, and the rural communities participated in cash contributions including animals, oxen to goats.

The Community Contribution is highly appreciated. The community contribute both in cash and labour without complaint when they are asked. At the kebele level the community is active participant in constructing school, health centre/post, farmers centre, youth recreation centre, kebele office and so on.

At the wereda level, regarding the cash contribution, the community is willing to pay. For instance, in the last five years the community have contributed money for the construction of Woldiya stadium. At the national level, every community member has contributed for the renaissance dam construction. In this project people participated by giving different assets such as goats and sheep. Every potentially able community member is expected to contribute. Contributions are voluntary. And the amount is decided by the community.

The poor and children are not expected to contribute. At collection time, the person who has made a promise may not have money so postponement is common.

## Accountability

When problems/complains arise, the wereda collects public opinion using a questionnaire or calling general meetings, and then sends letters to the concerned offices to give response to the public demand and their version of the problem; each sector office and kebele administration has a suggestion box and/or opinion books for service seekers to express their complaints; the performance of sector offices is evaluated by the respective councils, whose different committees monitor the respective sector performance and evaluate it in 3 meetings/week; sector heads evaluate employee's performance every month; individual complaints can be appealed to wereda complaint committee, if not satisfied either to the mayor or to zonal complaint committee, then to zone administrator or regional complaint committee; budgets allocated, activities carried out and the cost being announced in general meetings, posted at public /office notice boards; all activities were recorded with video cameras and documentary films were being shown to the communities and/or through the regional mass media.

Accountability reflects liability and responsibility for a certain act or omission. In the system they are trying to address private complaints (grievances) primarily through conciliation and negotiation prior to reaching the court. The following cases could illustrate the case:

Case 1. There were a lot of complaints made against the former city administrator. When he was called for a formal inquiry, he was found to have left the country. Most of the complaints are related to municipal services including land cases and in relation to hospital services and usually questions are raised about the employees' ethical standards. Especially regarding the health services, there is shortage of medicines and questions about health officers' professional competence. However, the wereda is trying to solve the administrative problems rather than professional competence. Peoples' understanding is becoming better in terms of its rights and duties.

Evaluation/Gimgema: in this work process there are a secretary, an officer as well as an appointee. The sector try to solve the problems and evaluate each other and present it to the Mayor's office and if not resolved provide it to the justice bureau. The institution is working on creating awareness in this regard. The community is complaining about enforcing and hearing of the grievances, saying that there is inefficient use of the institution. As it was established recently, in 2000E.C, the structure is not organised. The community prefer the institution rather than the court just because it gives immediate decisions; however, it is not as they thought.

The Job allotment/BPR/ was made on performance evaluation. As an instance a handicapped women brought a complaint about the allotment as she stated that she did not get a proportionate amount of salary to her profession. Then the institution took the case and dealt with the civil service agency and agreed that she is going to be recruited near to her residence. On June 30 she brought the case again on the basis of failure to enforce the decision. The civil service refuse to entertain the case as it already exceeded 6 months, however, the Mayor's office posted her to the TVET College.

Finally according to the expert, the community mostly use appeals to the wereda against decisions. The other options of citizen report cards, use of suggestion box and self-criticism are not that significant in the wereda.

## Security and policing

The head of Lalibela city administration described the current security status to be very good due to effective community participation since the introduction of community policing; youth group fights, homicide, and attacks and stone throwing at the houses of Protestants and Muslims was the common security problem of Lalibela town before 2007, but this security problem has been gradually decreasing after they formed an advisory council consisting of the religious leaders of Orthodox, Protestant, and Muslim communities and by involving residents in community policing. But he noted that religiously motivated conflicts could sometimes arise due to provocative acts, when Muslims requested building mosques, and Protestants slaughtered animals during the 40 day fasting period of Orthodox Christians. He described the previous status of Shumsheha as very dangerous where inter personal fights, rape, robbery, and homicide frequently occurred, but now security was well maintained through community policing; he indicated that the militia office, security administration, and community policing were working in close coordination to ensure the tourist centre of Lalibela town and rural kebeles; he noted the militia and community police were effective in mobilizing the rural communities for security maintenance.

The main objective of security and police is to maintain peace and safety in the community. To achieve this objective, the wereda is running its activity within the structures such as militia, community police and wereda police. This structure works through the 5 kebeles, two towns and three rural kebeles. At the wereda level, there is no serious crime that has occurred in the last 10 years.

According to the wereda militia officer, the wereda did not face any serious conflict; however, as the wereda is a tourist attraction area, there are troublemaker kids and youths who are begging money from the tourists. To settle this situation, the wereda police office has returned many teenagers who come from the rural town. In addition to this, the wereda police proposed the guide licence as a mandatory requirement to work with the Guiders profession in the area. Since the directives began to be implemented, the problem has declined.

According to the militia police officer, among the 5 kebeles, Shumsheha is the front-line in terms of good security maintenance. In Shumsheha, the police force, the kebele administration and the society are working in collaboration. The Shumsheha kebele administration and the peace and security administration are working well.

According to the officer, Militia and community police are very effective. These security agents are serving the community based on their interest and commitment. They don't get any payment. The total numbers of the wereda militia are 288 people. Since 2000 E.C, the militia have been very effective in terms of controlling the major crimes such as homicide; burglary and female violence/rape which are reducing. For instance, in 1999E.C about 6 homicides occurred. However, since 2000 E.C 2 homicides have been registered in the wereda.

Besides the Militia and police role, community participation is a significant factor in the effectiveness of state security maintenance. Moreover, some of the community members have bought their own rifles to watch their surroundings. Over time community participation is increasing. The police get information through the volunteer walk-ins of community members. The wereda police and militia, the kebele militia and community police are working in partnership. There is good teamwork in the wereda.

Further than these achievements, the wereda police and militia have a limitation on creating awareness in the community which enables them to protect the key entrance and exit areas. Exit and entrance areas are the common areas where causes of different crimes take place through. Pertaining to directives, it is only the federal government which has a mandate to set proclamations on administration of weapons. As the proclamation states, "selling and exchanging weapons is legally restricted". According to the militia officer, the proclamation does not specify the legacy of weapons. However, selling weapons, inheritance and gifts are proscribed under the regional proclamation. At the national level, legacy is legitimate but it doesn't specify under what circumstance it should take place. This has its own gap. If police caught anyone who sold and bought weapons, the police led the case to the court. However, the court is not able to take action since the law does not specify it. Subsequently, the wereda faces many similar cases but could not take any action on it.

As the militia officer suggested, the militia is working without remuneration; if the role of the militia is calculated in terms of money it would be exceeding the capacity of the wereda. Therefore, the government have to consider incentives. In addition, there is a need for uniforms.

## Justice

Since 2000 E.C, the wereda justice institution has been working on the bases of business processing and reengineering /BPR/ which enabled the wereda to have its own structure. There are three categories of offices under the new structure. These are:

- Criminal (wonjel) case administration team

- Civil (Fithabiher) case administration team and

- Document and Advocate (lawyers) registration administration team

The three categories have their own time limitation on their activities. In the given time, after case assessment, decisions will be given to the customer. For instance, documentation and advocate registrar administration team has to review a customer’s case and give a decision within 12 seconds which means 1:30 cents in terms of money. However, the performance is better than the given time which means where customers get services within 10 seconds which is 1:00 birr in terms of money. As a result above 98% of customers are well content with the wereda justice institution service. The wereda office gives public education on the above basic legal matters. This programme is run by legal experts through the kebele meetings. The main objective of the education programme is to create awareness in the community on the basic concepts of law and cause the people to know about their rights, duties and privileges. For instance, the experts teach on children’s and women’s rights in the cases of underage marriage, abduction and rape, which are prevalent in the community.

To succeed with the objective, the wereda court works in partnership with the kebele social court which is composed of peace committee, religious leaders and elders' leaders. Three of these customary institutions have a big role in reconciliation of serious conflicts, disputes related to family or marriage matters and neighbours' conflicts.

Compared to the last 5 years, the frequency of crimes has declined extensively as the reduction is more than 50%. There is a significant change in justice delivery and community awareness of legal matters. Now every criminal case is handled based on evidential verification. Moreover, in the past when serious crime occurred in the community it’s been handled by the elders, religious leaders and neighbourhoods, which usually resulted in win-win situations. However, these days numerous cases including homicide, rape and underage marriage are dealt with by the court.

However, the wereda is still not as successful as expected in controlling underage marriage. Though there is a change it is not significant. According to the wereda court expert, when the wereda gives education to the community, the PA says "what the hell government got to do with our children". However, the wereda strictly indicates that "any one found to be committed underage marriage will be punished both in cash and imprisonment". This law has a role but the community has been doing it through concealed ways.

When we compare the level of crime within the wereda kebeles, Shumsheha is the worst. In Shumsheha, the community land is very small. Regarding this, land inheritance problems, forceful land taking, and unauthorised border expansion are widespread. Moreover, underage marriage and rape are the main problems in the kebele. In relation to underage marriage, even teachers commit such kinds of crime.

On the purpose of solving this problem, the wereda has begun to enforce examination through the hospital. Based on this, many families, particularly fathers, bring their children to the wereda hospital for age screening. According to the expert, when many of the girls are found to be less than 18 years old the family become very frustrated; especially in response to the act fathers would come close to losing their consciousness /fainting /yiseralu. Fathers become unenthusiastic; as a result of this they assault their children. Fearing these consequences, girls would agree to the marriage proposal made by their family. However, when the wereda experts personally discuss with the girls, they would prefer to die rather than to marry.

On the other hand, after the marriage takes place, most spouses want to get divorced within 6 months. This time, the husbands would arrange to withdraw their assets. Because of this, most of the women become unable to access their property. As a result women become deprived of their property rights. As much as possible, the wereda court tries to enforce the law unless there is a limitation to the contrary.

## Learning about government policies and programmes

### Growth and Transformation Plan

It was pointed out that calling general meetings as a means of introducing policies has been insignificant in rural kebeles; instead providing trainings for the various organisational settings (Aderejagetoch) became the common method of educating about government programmes/plans to the people at different levels. Special trainings are prepared at different levels from wereda to kebele and Got; at kebele Ginbar Kedem farmers/their wives (party members), model farmers/their wives (almost all were party members) and at Got level leaders of each development team, leaders of party cells, and leaders of 1 to 5 need to bring all members under each for community training on any government plan/programme.

The wereda has been introduced to the growth and transformation plan through the zone council meetings. And based on the directives from the zone, the wereda council has introduced the growth and transformation plan to the wereda council meeting where the wereda sector experts and members of kebele council and model farmers from each kebele are available. Then based on the council members' questions, discussions have been managed. Following the meeting, the wereda experts discuss the plan with the staff members as well as with the kebele chair, manager and sector cabinets on how to implement the plans. Then the plan will be introduced through the kebele meetings to the community. Then the community will discuss the plan. Finally, implementation is taking place. As a result, the health service, school and agriculture services are changing.

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### Delivering development messages to community

process of introducing Growth/Transformation was described as: 7 days training was offered to wereda core leadership, the 2 administrators (principal and vice mayors), 2 Dirgit Halafi (party organisation heads) organised at regional level; then development centred wereda sector heads, party leadership members, youth and women’s league leadership were provided training at zone; at wereda level training was offered for the wereda experts, kebele chairs/vices, party leaders; at kebele level for all members of kebele council, cabinets, party leadership members, youth/women’s league/association leaders, models/Ginbar Kedem; finally to community members at each Got.

The wereda deliver development messages to each kebele through the wereda and kebele meetings. The kebele chairman, manager and cabinets and sector experts discuss the matters with the communities of the kebele through monthly general meetings. The wereda reach the community in the form of 1 to 5 structures. This means one model farmer will direct the ideas or plans within five farmer households. All intervention development plans are managed in this way. Party meetings are one message delivery system.

The developmental activities are taking place in the scheduled season because of the message delivered to the community. The community has changed in the last 10 years in their livelihoods. The message delivery is very effective in promoting change in the community.

## Social equity interventions

### Insurance

There is no governmental insurance scheme in the wereda. However, there is Amhara credit and saving association which gives insurance service in the wereda. Besides this, Woldiya, the zonal administration, provides insurance service.

Moreover, the customary institutions like Iddirs, Equbs, and so on are significantly helpful to the community. The community of the wereda are highly unified in times of accident and problems. Promoting this social customary institution will help the community more.

### Promoting equity for women

Though the wereda is working very seriously on women's rights such as rights of equity, rights to property, ensuring access to government services, underage marriage, rape as well as abduction, the results are not yet satisfactory. In fact, compared to the past, women's empowerment has increased through the promotion made by the wereda. Violence against women has declined by about 60%. Women's participation in the government structure has been clearly promoted. This is indicated by women's association, women's federation and women's league participation.

There is promising achievement in the wereda. Both at the wereda and kebele level, women's participation in the structures is very effective which is above 90%. The numbers of girls in school are greatly increasing. Women are equal beneficiaries of public services. Most of the harmful traditional practices such as female circumcision, abduction, rape have come under control.

However, there are still problems of underage marriage and women's rights to property.

The wereda have to increase the activity of awareness creation programmes; promoting the community to raise their problems and to find the solution by themselves could be the way to reach the community.

The other problem is that there is a budget limitation in promoting this intervention. The women's association, which has the significant role in implementing the intervention, is working without remuneration. Since government is giving critical attention to the intervention, the wereda need to get sufficient budget allocation to facilitate the activity.

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### Youth livelihoods

Among wereda youth policies are helping them to improve their participation in/access to economic, political, and social activities. In terms of livelihood improvement, different producer/supply cooperatives were organised with government/NGO support of finance, training, and land; a 15 member rural youth cooperative about to start poultry farm supported through micro credit programme, a quarry/sand producers youth cooperative started in 2009 but dissolved itself due to members disagreement and the site was given to a private investor in 2011; different youth associations and clubs (literature, music, reproductive/HIV) have formed an NGO to be involved in children and HIV related activities; 1 brick producers cooperative of 10 male members (2010); 30 members (16 M, 14 F) handicraft producers (wood carvings, clothes) in 2009; 40 member cobblestone producers youth cooperative (2009); a 10 member car washers youth co-op (2011); 15 member honey producers’ youth co-op in rural Medage kebele.

### Youth recreation

There is 1 active youth recreation centre in Lalibela run by a 21 member youth cooperative, two other recreation centres were built and in process of being furnished to be run by 30 member youth cooperative each.

### Youth and HIV/AIDS

There were 24 youth clubs involved in HIV/AIDS prevention and reproductive health supported by wereda HIV secretariat, NGOs, and wereda women's, children's and youth office (former youth and sport).

### Exemptions for poor people

The policy of providing free health service to poor people in government health facilities has been working, but there was no special exemption from education costs

### Support for poor people

Orphan children were getting school support in coordination with NGOs in children’s welfare.

### Interventions to help vulnerable people

They reported that government was working with various NGOs to support orphan children including through safety net food aid, through the HIV secretariat and facilitating NGO support to help orphans get education; Access, Plan International, and WFP were mentioned to be important NGOs involved in supporting orphan children’s programmes.

In the wereda, there are some NGOs working on vulnerable people such as disabled adults and children and orphan children. Since the last 10 years, there is no discrimination or social exclusion. Craft and slave people have equal right since the existence of the EPRDF. They have been given equal rights to land and other social services.

Old people get aid from the PSNP programme. There are some ladies who are engaged in commercial sex in some bars of Lalibela town. There is an insignificant number of ladies who live by selling tela and at the same time work in commercial sex in the rural town. There are people who work as agricultural daily labourers. There are insignificant numbers of domestic servants, mostly in the town.

The women household heads get access to micro credit and finance. They form a group and get credit access from the wereda. Most of the women household heads are working effectively. Some of the activities that women engage in are: Balitina such as shiro, pepper, aja, beso and so on, spinning cotton, sewing, fuel saver injera stove and livestock and so on.

Child herders are decreasing in the wereda. The community are sending their children to school by covering the activities of herding, wood collection and fetching water themselves.

The achievement is that community awareness has progressively increased. The problem is that there are no organised institutions that give regular support to mental ill people, old people, disabled adults and children and orphan children. The government has to set a programme to support the vulnerable people sustainably.