

# Findings

## Africa Region



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### **Ethiopia : the Gilgel Gibe Resettlement Project**

The development plan of the Federal Government of Ethiopia emphasized low-cost energy supply as a prerequisite to the enhancement of industrial and economic development for the period 1984–1993. Current power planning studies have estimated Ethiopia's hydropower potential at 30,000 MW, which greatly exceeds foreseeable domestic demands. Presently, only 1 percent of the potential is utilized. The government has therefore initiated the implementation of the Gilgel Gibe hydroelectric power plant to enhance industrial development and increase its national income through export sales of surplus energy to neighboring countries. The World Bank-assisted Ethiopia Energy II, projected to end in the year 2000 will help to realize this objective. The Ethiopian Electric Power Corporation (EEPSCO) will implement the construction of the power plant, whose reservoir will cover an area of 6200 ha, necessitating land acquisition and involuntary resettlement. An environmental assessment (EA) including a social assessment was carried out and a resettlement action plan (RAP) designed to address the adverse social impacts presumed to be linked to the building of the reservoir. The reservoir as well as the resettlement site are located in the Oromia Region under the Jima zone administration. The host population and the resettled population are both Oromo and of Moslem faith. The main economic activity of the population is agriculture and animal husbandry.

A detailed survey conducted from the uppermost limit of the water line after the final demarcation of the buffer zone around the reservoir area (500–1000 m), revealed that 738 households were to be resettled. In addition, 367 households under the transmission line will be partially or totally affected. About 100 households have officially declared themselves amenable to resettlement. Altogether, about 5,000 people will be resettled, making the project the second largest Bank supported resettlement operation in Africa for the 1998–1999 period.

A full inventory of private and public property including selection of the arrival site was undertaken by staff from EEPSCO and the Jima zone administration. The total expropriation cost of immovable property was estimated at US \$ 8,611,000. The funds required were made

available by the Federal Government to the Oromia Regional Government before the approval of the loan. The resettlement cost per household is estimated at US \$4,600 per household, which is below the international average for a 180 MW hydropower plant.

### **Institutional framework and arrangements**

The Ethiopian Civil Code, Articles 1460–1488, provide for compensation due to involuntary resettlement induced by a development project. The Constitution of the Federal Government of Ethiopia considers compensation for involuntary resettlement as a human rights issue, which can be asserted in court. Part of the RAP therefore sets aside funds for legal assistance to any family that claims a loss related to a person/s or property.

The Federal Government of Ethiopia provided the resettlement budget required for the implementation of the RAP to the Oromia Regional Government based in Addis Ababa. A resettlement project office with a permanent staff of 28 professionals was set up in Addis Ababa by the Oromia Regional Government. A field office located at the construction site was set up by EEPCO in collaboration with the Oromia region's Jima zone administration with staff seconded from various ministries. Further, EEPCO was given the mandate to supervise the work and provide quality assurance in the compensation services to the PAPs in collaboration with the resettlement project office and the Jima zone administration. It was to report to the Oromia Regional Government. The project office and EEPCO were hence accountable not only to the Regional Government of Oromia but also to the Jima zone administration. This institutional structure did not work for the following reasons :

- The lines of responsibility and accountability between the project office, EEPCO the Jima zone administration and the Oromia Regional Government were not properly defined.
- The project staff pulled together from various ministries did not have operational experience in the management and implementation of a resettlement project.
- Neither the Oromia Regional Government nor the Jima zone administration had in-house capacity ( human or material resources ) to assist the project in critical phases.

Less than a year after the set-up of the project office, the institutional arrangements were changed in consultation and agreement between the Bank and the client. The former implementing agency, the Oromia regional government, was replaced by EEPCO. Though, as a result, considerable delay resulted in the detailed planning and implementation of the (RAP), on balance, the institutional changes made were to the advantage of the project. EEPCO had an institutional memory of resettlement, and more experienced managerial skills and qualified labor capacity in implementing a resettlement project. The new organizational structure resulted in more transparency between the Oromia Regional Government, the Jima zone administration and EEPCO. The Oromia Regional Government and the Jima zonal administration were now the clients and EEPCO the executing agency.

### **Resettlement as a development opportunity for the PAPs**

The PAPs were, through their representatives, offered three alternative resettlement sites. After visiting all three of them, they opted for a site 5–30 km from their present homes. Five positive

factors led to that decision. First, land was abundant and fertile;

second, the site was close to their old settlements; third, the land was appropriate to their agricultural and pastoral activities; fourth, the PAPs shared the same culture as the host population; and fifth, the site was close to the main road connecting Addis Ababa and Jima, thus enhancing the prospects of commercializing their products.

Tenure rights for the PAPs is assured by the Ethiopian constitution and monitored by local peasant associations. In Ethiopia, all land belongs to the people and the local management of land is conducted by peasant associations. Land was provided by the farmers' association through the Jima zone administration and the decision was endorsed by the Oromia Regional Government. All PAPs, including their descendants, are given usufruct rights to the land as long as they live on and farm their plots. The average plot size of land per PAP household is 2.5 ha. This figure exceeds the average size of plots in their area of origin.

The Federal Government and the Regional Government of Oromia regard the Gilgel Gibe resettlement project as a development opportunity. Consultations with the PAPs in the Gilgel Gibe resettlement project confirmed the general assumption that the resettlement process had created a preparedness for change. Capitalising on that momentum in terms of willingness to adjust and change for the better, the RAP of the Gilgel Gibe resettlement project comprises 5 development components.

- *Improvement in the standard of shelters.* The new houses of the PAPs have tin roofs, as compared to the earlier grass roofs. These help to keep the mosquitoes out, protect the inhabitants much better from cold in the dry season and protect the mud walls. They also reduce the need for maintenance. Evidence on the ground indicates that these improved constructions have resulted in enhanced hygiene resulting from cleaner surroundings.
- *Improvement of health services.* A health clinic and a veterinary clinic have been built for the PAPs and the host population. None of the groups had these social services in their vicinities prior to the resettlement.
- *Upgrading of school.* Though a new school had been projected in the initial RAP, further consultations between the project, the PAPs and the host population resulted in the consensus that it was better to upgrade the old school rooms.
- *Development of agriculture.* Extension services to the PAPs will be intensified in the first year of the resettlement. Plowing, fertilizers, and improved seeds will be provided to the PAPs free of charge the first year on the new site. Credit services will also be offered.
- *Improvement of hygiene and indoor environment.* Latrines and improved stoves will be introduced to enhance health and the indoor environment (in kitchens) for women.

The various social services provided are a normal part of the Oromia Regional Government's development agenda. The resettlement project has enhanced and accelerated this agenda in the resettlement area. The supply of human resources for the operations and management of the constructed facilities has therefore been assured by the Jima zone administration.

## **High tech and low tech for monitoring & evaluation**

Establishing the number of PAPs to be resettled is one of the most difficult issues in a RAP since the population of PAPs is never static. For example, teenagers between 16–17 become adult and get married between the first census of the PAPs and the implementation of the RAP. Some citizens "migrate" to the resettlement area in order to get compensation and enhance their living conditions. The Gilgel Gibe resettlement project is not excluded from this social dynamism. The project conducted two censuses without coming to a reliable conclusion about the number of PAPs to be resettled.

To address this issue, the project hired Sweden's Lund University. One of the tasks for the University's Center for Habitat Studies was to provide technical assistance to the project regarding physical planning and capacity building by training project surveyors in Global Positioning System (GPS) technology. Riding on donkeys to the remote households with no access roads, the consultant and project surveyors marked each PAP house with a GPS number written on the door-post. The final census of the PAPs was now based on reliable social data which were geographic-referenced. All socioeconomic data concerning the PAPs is stored in a computerized data base. The next step envisaged is to link the socioeconomic data with the geographical information. In this way, linkages could be established between the former and present locations of all farmers on a digitized map using Geographic Information System (GIS) technology. This would facilitate monitoring and evaluation not only during the implementation phase but also in the follow up regarding the social impact of the resettlement on the second or third generation of PAPs.

## **Results on the ground**

The project is in its second year of implementation and in spite of the delays in the first year, the project is one year ahead of impounding. By November 1998, the results were as follows:

- Most operations scheduled for the first six months of the year were ahead of the provisions made in the work plan.
- Thirty-six out of the thirty-nine project staff were located at the project site — only the accountant and one support staff were located in Addis Ababa. The project manager spends two-thirds of his time in the field .
- The physical planning of the resettlement area was completed. The area is divided into seven sections, with detailed maps indicating the location of each plot.
- The social infrastructure, the school, the health clinic and the veterinary clinic were a month ahead of schedule.

The physical move of the PAPs will take place in two phases. In phase 1, a smaller group of PAPs (27 households) was moved in March/April 1999 . In phase 2 ( February–April 2000 ), the remaining relocation will be concluded. The PAPs were also given the opportunity to visit their future homes and suggest minor modifications. The houses were build by construction brigades comprising a local carpenter and daily labor from the host community and the PAPs

and supervised by a project building expert. A female extension agent in home economics and agriculture has been mandated by the Jima zone administration to engage women in the resettlement process.

A seminar will be organized following the first resettlement phase so as to distil lessons learned and integrate them into the larger relocation operation scheduled for February–March 2000. Representatives of PAPs, representatives of host communities, and local and regional authorities will be invited to participate.

### **Lessons learned**

*Early achievement of consensus between stakeholders on the macro level institutional arrangements facilitates project planing.*

- Bank policy framework for resettlement and the resettlement policy framework of the Federal Government of Ethiopia were in consonance.

*Solid professional commitment on the operational level enhances the implementation process and the results on the ground.*

- EEPKO is committed to implement and complete the project as a good practice. Credit should be given to the new project management and EEPKO's timely delivery of logistics for project operations.
- Regular supervision missions focusing on consultations with EEPKO management, project management team, field staff and the Jima zone administration resulted in fostering and strengthening project management and results achievement. Mutual learning, capacity building and enhanced project performance were the outcomes.
- Lund University provided the project with appropriate technical support during the critical operational phases.

The policy impact of this project will very much depend on the end results of the resettlement, including a cost-benefit analysis of the socio-political and economic costs. Resettlement planing and implementation need not be executed only by public sector agencies involving civil servants. The ultimate ownership of the project should be in the hands of the public stakeholders.

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