



**Addis Ababa University**  
**College of Law and Governance Studies**  
**Center for Federal Studies**  
**URBAN LAND MANAGEMENT POLICY UNDER**  
**THE ETHIOPIAN FEDERATION: THE CASE OF**  
**ADAMA CITY**

BY

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## ACRONYMS

CSA	Central Statistics Agency
DDCA	Dire Dawa City Administration
EPRDF	Ethiopia People Revolutionary Democratic Front
FDRE	Federal Democratic Republic of Ethiopia
Ha	Hectare
IC	Oromia Investment Commission
IGR	Inter Governmental Relation
LCRO	Adama Urban land Development and Mangement Office
MUDHCo	Ministry of Urban Development and House Construction
No	Number
SECR	State of Ethiopian Cities Report
SNNP	Southern- Nation and- Nationality –and People Regional state
UDAs	Urban dwellers Association
UHDB	Oromia Urban and Housing Development Bureau
ULDMO	Adama City Urban land Development and Mangement Office
ULG	Urban Local Government
ULGA	Urban Local Government Administration
ULRA	Oromia Urban land Development and Mangement Agency
UNDP	United Nation Development Program
UN-HABITAT	United Nations Human Settlements

## DECLARATION

I Girma Haile Weldemedhin declare that “**Urban Land Management Policy under the Ethiopian Federation: the case of Adama City** “ is my original work and that all sources of materials used for this have been properly acknowledged. The Thesis Submitted to the school of graduate studies of Addis Ababa University in partial fulfillments of the requirement for the degree of master arts in center for Federal Studies. I solemnly declare that this Thesis has not been submitted to any other institution anywhere for the award of any academic degree, diploma, or certificate.

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## **ABSTRACT**

Well-organized and valuable land management policy is indispensable for urban development and growth. This requires land policy making to be participatory, equitable, and transparent and the rule of law. The main objective of the study is to assess the nature and extent of urban land management policy making in the Ethiopian federation and the management of the same in the city of Adama.

However, in study area urban land management practices and processes have been prone to maladministration due to the absence of participatory policy making at local level. Participatory policy making at local level guarantees that political, social and economic priorities are based on wide-ranging consensus in society and that the voices of the poorest and the most at risk are heard in decision-making over the allocation of land. The researcher has followed the mixed research method. The primary and secondary data have been collected using structured, semi-structured questionnaires and interviews as well as reading materials of the target area.

There are several factors that influence policy-making at local government level, factor such as the constitution (the federal and State), political environment, financial environment, organized institution, capacity and community needs have a direct and significant effect on policy-making at this level of government. Capacity lacks probably consists of the factor that has the most detrimental effect on policy-making at local government level; and therefore the necessity for the relevant skills, knowledge and turn over relating to policy-making is indisputable.

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## CHAPTER ONE

### 1.1. Introduction

Public policy is often about what services will be provided to the residents and the level of those services, what kinds of development will occur in the common with, and determines what, the community's expectations will be and these, policies are fashioned to guide management. But Policy making by local government is habitually under estimated (Report no 45, 1999). According to the theory of decentralization, reducing the dimension of a political unit brings government closer to the people and enhances public access to political institutions such access encourages opportunity for public access to political institutions such as access encourages occasion for public participation in political interaction. Vigorous popular participation in turn results in a well established culture of self-governing (Zemalac, 2008).

Urbanization requires proactive management if it is to effort for steps forward of people and the economy. The urban population of Ethiopia is rapidly increasing. However, estimated at only 17.3% in 2012, Ethiopia urban population share one of the lowest in the world, even below the sub-Saharan Africa standard 37%. But this set to change dramatically. The urban population is expected to nearly triple from 15.2 million in 2012 to 42.3 million in 2037, increasing at 3.8% a year. Analysis for this report points out that the speed of urbanization will be even faster at about 5.4% a year. That would mean a tripling of the urban population even earlier in 2034, with this rate 30 percent of the country's people in urban area by 2028. If this put into practice with proper urban land policy, Urbanization has positive impact to promote economic development of the country (World Bank Group, 2015).

Urban land policy to be efficient and effective, if grip sense of balance all economic group (low, medium and high), which can carry out land needs of every income group other wise to much cost for near future. Consequently to achieve positive result of urbanization, the main aim of urban land management to be participatory, equitable, transparent, and better perceptive of demand and supply of land and embrace the all purchasing power of society. Local government in Ethiopia, as the third tire, is recognized by regions according to their constitutions and government structures. In spite of minor variations, the most wide spread local structures are werodas (in rural areas), and urban local government also referred to a city Administrating.

While the regional state constitution falls short of recognizing the local government, or providing constitutional rights or protections to urban local government each regional government with slight difference has adopted city proclamations that specify the cities powers and responsibilities .State constitutions and proclamations define regional local relationships (Ibid).

## **1.2.Statement of the problem**

In developing economies, urban development largely depends on land policy, particularly its management, efficient and equitable utilization. In this perspectives the urban areas of Ethiopia have been criticized for the expensive formal land acquisition mechanisms and unregulated expansion of informal **[settlement]** (Inam atl, 2012). In the context of the Adama, which is the focus of this research, there has been a criticism with regard to the urban land government and management practices.

Adama still holds a strategic position in terms of the trade, tourism and transport interactions .It is not only the second important urban center in the Oromia Regional State but also the capital city of Adama Wereda and East Shoa Zone. Proximate to the Addis Ababa/ Finfinne, the city has huge potential for urban growth, and expected to play different roles at local, national and international levels. These factors demand up to standard housing, infrastructure, and utilities, social services and facilities .In compatible development is also widely prevalent area.

Therefore, the aims of this study to identify specific actions that are implemented by City administration to improve the urban land policy making process, to determines the adequacy of municipal autonomy to formulate, adopt and implement local policies, to determines the specific roles of central government in supporting municipalities in the policy making and implementation process, and to assess strategies that have been put in place to advance the institutional capacity, skills and know-how.

Unintended land use has a lot of discrepancy. if set aside space for a specific function is changed into other uses without aforementioned consideration of alternatives, people will have to pass through to other areas to get the service. It's consequence in mistreatment of public interest, will also result land misuse and land imbalance development. Adama is one of the cities among which face this problem. In case of Ethiopia the land acquisition in urban only through lease policy, which has enacted by federal government. This system serves only the rich who are

competent of fulfilling such onerous obligations and government as it derives a significant amount of revenue from the transaction. The method should have unable to hug the lower income group construct and own real estate as one of the most important rationales behind adoption of public ownership over land is to avoid accumulation of land and real estate in the hands of the rich and overcome exploitation of the lower class by the rich.

### **1.3 The Research Objective**

#### **1.3.1 The General Objective**

The goal of this study is to assess the nature and extent of urban land policy making in the Ethiopian federation and the management of the same in the city of Adama.

#### **1.3.2. Specific Objective**

Specific objective of the study are

- To determine the adequacy of municipal autonomy to formulate ,adopt and implement urban land policies
- To analyze the management of informal settlements and there by evaluate the capacity of urban land management policies in the city of Adama
- To find out the factors which constraining the implementation of urban land policies in the context of Adama.
- To forward alternative options for improving urban land governance and management in the rapidly growing secondary cities of the Ethiopian federation.

### **1.4. Basic Research Questions**

The following are the main research questions of this study:

1. What is the extent of municipal autonomy in the urban land policy making and management?
2. How effective are the urban land policies for managing informal settlements in the city of Adama?
3. What are the main factors constraining the management of urban land in the context of Adama city?
4. What are the alternative solutions for improving urban land governance and management rapidly growing cities like Adama?

## **1.5. Methodology**

Under this section of the research, method of data collection, data sources, and data collection instruments, research strategies and subjects of the study executed.

### **1.5.1. Method of Data Collection**

The nature and objective of a certain research determine the type of data to be used; hence, the type of research methods to be select. The research under discussion needs complex information that may constitute different level of government (local, regional and federal) and to answer the basic research questions and achieve the research objectives the mixed type ( both quantitative and qualitative ) research approach as are used. Data are collect through key informant interview, questionnaire and personal observation.

#### **I. Data from the Resident of Adama City**

Data which are collected from Adama city: constitute of from Adama 6 sub city with 18 kebele , randomly select 3 sub city and 3 kebele. The kebele which selected for this research two are newly merged from rural area to city administration and one from the old one, these three represent both newly emerged and formerly which constitute city administration. From the rural kebele which merged recently to city administration (Boku and Irrecha) the place which illegal construction is highly expanded and the third Bedhatu kebele the old city, commercial area nearly smallest in size and densest in population than the other it is represent the others. From each kebeles 18 residents for questioner randomly select from list of kebele land administration desk and 2 each for interview. The other body which data will be collects from each three kebeles 2 officials (Officials of land mangement desk and one female in any position). To carry out the information which missing for other kebeles sub city which administer the kebeles also has power delegated from city administration will be included from 3 sub city from each 2 officials (a team leader of land administration and one female from any position in sub city). In addition other bodies which responsibility in city administration and important for this research city administration office (including Mayor Office, Urbanization team), Land Certification and Registration Office (LCRO), Urban Land Mangement and Development Office (ULMDO) and investment office.

#### **II. Data from Oromia regional state level**

The second primary source is at the Oromia regional state level: Urban and Housing Development Bureau (UHDB) five officials (from urbanization, lawyer, human resource,

planning directorate), Land Certification and Registration Agency (LCRA) two officials, Urban Land Mangement and Development Agency (ULMDA) four officials and two officials from investment commission.

The other body which has decisive power on urban land mangement is the federal government the information which important accomplish by secondary data (literature, proclamation, internet). In general the participant, instrument and the location data will be collect summarized as the following tables.

Table 1.1: Composition of Participants

No	Name of kebele	Name of sub city	Position	Composition and Number of Participants		
				Questioner	Interview	Total sum
1	Boku	Boku	resident	18	2	20
2	Boku	Boku	Officials	2	-	2
3	Irrecha	Denbala	resident	18	2	20
4	Irrecha	Denbala	officials	2	-	2
5	Bedhatu	Geda	resident	18	2	20
6	Bedhatu	Gada	officials	2	-	2
7		Denbala	officials	1	1	2
8		Boku	official	1	1	2
9		Geda	officials	1	1	2
Total Participants Kebele and Sub City				63	9	72

As the indicated above, in this research, three sub city and three kebele are selected. From Danbala, Boku and Gadoa sub cities 2 officials are selected from each. From 3 kebeles, 20 resident informants are selected, and two kebele officials from each kebele.

Table 1.2: Composition of informants from the city Administration

Name of office	Composition and Number of Participants		
	Questioner	Interview	Total sum
City administration office	3	1	4
ULDM O	3	2	5
LCR O	1	1	2
Investment office	2	-	2
Culture and tourism office		1	1
Zone and city court	1	1	2
Total sum	10	6	16

Table two above point out those six institutions, which directly and indirectly, have role urban administration in Adama city select for primary data. The total sixteen participants select ten for questioner and six for interview.

Table 1.3: Composition of informants from Oromia Region level

Name of office	Composition and Number of Participants		
	Questioner	Interview	Total Participants
OUDB	3	1	4
ULDA	3	1	4
LCRA	1	1	2
Investment commission	1	1	2
Total respondent	8	4	12

Table 1.3 stipulate data from Oromia regional state level , five institution which legal ground responsibility and function ,which important for this research, Urban land administration in the region eight for questioner and four for interview total 12 participants are selected.

### **1.5.2. Data Sources**

Both primary and secondary data sources are utilized. To get the primary data, the questionnaires and interviews is used for the research. To get the primary key informant interview, questioner and observation are employed. The primary data is collected from Adama and Oromia regional government. At Oromia regional state level different institution including: Urban and Housing Development Bureau (UHDB), Investment Commission (IC), Urban Land Development and Mangement Agency (ULDMA) and Urban Land Holding and Evidence Registration Agency (ULRA) were consulted. At city level, Adama city administration officials and experts (of kebele, sub city, urban land mangement and development office, Zone and district court) were visited. Moreover, secondary data were collected from document, constitution, directives and different proclamations, books and so on.

### **1.5.3. Method of Data Analysis**

The qualitative and quantitative data generate from the interview and questionnaires are analyzed through careful interpretation meanings of and contents in number. It is also a survey to describe the reasons, and opinions, and documents to reach a certain conclusion about a particular issue. This again helps to predict similar issues may occur in other areas or circumstances.

### **1.6. Significance of the Research**

The assessment is expected to help concerned party to identify some of the major challenge in urban land management and use policy of municipality. Such bodies therefore use the assessment reference for future tasks. Consequentially, the assessment hope to give hints the gap in land management and policy making process which rise by the inhabitant in local government. Finally, this study will show the impact of the urban land policy which is adopted and put into practice by local government and urban land policy adopted by central and regional government which enforces local government to implement.

### **1.7. Limitation of the Study**

Undertaking the study is not an easy task; particularly, obtaining information for the purpose of the study demands and burdensome task owing to the government organizations, I was visited, those which are concerned with the land administration and also it is difficult to get relevant data to be used as contribution to the study due to the lack of ordered information on the issues in the research topic. I exhaustively did for getting the real data that show the urban land management and illegal housing erect in the city.

In spite of the researcher's efforts to gather the necessary information as objective as possible, the analysis of this study was based on the opinion of respondents. Lack of respondents cooperate to fill the questionnaires give back all the necessary data. This in turn limits the ability to make broader generalization from the study undergone. Furthermore, the status of participants (the information from official and resident very broad gap) in the illegal housing and other necessary information was difficult to measure since its subjectivity.

The major limitation of the study is the use of small sample size (total 100 as explained in the methodology part) that made it difficult to use failed to draw inferential statistics and limited itself only to descriptive statistics. In short, despite the practical benefits of small sample size, in ability to make inferential statistics is one of the key limitations of this study. The sample taken in fact is very small compared to the resident of the City (373,661) and hence research studies with much larger sample size would have been required to ensure appropriate generalization of the findings of the study. To balance this limitation, different supporting data collection technique including interview with different concerning bodies carry out. The analysis part of the study has also largely relied on quantitative figures generated from the sample survey and different secondary sources (with limited qualitative analysis) making the study restrictive. The study focuses on eliciting the views of restricted participant within the local government environment and does not investigate the opinions of the general public.

Another limitation has been serious impediments turmoil political circumstances during the time the study was conducted. The period was characterized very serious political movement in the regional state including in the case study area officials and resident not settled, travel from one location to other a serious problem ,internet continuously interpret in the region for more than two months.

### **1.8. Scope of Research**

The scope of this thesis is limited to the understanding of urban land policy making and implementation relate to urban land management ,step involve ,coordination across the implementing organization ,determinants of policy and the extent of existing practices in influencing the anticipate policy goals. In urban land policy making the role three tier of government identified.

### **1.9. Structure of the Thesis**

The paper is organized in five chapters: The first chapter provides an overview of the research as introduction, statement of problem, the objective, limitation , the research methodology , the Significance, limitation , the Scope and layout is included in this chapter. The importance of urban land policy-making for effective public policy to promote local government excellence is the focus of this section. The second Chapter focuses on the theoretical foundation of public policy in general and local government in particular with specific reference to the different policy-making. Policies should comply with certain minimum requirements, with the emphasis on fairness or equity, justice and balance. Equity and justice demand that issues be dealt with in an even-handed way. This section consists of global experience of local government in urban land policy making process and implementation. The third chapter consist of urban land mangement in Ethiopia in the three political regimes what it looks like is expressed. The fourth deal on analysis of urban land mangement policy in the city of Adama, Oromia. The last chapter provides conclusion and recommendation.

## **CHAPTER TWO**

### **2. Federalism and local government**

#### **2.1. Introduction**

This chapter of the research tried to present the general concept and definitions. It is also discuss the experience of different federal countries.

#### **2. 2. Federalism and local government**

Federalism, one of the most widespread political and legal regimes of our time, is often seen as a model for multilevel governance, and thus as a proper response to the realization described (Yishai Blank, 2009). Three-level of government federal, state/provincial and local government is common to most federal systems; however, the place and role of local government in those systems vary markedly. In some federal countries, local government is a constitutionally recognized sphere of government, while in others it is merely a competence of the state/provincial government. Nevertheless, local government has an increasing role in the governance of federal countries, placing new demands on the theory and practice of federalism. Moreover, its status is changing along with its new role (Nico Steytler, 2005).

Federalism is highly influential as a form of governance in modern day political theory across the globe. It is seen as tackling of many of the limitations of the unitary nation state, and as one of the reason for the economic and political achievement of the United States and of other western democracies (such as Canada, Switzerland, Australia, and Germany). It is understood as necessary for economic achievement due to the economic integration it enables; it is said to be a safeguard against all-too-powerful central governments; it is defended as enhancing the ability of governments to detect and maximize the preferences of its citizens; it is seen as necessary if one wishes to maintain democracy in geographically large or ethnically diverse political entities, since it enables a desirable degree of pluralism and multicultural accommodation; it is theorized as a more democratic structure in that it affords for more participatory schemes and better representation ( Yishai Blank,2009).

A federal type of political system encourages decentralized decision making and, therefore, is beneficial to greater freedom of choice, diversity of first choices in public services, political participation, innovation, and accountability (Boadway, 2008:6). In addition, better adapted to

resolve and control regional conflicts. Such a system, however, is open to a great deal of duplication and confusion in areas of shared rule and requires special institutional provision to secure national unity, make certain regional equity, and safeguard an internal widespread market. (Belachew: 2010)

Political institutions such as federalism, which delineate the stability of power among national, regional and local governments, can pressure the spatial development of nations. In many countries, in particular in Latin America, where political centralization at the federal level has historically local governments the political and fiscal powers toothless (Sokoloff and Zolt 2006; Nickson 1995), spatial development has been set apart by a circumstance identified as urban dominance where population is heavily intense in a few cities that are politically and economically the most important. On the contrary, in countries like the US where political and fiscal powers are more decentralized, urban development has been more spatially equitable (Sukkoo and Marc:2014:2).

Local governments may also have the potential to be the best representation at the values of federalism. They make available opportunities for public involvement in the decision and policy making processes that are more complex, if not impossible, at the state and federal levels of government. The importance of local government far more likely that the citizen more interested and eager to discuss and act together with their city council than other tier (federal /state) of government (J.Parlow, 2008:373).

### **2.3. Definitions and Concepts**

The concept of federalism categorize into three provisions: federalism, federal political system and federations. In this classification, federalism is used mainly normative rather than descriptive term and refers to the encouragement of multi tiered government join elements of shared rule and regional self rule (Watts, 2008:8). Federalism is a political system which has two forms of formation, through all orders of government range of autonomous with shared decision making responsibilities (Boadway and Shah, 2008:5-8).This system based on supposed value and validity of joining unity and diversity, i.e. of accommodating, safeguarding and advancing distinct identities within a larger political union.

**Local government** defined by different scholars but for this research, local government state as institution or structure of tire of government with a limited range of state function, defined boundary from larger area which exercises authority or government functions at the local tier. In

addition, local governance is the place/institution which public choice is determined policy formulated (making) and decisions are made and implemented at the local level, participation and interaction between different stake holders which construct up society. In general, the local government exercises political, economical and administrative authority to manage local affairs (Keith Miller, 2002).

**Land Administration and Land Management:** Most of the time land administration refers analogous meaning with land management, but land administration refers to the processes of recording and broadcasting information about the ownership, value, and use of land and its related resources. Such processes include the strength of mind of rights and other attributes of the land; the survey, description, registration and recording of these rights; and the provision of relevant information in support of land markets. On the other hand, land management deal with all issues interrelated to the sound and sustainable utilization of land. It is the procedure by which the assets of land are put to good use. It covers all activities concerned with the management of land as a resource both from the environmental and the economic point of view (UN-Habitat, 2012).

**Squatter (Illegal) settlement:** One of the most troublesome problems confronting many of the developing nations in the world today is the illegal occupation of land. Squatter is the one that settle on land especially on a new or unsettled land, without title or right. It is the one who settles on the land of another without any legal authority, whereas an intruder is one who has some relationship to the property and enters upon it, though lacking the right to do so (Abrams,1966). According BegnaTS quote Hari Srinivas squatter settlement can be defined as a built-up area which has developed without legal claims to the land and/or permission allow from the concerned authorities to build; as a result of their illegal or semi-legal status, infrastructure and services are usually inadequate.

#### **2.4. The Experience of local government in different federations**

This section discuss about federation, the local government function, origination, the relation with other sphere of government, the place, function of local government land tenure and illegal settlement and how to resolve the illegal settlement problem when the problem happen.

##### **2.4.1. The experience of local government in Germany**

Local government in Germany is closest to the people and plays a significant role in the life of citizens. The Germany's Constitution, the Basic Law of 1949, continues the traditional

recognition of the role of local government in the federal system. The general guarantee in the Basic Law of local self-government, the protection of local government in the Lander constitutions may only add, and not impression subtract, from the guarantee. In addition to this, these bodies have a number of specific powers. It is therefore important to include local government in the political system in order to mobilize people to participate in the issues closest to their daily lives and democracy (Jutta Karamar, N.d).

The institutions of local government are districts and municipalities. Districts consist of a number of municipalities with the function of providing services more effectively through the pooling of resources and expert. They also coordinate functions that, due to the nature of the function, a municipality cannot perform adequately on its own. Such services include water services and social welfare. Districts also play a supervisory role over constituent municipalities on the behalf of Lander. Districts are directly elected and their powers are derived from Land legislation and delegations from the Land and municipalities. Districts are seen as usurping municipal functions due to financial necessity. They are public entities entrusted by the participating municipalities with certain powers. Participating municipalities may delegate a specific function such as schooling, education, fire services or waste disposal to an association (Umbach, 2002).

The municipalities' right to self-government includes cultural matters (e.g. museums, theatres, sports facilities and schools) and public services (e.g. the provision of water and power, waste disposal, abattoirs, cemeteries and hospitals), as well as the maintenance of public roads and streets within the municipality. Municipalities are independent in this regard in comparison with planning and personnel. They have their own independent administration which is not subject to the specialist supervision of the Land administration, but only to its legal supervision. In addition, municipalities carry out delegated tasks form the federal and the Lander. To fulfill these duties, municipalities have the right to adequate funds (the so-called principle of connection). Examples of this are the administration of traffic (e.g. driver's licenses and vehicle registration) and matters concerning registration of the population and aliens, food inspection, job safety and health control (Daniel and Melkamu,2008). What connection with research

Legal supervision, municipalities are also subject to supervision by the Land authorities, which have the right to examine effectiveness of each individual measure. If the municipalities do not

observe the instructions of the supervising bodies of the Land, the supervising bodies can take over the task themselves (substitution measure). In the most extreme case, the supervising bodies can also replace the head of the municipal administration by the Land commissioner. Even if, no direct legal relationship between the federation and the municipalities, however, if a Land does not discharge its supervisory duties regarding its municipalities, or does not discharge them adequately, the federation can take measure to force the Land to comply with its duties. In the case of an internal emergency, the Land is in fact willing to combat the disturbance of internal order but is not able to do so with own forces, it can request other Lander to provide help or call upon the Federal Border Police. This provision had been never applied and not occurs in future (Nico Steytler, 2005).

The local government function is which constitutional provided and delegated from other tier of government. Functions that are usually transferred by the Lander to the local authorities include: organizing population census, registration of persons liable for military service, organizing parliamentary and regional elections, danger prevention, building inspection, trade supervision, traffic regulation, health and veterinarian matters, nature conservation and environmental protection (Jutta Karamar, N.d).

The German intergovernmental system consists of three pillars: according to constitution art 50-53, the first “Federal State”, in its legally defined shape with the Bundara in its centre is based in the Basic Law itself, while most of the other institutions are not even mentioned in statutory law. The second pillar known as the “Whole State“ comprises a number of bodies, which are chaired by representatives of the Federation, who discuss political initiatives on equal footing with their counterpart in the without Lander, however, decisions making is by voting. The third pillar is “the third Level” consists of institutions serving functions of horizontal co-ordination between “the Lander, to which federal representatives are invited in most though not in all cases and in which too. Decision-making in the sense of agreeing on the recommendations takes place either by unanimity or by restriction to the principle of agreeing to disagree (Leonardy, N.d: 1).

### **2.4.2. The experience of local government in Switzerland**

The most critical factor for the existing Swiss is Federalism (Koller, 2002:1). Swiss federalism has therefore developed from the bottom up (Rhinow; 2002:19). The state structure of Switzerland has three levels: the confederation, the cantons, and the municipalities. From a historical perspective, the municipalities existed before the building of the confederation, with deep roots in the political tradition of the country (Koller, 2002:3). Moreover, at the level of cultural identity, a Swiss citizen enjoys three citizenships: municipal, cantonal and national. This explains the strong feelings that link the Swiss citizen with his/her municipality and the challenges facing local government in the future which elminate. Swiss municipalities are a feature of the decentralised administration and at the same time an instrument of political decentralization. Despite this important role, according to the federal principles written into the Swiss Constitution, municipalities only have general residual competence. This means that they can take charge only of those tasks that are not reserved for the confederation and the cantons (Pascal Bulliard, N.d).

The Swiss federation becomes mutually strong decentralization with comprehensive use of direct democracy (OECD, 2002:52). Democracy in Swiss is not only a formula to set up a legitimate government but also a procedure to ensure peaceful settlements of conflicts in particular the conflicts of a state fragmented by different ethnic communities. It has high legitimacy based on rational arguments and matter-of-fact negotiations between conflicting interests. The real motor for this consensus driven democracy is based on the Swiss system of direct democracy. In case of popular referendums resolutions taken by the legislature are confirmed by the simple majority of voters (Flieiner, N.d). Swiss municipalities are subject to cantonal supervision. This control is greater than that of the confederation on the cantons, but it has to respect the municipal power of self-organization and municipal autonomy. The supervision of municipalities differs also with the types of activities controlled: supervision will be quite strict in areas where municipalities execute cantonal or federal law and less so when municipalities act in their own fields of competencies. The supervision of municipalities is done under the responsibility of the Council of State (the cantonal executive branch), which may delegate this task to a department. This supervision is limited to the legal aspect of the municipal competence (Nico Steytler, 2005).

The distribution of responsibilities, powers and functions of three tiers of government is largely resolute by the federal constitution. The three levels of government contribute to the assignment of economic development, while promoting social welfare is mainly the task of municipal, with strong taking part of the cantons through vertical and horizontal equalization systems (OECD, 2002:54).

Land use planning in Switzerland is framed by national law, but the actual planning of land use lies within the responsibility of the Cantons, which is to some extent transfer responsibility to communities. The central planning instrument is the Cantonal structure plan, while on the cantonal level; the main distinctions are made in terms of construction area, infrastructure, conservation areas etc. The communities are responsible for defining the detailed land use as agricultural land, recreation area, infrastructure, conservation areas (on community areas) etc. The cantonal structure plan is currently under revision, it will be obligatory for another 15 years (Schmid and Jahrl, 2014). For land registration, the regulations, set-up of offices and districts, the appointment and the compensation of land registrars lie in the competence of the Cantons. The Confederation supervises the Cantons through the Federal Office of Land Registration and Land Law with approximately 5 employees. Some of the smaller Cantons maintain a single cantonal land registry office, while in 18 Cantons, there are offices per one or several districts, or even per municipality resulting in a total of approximately 350 cantonal or regional land registry offices (Daniel and P. Williamson, N.d:7).

#### **2.4.3. The experience of local government in South Africa**

The Constitution of 1996 Mandated south Africa local government in order to render: democracy and accountability for local communities/community; ensured and sustainable service, protection of environment and encourage participation of communities in local government (Kauza; 2007:5-6). In the length of the chapter on local government, the constitution provides the local sphere consists of municipalities covering the entire country and the municipality has the right to govern on its own initiative, the local government affairs of its community. Significant competencies are bestowed on municipalities, protected from full encroachment by the other two spheres. With original taxing powers of property rates and user charges, the majority of municipalities are capable of financial self-sustainability. To facilitate the new economic and political roles of local government, the ruling party (ANC), the government implemented a wide

range of administrative reforms at the local level as well. They created four levels of administration: national, provincial, district, and municipal. There are currently 283 municipalities and the government divides them into three categories based on population inhabited constitutionally, A, B, and C (Gaffney's, 2004; IDASA, 2004; MDB, 2003; RSA, 2003).

The supervisory powers of regulating, monitoring and intervention are significant, and are increasingly being used to ensure financial rectitude. As an important partner in the government of the country, local government has been given a place at the table by being included in all significant intergovernmental relations forums. In many aspects, local government has become an essential element of the South African system of decentralization. By creating large, often viable, municipalities which can exercise significant powers (and have the capacity to generate revenue), at least some municipalities have made self-governance possible. Whereas provinces are often seen as mere administrators of policies and funds generated by the national government, municipalities have the competence and resources to give direct effect to local preferences. But differently, without the entrenchment of local government, South Africa would be very much a centralized state (Nico Steytler, 2005).

In South Africa Land is possessed together by the government and the private sector, the most important goes to the private sector. Land is transferred to different users either by perpetual or lease sale. In general, as the country follows the market oriented economy, more of the land marketing is undertaken by the private sector (Melaka and Eyasu, 2016). Land marketing is taking place based on the current demand situation; however, transfer of land use rights is accomplished through freehold sales and leasehold sales. In freehold sales, land marketing is taking place among buyers and sellers on the source of demand and supply principles of the market. Moreover, land ownership rights are transferred to the buyers perpetually with no time limit. Leasehold sale is also another method of transferring land to users within a limited time whereby transfer of land use rights is accomplished on the basis of market principles (Ibid).

However, in South Africa, where historical redress is required, land is expropriated and/ or public land is developed for housing purposes with ownership being transferred to an individual owner. The land restitution process also requires the expropriation of land, which is transferred to individual or group owners. Expropriations are not taking place in South Africa to facilitate

unscrupulous private gain. Rather, this occurs overwhelmingly within the public interest in a unique context. This is notwithstanding the major challenges being experienced in the land restitution programme such as delays in implementation, project failure and corruption (Kitchin and Ovens, 2013). In South Africa, expropriation is a difficult option for the acquisition of land. Often there is the public perception that compensation offered by the state is insufficient. The rate of compensation may vary depending on the location. In addition, the efficiency and effectiveness of different authorities may have impact on price (Ibid).

In South Africa, both pricing and decision making is accomplished in accordance with market forces, which is determined with the interaction of demand and supply situations. For marketing of leasehold sales and similar properties, however, four types of price rating are used: market approach, capitalized income approach, residual value method and summation method. Of these methods, residual and marketing methods are widely applied. Locality and location, land use function, material and size of property and topography are the factors considered as an input for land price rating. Finally, price rating is decided by the government, financial institutions and professional experts. The middling lease period in South Africa has been at present ranges between 20 to 30 years, leading to a limitation in issuing title deed. Hence, the title deed is given to those lease contracts serving a contract period of 10 years and above only. Moreover, the lease can be renewed if the land is not needed by the lesser. If the city administration requires the land for the public use (for such as sport center or expansion of the town), it has the right to take the land via compensating for the land and its related developments. Payment of lease price is accomplished through upfront and on monthly basis and is completed in ten years period of time. The monthly payment is enacted by law to be renewed within five years of time interval (Melaka and Eyasu: 2016).

## **2.5. The interdependence good governance with land management**

Governance by and large encompasses all feature of the way a country is governed, including its economic policies and regulatory framework. Good governance encourages the rule of law and guarantee that political, social and economic main concerns. Based on broad consensus in a society and voices of the poorest are pay attention in decision-making over the distribution of resources (Alain Martin: 2012).

Governance in land management is becoming a key issue in many countries, as land management, particularly in developing countries, grows increasingly at risk to corruption and rent-seeking. Corruption and rent-seeking are much connected with poor governance in developing countries where control over land rights is used as a means of build up and dispensing political and economic power and privilege through patronage, nepotism and corruption (FAO, 2007). Land governance is also related to growing insecurity in property rights and a high level of bribery and corruption in land administration activities, especially in the developing world (Arko: 2011). Good city governance is crucial to the urban poor residents. Governments can help shrink poverty and disparity through strategies that support initiatives of the poor, but authoritarian policies and actions can also make worse poverty (Devas: 2004).

Studies conducted by researchers (Antwie, 2000; Burnes and Dalrymple, 2008) in developing the countries have witnessed that cities are not capable to provide affordable urban land in adequate quantities, particularly for the urban poor dweller, because of inefficient and ineffectiveness of land management. Regarding this, Burnes and Dalrymple (2008:2) pointed out that weak governance will affect the poor in particular and may leave them marginalized and out-of-the-law. Good governance in land management is fundamental to attain good governance in a society. One of the reason for the dominance of inefficiency in public land management is lack of good governance (FIG/World Bank, 2009) has argued that if public authority or the land market be unsuccessful to supply land for housing and economic activities due to weak land governance, it is to be expected to come out informal land market. Therefore, poor governance is the main cause for the in-efficient and in-effective land management in the cities (Rajack, 2009).

Governance can be said good when resources are allocated and have power over in transparent, equitable, accountable, participatory, efficient and effective manner to respond the need of citizen (UNDP, 1997). Good governance has: effective and equitable, encourage the rule of law, political guarantee, social and economic priorities are based on broad consensus in the society and that the voices of the poorest and the most open to be pay attention in decision-making over the allocation of development resources. It is the way in which decisions are made by range of actors that takes in social, political, private and governmental organization and/or

group of persons in addition to their interrelationships. It takes in the first choice of individuals in participating in decision making process as well as how and by whom those decisions are practiced (Arko, et al: 2010).

Good governance is highly dependent on decentralization and local self-administration. It is probably, single most important factor in eradicating poverty and promoting development. Decentralization and strengthening of sub national governments and administrative units are indispensable elements for the successful and efficient resolution of problems and the promotion of local, regional and national development. Therefore decentralization is not the only means of achieving good governance but also the most decisive for this governance (Wilhelm Hofmeister, 2016:8).

The global Good Urban Governance Index (UGI) provide work for the existing urban indicator both to permit international comparisons of urban governance, and to help city administrations develop tools to increase transparency, promote participation, get rid of slums and locked tenure for the urban low economic group. The index is built on the four axes as defined below:

- **Effectiveness:** this also includes efficiency in financial management, delivery of services, responsiveness to the citizen and published performance standards for the service receiver reaction survey.
- **Equity:** this includes unbiased access to the basic necessities of urban life, and pro-poor policy for vulnerable people.
- **Participation:** consists of strong local representative, free and fair municipal elections as well as local elected mayor and participatory decision-making processes.
- **Accountability:** consists of transparency in operational of local government, responsive to the central government and citizen, and promotion of integration, encouragement of institution, anti corruption commission and, independent audit (Taylor, 2006).

## **Conclusion**

The position and function of local government in federal countries recognizes in federal and/ or in state constitution. It recognizes in the constitution that has secure for the existence. Not only position, but also functions recognize in the constitution to be straight forward to resolve conflict comes up between different layers of government. Urban local government/ Municipality carry out its function provided by constitution and delegated from the relevant layer of government by revenue generated by it, transfer from interstate, have a loan from inside or abroad. Supervision and inter governmental relation is decisive role in federalism. These two instrument well and legalized matter practiced the federal system well run to the role intended. if function, position, supervision and inter governmental relation is recognized by the federal and/or state constitution, it is better, well and important for their activity.

In the federation which the researcher considers, land tenure system based on both lease and free hold , the two land tenure system exist intermingle at country meaning to consider all the economy group (low, middle and high). Illegal settlement exist in the federations, which has been practiced a long period of time in the federal system, but mechanism to control and when difficulty take place (regularizing than demolishing) it is important experience for other nation. The challenge regard to illegal settlement is the main cause to deal with specific issue, for instance whether the problem is policy, or not, but they Work in collaborate with different layer of government together.

## CHAPTER THREE

### 3. Urban Land Management in Ethiopia

#### 3.1. Introduction

This chapter discusses the decisiveness of land in Ethiopia. Land (urban and rural) is extremely important resource in nation. It is not only a social asset but also an essential but scarce economic resource. Notably, Land is very much intertwined with people's culture and identity matters (Miller and Eyob, 2008). The history of Ethiopia is highly connected to land, and land takes a central position in the political discourse of the country. Land management provisions are during imperial and Derg usually accountable by national culture. During the pre 1991 periods, the key policy powers over land were centralized. With the advent of federalism and decentralization processes in the post 1991 Ethiopia, the competency over land appears a shared responsibility between the federal and regional state governments. Decentralized land administration is, therefore, a recent phenomenon in the Ethiopia. The aim of the decentralized land administration, among others include local people participation in the decision making processes, promotes participatory and encouraging sustainability offers more efficient and effective administration, and replaces inappropriate centralization management (Sal farina, 2014:2-4).

#### 3.2. Urban land Policy of Ethiopia: Historical Overview

Ethiopia practiced different land policy systems. The period before Derg distinguished as a feudal system where intermingle of private, government, church and communal land holding coexisted. The two prominent kings of the modern Ethiopia: Emperor Minlik and Emperor Haile silassie introduced written land laws (Solomon 1994, Witten, 2007:158; Zemen, 2013:1-2), for this research this period as consider as period of imperial and the other two periods discuss each in the following section.

##### 3.2.1. Imperial Regime

During the Haile Selassie, declaration No. 1 of 1942, was issued generally recognized with make the first move up to date administrative and local government transformations in Ethiopia, although these transformations were of a meticulous kind (UN-Habitat, 2002:87-88).This

declaration explains the power and role of the ministry of Interior in matters related to provincial administration over and above the administration and responsibilities of the Governor-Generals of Provinces, representatives of the central government who used to exercise general supervision over all appointed officials.

The declaration favored a highly centralized form of local government and regarded municipalities and other local institutions as parts of the national system of government. The regime instituted greater centralization of political power and authority, resulting in the dominance of the central government over, and undue interference in Awraja (zone), Woreda and municipal affairs. The declaration defines the status and function of municipalities, the institution of a council composed of appointee representatives and elected residents from property owners and foremost merchants to intentional and guidance on matters dealing development of the city and the benefit of inhabitants more over as fixing municipal taxes and rates. But with this function Municipalities were considered more like delegated units of government administration or field agents of the center instead of true local governments with adequate authority within their territorial jurisdiction (Sisay, 1996, UN-Habitat, 2002:88-89). Article 71 of declaration provided for the status of chief executives of municipalities. These were known as “Kantiba” or Lord Mayor for Addis Ababa and Gondar municipalities, which were designated as chartered municipalities. All other non chartered municipalities were to be headed by Town Officers. It was also stated that the Emperor would appoint mayors upon the recommendation of the Ministry of Interior. Furthermore, except the kantiba of Addis Ababa, all mayors and town officers were made to receive directions from Governor Generals of their relevant provinces.

The political system from experience got a hold, the second declaration No.74 of 1945 greater territorial incorporation and modernization of the country, decree that recognized Addis Ababa as a municipality with defined functions (e.g. road and public security) and ongoing a system of municipal taxation on land. This was a major plan in municipal governance in Ethiopia (Ibid). As part of the modernization drive, the Imperial regime issued to provide for the control of municipalities and townships in a more elaborate manner.

At the imperial period major reform at the time was taken with the issuance of General Notice No. 172 of 1954 that accepted the status of Addis Ababa as a chartered city (UN-Habitat, 2002: 89). The charter gave Addis Ababa its own council with legislative powers on all matters of

policy. The “Kantiba” or Lord Mayor enjoyed the status of a Governor-General of a province and was to act as the chief executive officer and preside over the council. In addition, the city was given special powers, including the authority to issue bonds and to raise capital from domestic and external sources. The city was an exception in this regard because no other municipality was provided with this legal authority. Indeed, all other municipalities of the empire were subject to strict control and supervision by the Ministry of Interior and the Governor-Generals of their respective provinces (Ibid).

### **3.2.2. Derg Regime**

The overthrow of the monarchy in 1974, the military regime issued a series of legislations, which affected the functioning and institutional set-up of municipalities and towns in Ethiopia (UN-Habitat, 2002:89-90). To facilitate this reorganization, the regime took a major policy initiative, after nationalization of rural land without compensation, by issuing proclamation No. 47 of 1975 that provided for the nationalization of urban land and extra urban houses without compensation. After this proclamation all land became the property of the country of Ethiopia. Even the legal rights given to the use of the land were considerably restricted. Although landholders were given a use right in perpetuity, the decisive ownership rested in the government of Ethiopia. No owner could rent, sell, mortgage, or allow their land to be sharecropped, according to the proclamation. The only possible way for land to be transferred was either back to the state or through inheritance within the family (Miller and Eyob, 2008).

The proclamation nominated a new Ministry of Works and Housing and transferred all the functions and authority over municipal administration from the traditional Ministry of Interior to this new institution. To further strengthen the process of municipal restructuring, the Derg regime issued the Urban Dwellers Association Consolidation and Municipalities Proclamation No. 104 of 1976. This law made available for Addis Ababa and Asmara to be go ahead by a Mayor and all other urban centers by town officers. It also provided for the organization of all urban dwellers into co-operative societies of Kebele, Higher and Central UDAs. It advance defined the function of these institutions in urban administration. Accordingly, every town was to be administered by a council composed of elected members and two representatives from the Ministry of Urban Development and Housing (Proclamation No-104/1976).

As part of the Dreg's centralization drive, Urban Dwellers Associations and Urban Administration Consolidation Proclamation No. 206 of 1981 was issued to hand over municipalities and the administration of urban centers to the already established UDAs. Urban dwellers' association shall be, in every urban center in which more than one higher urban dwellers' association, are formed. Although municipal functions that were laid down in preceding legislation were listed as the powers and duties of central UDAs, those powers and duties common to UDAs and those specifically entrusted to Kebele and Higher UDAs were by and large political, and could be categorized as non-municipal functions by their very nature. Furthermore, while the powers and duties entrusted earlier to a chartered municipality: for example, Addis Ababa, were unaffected, non-chartered municipalities were made to be directed and supervised by the Ministry of Housing and Urban Development. Municipal council elections were periodically held and the then Ministry of Housing and Urban Development was to appoint a chairman, a deputy and a secretary from among those elected. The three officers worked on a full-time basis but the council was supposed to act upon both legislative and executive role (proclamations: No- 47/1975, No- 104/1976, and No- 206/1981).

### **3.2.3 EPRDF Regime**

The EPRDF-led government that brought down the Derg in 1991 has inherited the land policy of its antecedent. Even though the new government adopted a free market economic policy, it has decided to maintain all rural and urban land under public ownership (Zelalem, 2014). The new government's core is on an externally-focused economic policy to provide the economic development and enhanced individual situation for its citizens (Miller and Eyob, 2008).

The FDRE 1995 constitution, defines the federal government, the nine states as well as the city governments of Addis Ababa. This level of government is relatively well established whereby the regions are abled with significant resources to finance at least as part of devolved responsibilities. Below the regional level Zonal, Special self administered Zone, District and special District are structured within states depending up on the nature of their diversity and geographical location. In Oromia, urban local governments get legal recognition.(Oromia Regional state Proclamation No-65/2003). In SNNP, Gambela, Amahara, Benishangul-Gmuze Regions Zonal Nationalities structures administration tier follow the state.

### **3.2.3.1. The current structure of Urban Local Government**

The FDRE 1995 constitution and legislation applies to the chartered cities of Addis Ababa and Dire Dawa, all other cities come under the regional statutes. Municipal/urban management and governance was generally neglected area in the federal constitution and Regional constitutional structure in Ethiopia up to 2005(UN-Habitat, 2002:90-91), which was the more problematic since urban growth is speedy. The Ministry of Urban Development and Housing Construction (MUDHCo) run urban land at center, with the autonomy of implement government urban land development policy. The ministry co-ordinate urban land affairs through its Land Development and Managements Bureau uphold ULG with policy implementation, planning, capacity building, in addition guideline formulation and implementation in relation to urban land management. This bureau has to accomplish their activity with three departments namely: a. Land supply, marketing and tenure administration; b. urban land development and renovation and c. urban land information department. In addition, a separate urban land registration agency accountable to the ministry has been acknowledged (Achamyeleh, 2014).The performance of urban land development policies and administration responsibilities at a grassroots level are run by city administrations in accordance with relevant regional legislations. In most urban centers of the country, land-related matters and functions are handled by the agency of urban planning and land administration in the municipal service office. This agency is responsible for making decisions on land use and development tasks, keeping records, underpinning secure tenure and facilitating transactions. The functions performed by city administrations and the instruments available to them are not yet aligned with the tried and tested international practices (World-Bank, 2012). The agency in the city administrations are directly involved in land attainment and discharge processes for different urban development purposes.

The Federal Government structure consists of the House of People's Representatives, the House of Federation, and the Council of Ministers and share out powers and authority between the central government and the nine regional state governments. The role and responsibilities of municipalities as well as their place in the broader realm of administration were not clearly and adequately stated in state constitution (Zemelak, 2011:114). For instance, Oromia regional state Constitution is silent about the recognitions and power of ULG, unrecognized urban local government with national or state constitution leads to insecurity. The major source of tenure insecurity in Ethiopia rests in the fear of a government taking of individual landholdings.

Expropriation is the process by which land can be seized from one citizen and utilized for another government purpose. With the need for infrastructure and investment, citizens dread a takeover of their individual interest in the land to complete these important investments ( Miller and Eyob,2008).

The FDRE 1995 constitution has given for each regional state government has a quasi-sovereign status and has been given considerable powers and authority, including a separate regional constitution, an elected regional assembly, the right to use its own national language in their administration and in schools, its own public administration and own courts. Additionally each regional state has been given the authority to prepare its own socio-economic development plans, mobilize resources for local and regional development and prepare and implement the regional budget. Each regional state government must formally devolve adequate decision-making authority and control over the established local government. Each of the different government levels (including municipalities) has a similar structure: a legislative, judiciary and executive bodies (Samuel 2006:2, Daniel, 2012:2-5). However, land policy of the country has been a reflection of a centralized and top-down approach, which has not taken into consideration the need of the farmers, civil society and businesses (Gebresilasie 2006:2).

In all state, the Bureaus of Urban Development and Construction are held responsible for urban management and development matters within the regional government. All states that have ratified legislation creating urban local government (or city) authorities have adopted an urban governance model that follows the elected council, elected mayor, Mayor's Committee, and city manager system (MUDHCo,2014:29). The regional states subjected the recognition of urban local government proclamations in different times, the Amhara National Regional State was the first to enact such legislations in 2000 (Proc. No 43/2000), followed by the Southern (Proc. No. 51/2002), Oromia (Proclamation No. 65/2003), regional and Tigray (Proc. No. 65/2003) states. All of these four regional proclamations were afterward revised at poles apart time by proclamations issued by the regional governments of Amhara, SNNP, Oromia and Tigray in Proc. No. 91/2003, Proc. No. 103/2006, 2006 Proc. No. 116/2003 and Proc. No. 107/2006, respectively. Afar, Benishangul-Gumuz, Gambela, Somali and Harari states be validated their proclamations in 2007. The current structure of urban LCG as follows:

I. Chartered Cities: Addis Ababa and Dire Dawa, are chartered cities. The two cities, in some ways, enjoy regional state level relationship with the Federal Government. Members of the city cabinet (mayor's committee) who are in charge of city departments are nominated by the mayor and approved by the City Council. Councils in all cities oversee the performance of mayors' committees. On top of council meetings to be conducted every three months, a minimum of four standing committees, each with membership size of 7–13, are established. City-wide long term strategic plans, urban plans and annual budgets require approval of city councils.

II. Urban Special Zone Administrations: This form of local government is found in the four large regional states of Oromia, Amhara, SNNP and Tigray. Cities which have such status are, Adama, Jimma, Hawassa, Bahir Dar and Mekelle cities that have the most significant administrative and/or economic importance within their respective regions. Only two of these city administrations with zonal status, Hawassa and Bahir Dar, have rural populations of 15% and 28.4%, respectively, whereby administrative reclassification that accompanies the expansion of built-up areas entails changes in the residential status of rural populations into urban hence contributing to further increases in the size of urban population from time to time (MUDHCo,2014:29).

III. Urban Woreda Administrations: Also named by the CSA as Urban Woredas, these are the most common form of ULG. Out of the 122 city administrations, 115 were established as urban Woredas. Regarding SECR, 16 of the 27 cities covered under the study were urban Woreda administrations. Of the 16 cities, only Dessie and Kombolcha, cities in the Amhara Region, have rural populations of 16.4% and 24% under their jurisdiction, respectively. Woreda city administrations enjoy a similar level of subsidiarity with established Woreda (district) administrations. They also have legislative, executive and judiciary authority. Members of the Woreda council (city council) are elected via local elections that are held separate from national government elections. Despite the designation of own-source revenues for city administrations as per urban local government proclamations, city administrations are dependent, although to varying degrees, on transfers they receive from higher levels of government that invariably affects their fiscal autonomy (Ibid).

### **3.2.3.2 Function of urban local government**

Generally in Ethiopia, city administrations' roles and responsibilities fall with source of revenue also mean that services and revenues are linked to both functions. The most important municipal revenue sources are: i. municipal rents, including rentals of housing, land, shops and market stalls, administered by ULGs; ii. Lease income generated from land administered by the ULG; and iii. Licenses, fees, and other municipal charges iv. Block grants from regional/Federal Government and local community contributions v. the revenue for financing infrastructure projects came from international development institutions and bond sales by regional governments. Through this revenue local government perform function which assigned through city proclamation and function devolved by federal law to regional state. Functions which are assigned to ULGs by regions through city proclamations include, among others: housing supply, land servicing and supply, supply and quality of water, electricity and telephone services, road construction, road lights, Drainage and sewerages; solid waste disposal systems, poverty reduction, maintaining vital statistics, marriage, birth and death certificates, Abattoir, bus terminals and market places ,Combating soil erosion, landslide disasters and environmental pollution and the key function devolved by federal law to regional state (World Bank group,2015).

### **3.3. Urban land management and Lease policy implementation In Ethiopia**

Land delivery system in Ethiopia has undergone different land tenure systems. This has large under different government regimes. Notable example includes the free hold land tenure system pre 1975, public controlled system 1975 to 1992 and public lease hold system 1993 up to date.Land lease policy a written agreement by which owner of land or a building agrees to another to have a fixed rent payment and period of time. It is a contract agreement granting the exclusive right to possession of land or determinable period /shorter in duration than the interest of person making the grant. The interest created by the grant is formally called a term of years but is more usually referred to as a lease or a lease hold interest (Belechew, 2010).

After the demised of the Derg regime, and changed of socialist ideology, even if did not change the public ownership of land in general, has made important changes on policies of urban land (Araya, 2004:14). In Ethiopia, there are different ways that land use transferring system with several problems has been practiced since 1990s. To tackle this problem, EPRDF leading

government, the urban lease policy has been considered an important change in the evolution of the urban land tenure system. This system was entrenched to encourage investment, provide housing and infrastructure, and control undesired expansion of cities, and contest speculation and non transparent system of plot allocation. In addition, the government expected to accumulate enough money to sprint urban infrastructure and transfer all urban land holdings into this system (Zelalem, 2014). This system has been practiced more than two decade an urban leasehold tenure system by passing three urban lands lease holding laws. This section tries to explain three lease land policies in Ethiopia with case of amendment.

### **3.3.1 .The first Urban Land Lease Policy**

The right to ownership of rural and urban land, as well as of all natural resources, is exclusively vested in the State and in the peoples of Ethiopia. Land is a common property of the Nations, Nationalities and Peoples of Ethiopia and shall not be subject to sale or to other means of exchange (FDRE Constitution 1995 Art 40 (3) pp 13). At the beginning of the 1990s, prompted by consideration of a free market philosophy, a clear demarcation between public ownership of land and individual land-use right appeared and for the first time, an urban leasehold system was introduced in Ethiopia. In 1993, the Ethiopian government enacted the first and new urban leasehold proclamation that may be referred to as the Urban Lands Lease Holding Proclamation No. 80/1993 (Ibid).

This proclamation indicates that the regulation is being applied only to urban land permitted to be held by lease. The land transfers in this system only through tender. However, if an old possessor, with the exception of inheritance, wishes to transfer their use rights, the person to whom the stipulated land use rights is transferred shall hold the land in accordance with the lease holding system. As a result, in Ethiopia, permit (informal) and leasehold (formal) systems co-existed. This resulted in pressure between de jure and de facto rights of urban land. Inconsistency between these versions of the urban land tenure holding system often formed vagueness. This in turn complicated the legal status of the land since it gave rise to competing claims. Therefore, it is expected that standardization of urban land tenure will make for a fair and reasonable allocation of land to citizens (Zelalem, 2014).The main features of the leasehold policy as it relates to urban development include its capacity of application, property rights related to transfer, mortgaging, compensation, and associated duties, ways of acquiring new development

land, manner of fixing rates and modalities of lease fee payment, and duration of lease period proved ineffective (Belachew,2010).

### **3.3.2 The Second Urban Land Lease Policy**

Proclamation No. 272/2002 repealed the first law and declared that any urban land held by the permit system, the lease-hold system, or by any other means prior thereto should be under lease system . The proclamation is intended to meet the ever increasing demand for land, reduce unfair allocation of land and control illegal settlements. However regional governments did not have the expertise nor the long term management skills required to carry out the policy. It is only small part of cities that have cadastral map, so the functions of local government regarding urban land proved to be slow in identifying type of land use (Zelalem, 2014).

### **3.3.3. The Third Urban Land Lease Policy**

The House of Peoples Representatives has passed a new revised urban lease holding proclamation in 2011. Under this proclamation, the prevalence of good governance is assumed to be a fundamental requisite for the development of an efficient, effective, equitable and well functioning market. At this point, it should be admitted that the newly enacted proclamation has made some changes and improvements on its predecessors (Zelalem, 2014).The newly enacted Proclamation No. 721/2011 has addressed important issues that are not covered in previous lease policies such as: failure to push permit holders to make annual rent payments for use rights, the absence of formalizing informal tenure, and consolidation of the permit and leasehold tenure systems. The intent is to create uniformity of the informal settlement of the old possessions with the new, consolidated leasehold system. The new proclamation clearly states that lease payments are provided when informal land settlements are unified with old possessions and are merged with newly leased lands. The effect of transfer of land right or the status of a landholding, in the event of the above two situations, is a lease benchmark price (Ibid).

The third proclamation is completely different from the previous proclamation 272/2002. In the former proclamation land holding by permit was allowed, but the later lease policy and legislation prohibited land holding by permit to residential or for other purpose. Allotment of in urban on bid (auction) basis any person who wants to have Land for residential purpose must compute and registered in public auction. On other hand, this proclamation, by exception to the former lease law in its Article 12, it permits land lease allotment for: office premises of

budgetary government; social service institution run by government or charitable organization; public residential housing construction programs and government approved self help housing construction; place of worship of religious organization, manufacturing industries, use of Embassies and international Organization as per agreements entered into with government, project having special National significance and considered by the president of the region or mayor of the city administration and referred to cabinet, a person displaced due to urban renewal program shall be entitled to a substitute plot of land.

### **3.4. Challenges of urban land mangement in Ethiopian City**

There are different cases of urban expansion which hinder development and Expansion as the government planned. The major factor constraining the urban development are :

#### **3.4.1. Implementation of Urban Land Lease Policy**

Apart from the limited awareness among the general public and the business community about the objectives and mode of operations of the lease system, the key constraints for effective implementation of the urban land lease holding proclamation include: limited capacity on the part of city administrations to prepare sufficient number of appropriately located plots for auction, delays in preparing city-specific benchmark prices to be used as the basis in the determination of lease prices and lack of long term finance for the purchase of land lease holding rights (MUDHCo and ECSU,2015).

The lease policy has practiced no any concern poor and low income group. For this reason, and other political and economic implication, the Ethiopian land policy has been criticized in two ways, the first is the constitution gives free land tenure to the rural resident but it does not consider the Urban dweller citizen; and the second is lease proclamation does not consider the poor and low income peoples. It gives priority for the individuals who have capacity to win the lease bid system. Such a system may question issue of equality among citizens.

The main concern of the government in this system collect money to stretch infrastructure and provide service to citizen ,but Urban speculators profit by selling bare land without adding value to it, and the government has been unable to generate expected revenue (Nega, 2005; Aneleye, 2006; Belachew, 2010).

Data obtained from 12 of the 27 cities shows that, in Dilla, Jimma, Harar, Adigrat, Nekemte, Adwa, Assosa, Hosanna and Bishoftu, the non-lease area is larger as compared to the extent of the leased areas. It is only in Hawassa, Dire Dawa and Gambela that the total area that is exported to be under the lease arrangement is found to be larger than the area of non-lease arrangement. The high proportion of lease land observed in Dire Dawa and Hawassa may be linked to the fact that, apart from being one of the first towns that started implementing the lease system, they are major commercial and industrial centers where land for commercial and manufacturing purposes can only be obtained under the lease system. It is difficult to explain the situation in Gambela, however, as it is one of the late comers as regards the implementation of the lease policy (MUDHCo and ECSU, 2015).

At the beginning the government introduced the urban land lease holding policy in 1993, the assumption was to make it operational in phases, to be started in major cities and eventually scaled-up in other cities. However, its implementation has remained sluggish despite the various modifications made on the policy in 2002 and 2011 (FDRE, 2002 and FDRE, 2011). Municipalities applied the urban land lease holding system in a rather haphazard fashion due to the absence of specialized institutions that would prepare plots for lease holding, determine benchmark prices for land lease, administer lease auctions, keep records of lease transactions, lease payments and real estate properties, etc.

However, the lack of transparency about the supply of land as well as the lease prices negotiations started to be discussed as vulnerable to corrupt practices and city administrations had to reinstate the auction system as the sole modality of land allocation for commercial and industrial purposes as per the urban land lease proclamation re-enacted in 2011. Cities have made attempts to adopt benchmark prices to be used in lease auctions and, amidst a constrained supply of land to be made available for lease auctions, the extremely high lease prices being offered by potential investors have been a bone of contention among the business community and policy makers. Land auctions can be lucrative, with 2014 seeing record bids from real estate development firms of ETB31,110 (USD\$1,590) per square meter for a plot of land in Addis Ababa (Addis Fortune, 2014).

Limitation of key information needed for land management is a major obstacle for a further efficiency increase. There are no street addresses, and cities generally do not have current land use

maps or inventories of vacant land. Moreover, there is some general confusion in cities about what can and can't be expected from the federal cadastre project, and when. The overall system of governance of land management has substantial structural shortcomings. On one hand, it excessively over regulates what land holders can and can't do, and makes it top-to-down (MUDHCo, 2014). As a result, flexibility in land use regimes, which is desperately needed for economic development, is eliminated with all the negative implications for productive land use and re-use. What is also important, this stiff over-regulation is established at the federal and regional levels, while local governments do not have direct control over numerous land management parameters that are local by their nature to mention some starting prices on auctions, types of land uses recognized in land planning documents, parameter of lease contracts, etc. Given this processes, the overarching goal and focus of government should be directed at making land management more effective, efficient, harmonized, and practically contributing toward implementation of public policy goals set by the government regarding economic development, urbanization, and decentralization (Ibid)

#### **3.4.2. Informal settlements**

Informal settlement expansion is a common phenomenon in most of the urban centers, which is linked, among other things, to high population growth rate of cities are experiencing and the mismatch between the increasing demand for land and its formal supply (Daniel, 2011). Inefficiency of units dealing with land management complicates formal access to land, which results in high cost of acquiring urban land from formal channels thus leading to inefficient formal land markets that push toward informality (MUDHCo and ECSU, 2015).

Information which attains from city administration report and from GIS Team about informal settlement even if quietly different: the data acquired from city administrations make known that most of them have been experiencing significant informal expansion. In Dessie, for example, of the total expansion of 7.7 ha in 2013, 6.5 ha were informal. Dire Dawa has the largest coverage of informal settlement 1770.7 ha. Dilla, Shashemane and Jimma are among the cities that have large areas covered under informal settlements with 495ha, 367ha and 265ha, respectively. On the other hand, Axum (0.13ha), Debre Markos (1.0ha) and Assosa (1.5ha) have reported the being of a smaller amount of land under informal settlements (State cities report,2015).The information generated from the GIS analysis also confirmed that urban informality is the phenomenon of all

the cities, although the percentage of settlements identified as informal varied from the highest in Jijjiga (14.4%), Dessie 9.0%) and Harar (8.0%) on the higher side to the lowest in Gondar (0.15%), Debre Markos (0.22%), Shashemane (0.22%) and Wollaita Sodo (0.66%) on the lower side, each having less than 1% coverage out of the total built-up areas (Ibid).

### **3.4.2. Management of Informal Settlements**

In Ethiopia different cities have responded differently to informal settlements. In Addis Ababa (Bole, Yeka and Kolfe sub-cities) there was devastation in 1994, which destroyed 13,440 informally constructed houses. In Ambo, the municipality applied litigation, whereby 412 land related cases were filed in courts during the periods from August 2005 to may 2008. However, resorting to the courts was not as effective as expected since only 22.5% of the cases were settled (Ibid). In Dire Dewa for example, 80% of the informal houses were located in hillsides ,causing deforestation and soil erosion, while some were located in wetlands resulting in their pollution. According to the Regulation NO 3/2004, only houses constructed before 2002 were to be regularized in accordance with aerial photographs of the city and its peripheries taken in 2002 and 1988. Those constructed earlier than 1988 were to be regularized under the permit system. The Urban Land Lease Holding Regulation No. 3/2004 was about to apply for those constructed between 1998 and 2002. The fate of those built during between 2002 and 2006 was to be determined based by a study commissioned by the DDCA , as the period under consideration partly overlaps with the 2005 national election, during which unprecedented expansion of informal settlements in urban centers across the country was observed. The units to be regularized were to be determined as per city's master plan, and no compensation was to be paid for houses to be demolished because they were built on non-residential land use plan (State cities report, 2015, DDCA, 2006 and Simret, 2008).

## **Conclusion**

Urban Land is a scarce and a very important socio-economic and political matter in Ethiopia. The country has practiced different land tenure systems. During the imperial regimes, the land tenure system was modern history (Imperial Haile Selassie) a feudal systems that intermingle with private, government, church and communal land holdings coexisted .The Derg Regime nationalized land state ownership of the same 1974. The EPRDF, on the other hand, has introduced urban land lease policy. The first lease policy was introduced in 1993. It was amended twice since there, in 2002 and in 2011inorder to improve urban land policy implementation. Yet, the policy has got different limitations and has not been implemented as intended. However, the practice in Ethiopia illustrates that proclamations are altered without any earlier evaluation of the strength and limitation of the preceding proclamation (Berhanu et.al, 2015). Also, the urban land lease policy has been criticized in terms of excrcises of the low income people from matching the formal land supply through the lease system.

The FDRE constitution has not explicitly recognized Urban Local Government. Although the federal constitution gives the decentralized land administration to the regional governments, the federal government has kept hold of wide-ranging land policy powers for itself. This has restricted the role of regional and local governments for managing land and implementation of land policies

In Ethiopia, municipalities have statuses and capacities. Except for Addis Ababa and Dire Dawa , urban centers are the creation of regional statutes. Urban centers perform two key functions function which is provided by regional government through city proclamation and function delegated by regional states.

Virtually all urban centers in the federation have faced urban land governance challenge due to informal settlements. To address this problem, the experience ranges from regularirization, demolition and a mix of the so practices. That said, the review of empirical studies showed that the urban centers have not been successful on effectively handling informality (Illegal and squatter settlements).

The challenge is that squatter settlements have no legal right for compensation by the time city authorities designate these settlements as a site for attractive development projects and then

expropriate them. This insecure tenure status of squatters has made the squatter owners not to even comply with informalities. Regard to urban land administration in the case of, the lease law, the federal government legislation not deal the regularization of informal holdings. But some municipalities, for instance Addis Ababa, Dire Dawa and Hawassa, based on prerequisite set by regional and municipal laws to legalize informal settlement as such as Wuzef Serawech (backlog cases) in these cities. The best initiative which practiced in these cities but with certain limitation including it takes long period of time, involved unclear costs.

## CHAPTER FOUR

### **4. Urban Land Mangement Policy implementation in the City of Adama**

#### **4.1 Introduction**

This chapter deals the regional State, the challenge of the city in the region including the study area.

#### **4.2 Context of the Regional State of Oromia**

Oromia Regional state is the largest and most populous in the Ethiopian federation. As of 2007 CSA, the population size of the state was 26,993,933. The Oromo constitutes for 87.83 % of these population of the region while the non Oromos account for 12.17%.The people with Amhara ethnic identity accounts for 7.2% and the remaining are accounted by other ethnic groups having less than 1% each . Besides, 84.7% of the population lives in rural while 15.73% live in urban areas about 67% of the urban population of the region is Oromos (CSA, 2007).

Oromia regional state with its capital city Finfinnee [Addis Ababa] share has physical borderline with seven regional states of the federation of Democratic Republic of Ethiopia, with the exception of Tigray National Regional State. It is geographically divided into twenty (20) Zonal Administrations and 304 districts among these 39 urbans centers are considered either at zonal status or Aanaa (District) status. There were 39 urban administrations prior to 2016. Since 2016, the region has increased Urban Administration with council up to 64 (ONRS Socio-Economic profile: 2017).

#### **4.3. Urban centers and Urban Land Management in Oromia**

##### **4.3.1. The Status and powers of Urban Local Government in Oromia**

The Regional state to implement power decentralization from top to down in urban land policy formulation and implementation specifies through proclamation No-195/2015 bodies which decisive for city development and good governance in addition function, responsibility, accountability and the governance organs of city administration. Those are: the city council, the mayor, the mayor's committee, the city manager other executive bodies and the city court. In the city administration more power is provided to the mayor.

Members of the city council being odd in number and be elected at the city and kebele levels by the residents of the city every five years. The accountability of the council is to resident of city and Regional State Council (Caffee). It has two type of meeting: regular in every three month and extraordinary for special case which calls by speaker, mayor or members of council. Review and approve the socioeconomic, city's plan, budget plan of the city submitted to it by the mayor and follow up its implementation. Decide the tax and service payments and ensure its being collected. Follow up and supervise the land in the city whether it is administered in accordance with the law. Approve the organizational structure of the city administration; decide the structure and work procedures of the executive bodies of the city. Moreover, the city council has the mandate to establish permanent and temporary committees, the city administration council, elect the speaker, the mayor and deputy mayor of the council among the members; approve his appointment, city administration from the members or non members of the council and deliver work performance reports to the residents periodically.

According to of Regional states proclamations Nos 116/2006 and 195/2015 the mayor of a city is appointed by the president of the Regional state from the members of the council or from non member of the council. He/she has the powers and functions to serve as the head and chief executive of a city. Implement the policy, strategy and the laws of the regional state and those enacted at national level and the decisions passed by the city council and the regional state administration council' and cause their implementation, submit performance reports to the council and an organ to which it is accountable. Select members of the administration council and submit his proposal to the city council for approval of their appointment; Select the manager of a city and submit to the city council for , Prepare the plan and budget of the city by discussing with the administration council and submit to the city council; implement or cause their implementation up on approval Organize forums in collaboration on with the concerned bodies so as to enable the people forward their opinions on the plan, budget, work performances and other issues of the city.

The city Administration council: may be established from the members or from the non – members of the city council the number of members of the cities' administration council decided by the city council depending on the recommendation of the mayor. It is accountable to the mayor and the city council. Their function and power to; follow up and ensure the

implementation of laws, decisions and grades made by the regional state and the city council; Manage and organize the government activities performed in the city. Prepare the budget of the city; implement up on its approval. Prepare the social and economic development strategies as well as operational programs of the city; implement same up on approval. Perform other activities which not specified in proclamation, but assigned by the council and mayor (Proclamation No 195/2015).

In addition, proclamation No 195/2015 has describes, the appointment of manger of city varies according to level of city. He/she has the power and functions: serve as an executive of the city municipal services manage and organize the city municipal services develop and submit service delivery indicators and levels to the mayor, assign heads of service delivering bodies of the city, recruit, administer and dismiss employees serving in the service delivering bodies of the municipal city. Make suggestion, to the Mayor, for the establishment of municipal city service delivering bodies and alternative means of delivering different services; implement same when decided. Organize and submit to the mayor, standards and directives of service delivery; prepare and submit to the mayor, the budget and work plan of the budget year of municipality service delivering bodies; receive and entertain the complaints of residents concerning the municipality services; submit to the mayor, periodic work performance and financial reports about services of municipality.

#### **4.3.2. Taxonomies and capacities of urban centers in Oromia**

According to proclamation No 65/2003 there are four grades of cities based on population size: first grade cities are those with population over 90,000; second grade cities have population size ranging from 45,000 to 89,999; third grade cities have population varying from 10,000 to 44,999; and the fourth grade cities are those having between 2,000 to 9,999.

The proclamation No 195/2015 and 196/2016 defines the establishment, level, Power, functions and accountability of the cities. The Grade of the cities of the regional state decided on the criteria the income which the city collects, number of population, total area under the city and seats for different level of government.

The level of city in the state are categorized as: the principal, the higher, intermediate, the growing, the municipality and the growing municipal, city administration. From all level of cities

only the principal city grades, the administration structure to be organized following the city administration are sub city but other grades of city the kebele administration. In addition the proclamation No 195/2015 and No 196/2016 specify all level of cities accountable to their city council, but their difference accountability to administration office. The principal and higher city accountable to regional state president office, The intermediate and growing city accountable to zonal administration office, the left two (municipality city and the growing municipal city) are accountable to district administration office.

Urban local government provides service, development and build adequate urban management capacity as one of the most important and decisive factor for human resource. The civil service in Article 56 of this proclamation No 195/2016 establishes two types of manpower one, those recruited according to merit principle and two those appointed on politics bases.

According to proclamation No 195/2015, the income of the city shall be from revenue and taxes authorized by law, service delivery fees collected from services they render, budget support granted by the regional government, loans and assistances and other which cities generate not mention in the proclamation. The cities also receive disbursement for the function they perform for the regional government and may borrow money from the federal or regional governments as well as from the legally recognized financial institutions with the consent and approval state administration.

#### **4.3.3. Urban Land Management at Oromia Regional state level**

The Federal constitution, enactment of laws and policy making for utilization and conservation of Land and Natural resource is the power of the central government, while land administration and policy enforcement authority is granted to the regional states (FDRE const. Art. 51(5) and 52(2d)). The Regional state constitution article 47 (2c) which states administers land and natural resource of the region in accordance with the Laws enacted by the Federal government.

The Regional state Constitution, Article 76 make out the power and structure of the district are legally recognized. Organs of local government, thus the structures of District have separated in to District Council, Administrative Council, and District Judicial Organ. Regarding to the municipalities, the constitution is silent, particular law establish the powers and structure of city administration. It has amended their constitution three times but the place, function and power of

ULG not define be the serious problem. To hand over this problem the regional state adopt in the earliest Proclamation no 65/2003 which amended at recent 195/2016 enacted by Oromia law that identify the urban local government powers, status and responsibilities of regional state .

The State proclamation No.199/2016 defines the power of urban local government land administration under supervision of Urban and Housing development Bureau. The Bureau has six core processes, ten supportive processes with 238 job position of which 152 are currently occupied. It has the powers and responsibilities regard for following up implementation of policies, strategies, and laws in urban centers of the regional state, present work performance reports of the cities, and prepare directives and working practices. It has power to make sure that urban land is ready for development and projects, issue directives and work procedures which could help to reduce the expansion of illegal constructions in around urban centers and on their boundaries. Undertake studies on the means of minimizing the problem of residential houses in the urban centers , and submit its recommendation to the regional government ,Persons organized in associations for the construction of inhabited houses and other systems of supplying residential houses, on the ways of prices of rents and taxes of house to be decided, work with concerned body for the spreading out of infrastructure developments; give necessary support and supervise that the urban centers go with due respect of the urban plan in a fashionable way; establish a system where by objections and grumbles of service delivery related to urban lands be entertained.

The proclamation gives mandate to Bureau lay down service delivery standards; to build their performance capacities human resource prepare and provide various trainings; follows up , evaluate and control the preparation and performances of work and budget plans periodically strategy and laws of urban development enacted by the government. In addition it has responsibility to coordinates the urban centers; give legal personality of urban ship; gives grade promotion of urban upon representation it acquires; investigation means of expanding the participation of the society on all the activities performed in the urban centers (Proclamation no 199/2016).

Other body, established by the proclamation is Urban Land Development and Management Agency accountable to Urban and Housing Development Bureau with specified powers and duties. It is put into practice or source the accomplishment of the policy and strategy of urban

land management; follow-up and supervise; implement; supply and management of urban land system; execute lease and other laws related to the development and management activities of urban lands and record its completion, supervise the urban land provided for various services to be put into practice in agreement with the law; take lawful measure where limitation be present; entertain the question of urban land as per the lease law and propose to the regional administration council or to the body it represents(Proclamation No 199/2016( 50).

The agency is source the estimation of the compensation for the persons displaced from their land possessions in the urban centers; cause the compensation to be paid for them before they are displaced from their possession; undertake a study and submit to the concerned body to make the payment of compensation to depend on the current market; implement up on approval; Work with the concerned body to enable the persons displaced from their urban lands to be rehabilitated. It is authorized, not alone but with other, for the avoidance of unlawful construction in the urban centers and on their borders; implement the directive and work procedure prepared; follow-up its implementation, supervise; take legal measure (proclamationno,199/2016). From the interview with Ato Debele Danye on June 1,/2018 Director of human resource , it has three cores and six supportive process with 147 job position 79 only employed and the structure goes down to grass-root level (at city administration on level of office and desk at kebele).

Proclamation 195/2016 articles 70 specifies the relationship between urban administration and regional sector offices without, the relationship between Sector offices found in principal and higher urban administrations accountable to their head office found at regional level and urban administrations in which they are established. The offices found in medium and growing urban administrations are accountable to the respective zonal sector offices in which the urban center is found. The harmony or relations undertaken between urban center and districts surrounding the urban centers be carried out by the district administrator and by the mayor of the urban center and be approved by their respective council. Provisions regarding the duty to present report implement or cause the implementation of work instructions and discussions made with higher sector offices regarding the appointment and assignment of heads of offices have affected on urban administration executive organs.

According to the Federal urban land lease Proclamation No. 721/2011 Article 33(1) (2), the regional state powers and duties on urban land is restricted to administer land in all urban centers and to issue regulation and directives necessary for the implementation of it. The lease law proclamation in the region implement through regulation no.188/2016 adopted by region. The proclamation and regulation, without significant difference, it seems copy each other, the regulation identify urban centers on the rank to determine the lease bench mark. To consolidate these Proclamations gives power to follow up the implementation to the Ministry of Urban Development and Construction. The Ministry prepares model, regulations, directives and manuals to be issued for the implementation of the proclamations (proclamation No. 721/2011). Hence it is not only urban land policy and law making but also the federal government through the Ministry of Urban Development.

#### **4.4. Challenges of Urban land Management in Oromia Centers on informal Settlement**

Rapid rate of urbanization has heightened the demand for more land. This has put huge pressure urban land which need well organized decision to harmonize these diverse interests (Alemie, 2015; 105). In case of the Oromia, the information generated from the GIS analysis and report on the states of cities for 25 cities in Ethiopia revealed that the city from Oromia is the second (11.6%) next to Jijiga (14.4%) the percentage of settlements identified as informal. Adama, Shashemane and Jimma are among the cities that have large areas covered under informal settlements with 480ha, 367ha and 265ha, respectively (MUDHCo and ECSU, 2015).

That weak institution and the high land values escort corruption events and informal settlement (Burn and Darlymple, 2008:3). Related to these, (Yiadom 2005; 17) assert that urban laws are often subject matter to continuous change for the reason that actors are misinformed and confused,

## **4.2 Adama City land mangement**

### **4.2.1 Adama: An overview**

Adama was established in 1915 as an urban settlement whereas building the railway from Addis Ababa to Djibouti. It is located 100 km to the south east of Addis Ababa. The derivation of original name of city, Adama, there is diverse point of view but among this before century ago land lord the name Adama Buta has lived in the area. From the interviews of the residents and Culture and Tourism office of city administration the researcher understand the name of the city is derived from this person. To be real the view, the name of city derived from this person, the city administration from nine thoroughfare with name champion persons which play great role for safeguarding Oromo culture and development, in addition, for Ethiopia one main road from Awash bank toward Tadesa Debele building designated by the name of Adama Buta. The original place of city was the plateau to the west of the presente city, the place on which the latest Administrative Center built commonly known by the inhabitant "Gelma Aba Geda" is being constructed. The original location make over the city in fear of accident during undulating of the train, with this consequence the station of train also changed. The pattern of physical layouts of the city had gradually grown to the east direction following the railway line that was stretched from Djibouti to Finfinne[Addis Ababa] .After the end of railway construction ,Adama Sprawled in different directions and the city was able to hold the present shape in due course of time. Adama is the vital city that has road and rail crossing to the sea port (Addisu, 2006).

Adama is the city of migrants, who came following the trade route in search of jobs and livelihood. As a result, it is calm of people of different ethnic origin; most of the migrants are from the agriculturally prosperous area of Shoa, Arsi, and Harrar. Some of them residential and became traders. Others also come every so often to do business on their agricultural products. Physical expansion and demography transformation in by quick population growth are the effects of population through birth, migrant coming in tidal waves from rural areas to urban centers as the result of economic and social necessities those have great influence on population dynamism in the urban areas. Adama Socio Economic, 2016 cited as population and housing census conducted in 2007 the four large ethnic clusters were Oromo (39.2%),the Amahara (34.53%),Gurage(11.8%),Silte (5.02%),Tigre(3.4%),Wolayita (0.9%) means the composition is not only this ethnic group but also there is other small in number. The population of the city had grown-up from 37,583, 45,583, 66,341, 75,000, 108,232 and 127,842 in 1950, 1960, 1970, 1975,

1982 and 1994 respectively. Based on this projected population of Adama together with four sub-urban kebele under the city administration in 2016 were 373,661 bodies (Adama Socio Economic, 2017: 20).

The area of city had grown from 120ha, 1000ha, 3140ha, 3240ha and 13665.50 ha in 1937, 1950, 1968, 1995 and 2004 respectively. From the total land the city administers, 13665.5 ha 40% for the construction of building, 20 % for parks, urban agriculture recreation and mineral resources 10% for business and commerce,10% public facilities,10% for manufacturing and storage, the rest 10% for infrastructure and transportation. However, the Federal government set standard from total land urban local government that posse 40% for building, 30% for greenery and the rest 30% for infrastructure. At recent, one of the major problems of the city is the mismatch urban policy and the strategy of the federal government and practice of the city. The city administration measures take alternative to compromise with standard set by central government. This indicates that Adam city has no power to set standard for its land posses but decided by other (Ibid).

#### **4.2.2. History of Adama Land Administration**

This section discusses the past two regimes and the recent government has played the role of expansion and development of the city. They demonstrate their variation from regime to regime and their difference in the system of governance and the policy they pursue.

##### **4.2.2.1. The Imperial Period**

The basic approach of land distribution during this period (early 1900 - 1974) in principle the king that posses the land distributes to land lord according to the rank and relation to him. Conversely, land lords are freeholders and have the right to sell their land. As a result, it can be considered as land distribution is market based (Addisu, 2006). From the respondents who live long years in the city, the city had no level of administration but locally designated Areda, Gimb, Biqiniq, Gurage sefar and soon. At that period, the city became the administrative center for Yererna Kereyu Awraja, Adama Wereda, and hub of a number of courts, public offices as well as security and armed forces. Emperor Haile-Sillase had given the Biblical name ,after 28 years, in 1944, Nazareth to the city without the participation and consent of the Oromo people (Addisu, 2006 and Adama Scio- economic of city, 2017).

Municipal status of cities with its own local government was given by the proclamation No 74/1944 specific functions and responsibilities. During this period, municipalities were responsible to execute tasks ranging from maintenance of peace and security, promoting public hygiene, and construction, repair and maintenance of water supply, light and roads to define market and area toll and maintaining fire brigades. Even if the city was recognized as legal body, they had a little independence to make judgment in their affairs and but they are not involved in their own plan. Many of their decisions had to be approved by the Ministry of Interior or by the Governor of Shoa province. The decentralization during that period was not the purpose of empowering the city but for the administrative purpose. A peculiar aspect of this period is to representativeness of various ministries, members of municipal council including seven residents who were selected from property owners and principal merchants in consultation with the elders of the city. In terms of securing and maintaining urban quality, this participation of residents may have had positive impact because citizens will act with some sense of ownership of their cities. In the early 1960, master plan was prepared under the minister of interior by two Italian consultants for forty selected cities in the country including Nazareth. The main purpose of this plan was not cover the all city development but it was limited to land use zoning and road system (Addisu, 2006).

#### **4.2.2.2. The Socialist Period**

The Socialist Period (1974-1990) was a new period in the history of urban development and urban legal and regulatory framework. This was the period of socialist political economy, a time when radical measures have been taken to expropriate urban land and extra houses without compensation. The urban regulatory framework was changed by Proclamation No. 47/1975 provided for the establishment of neighborhood associations from the smallest neighborhood administrative unit (kebele) to central town associations, which in turn were accountable to the National Ministry of Urban Development and Housing. As a result of the system Citizens enjoyed only to use right but the government was the sole owner and developer.

Interview with Ato Reshid Jemal Adama City adminstraion urbanaztion process owner and has lived in the city for long period, the city divided into three higher and twenty kebele headed by mayor with powers and functions of the limited to routine administrative activities. This is supposed to be in line with socialist ideology rather than a result of decentralization. In theory,

this can be cited as one of the most favorable administrative structure to build better cities, with the great participation of citizens. With respect to planning the first institution, after Ministry of Urban Development and Housing responsibility was changed, National Urban Planning that deals completely urban planning was established in 1987. It was mandated with power and responsibility of conducting research and development, providing training in urban plans in the country .The institute due to lack of human resource, logistic and finance restricted to prepare yearly for maximum 12 cities and general master plan method was applied. that the researcher used for the study among 70 cities which the institute was set that plan and this plan was revised in 1995 (Ibid)

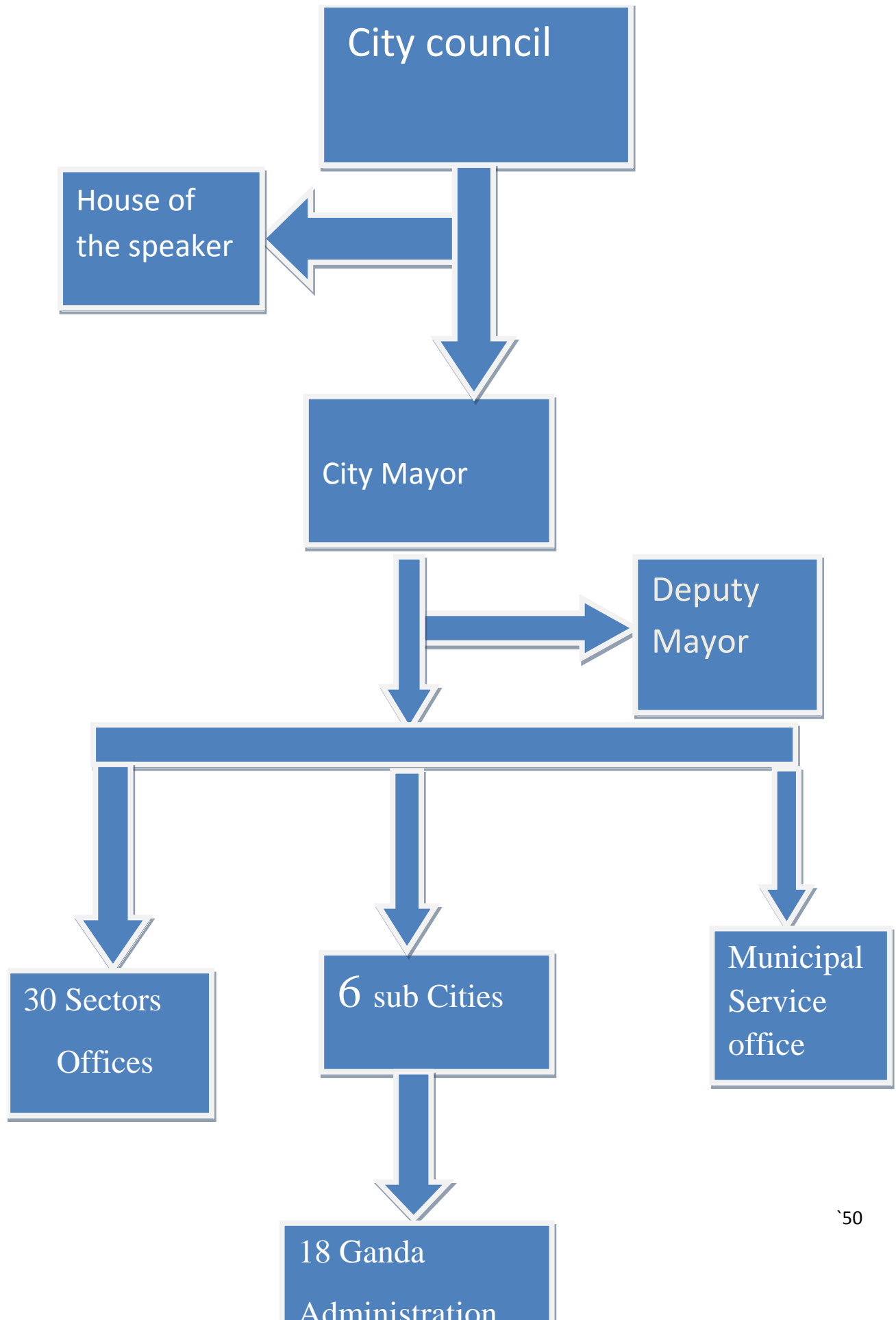
#### **4.2.2.3. EPRDF Regime**

The measure which has taken by the EPRDF become into power regarding to cities re-taking back their original names in place of biblical name. To this effect , Adama was regained back its original /pioneer Oromo language name after 46 years ,in 1992 ,which is historical even for the city. The Ethiopian federal government implement a decentralized administration system. The reform focuses on designing appropriate policy and program on such matters as defining aims, powers, and functions of ULG, improving municipal service delivery and the grading of urban centers (Socio Economic of Adama, 2017).

It had been serving as the capital city of Oromia National Regional State during 2000 – 2005, still serving the capital city of East Shao and Adama Wereda. Nevertheless, there is still central control over local decisions and resources which has a direct impact on transformation processes of localities. According to the FDRE constitution issues concerning land allocation and its distribution is by the central control. In addition, the regional state revised constitution has not been specified the function and responsibility of city administration. The constitution shows the gap between sharing of responsibility of municipalities and kebeles. The City Administration is responsible for the implementation of plans. The current city governance is characterized by the existence of two functions, state and municipal functions, to deliver community services in various areas. All branches of the government structures include legislative, Judiciary and executive bodies and its administration is headed by mayor of the city.

#### 4.2.3. Organizational Structure of Adama City

Adama after Regional state proclamation Number 196/2016 has ranked at principal city with the organizational structure which is list in the chart below. The function, responsibility and accountability of the institution will discuss.



Source: Socio -Economic of Adama city, 2017 and From Interview

#### **4.2.3. 1. The city council**

Members of the city council of city being 81 in number and be elected at the city and kebele levels by the residents of the city. The functions of the council : the issue of city regulation on city matters being reliable with the policy, strategy and laws of the regional state, review and approve the socioeconomic and budget plan of the city ,follow up its implementation, make a decision on the tax and service payments in accordance with the law, ensure its collection , follow up and supervise the land administration in the city ,approve the organizational structure of the city administration, decide the structure and work procedures of the executive bodies of the city, follows up its implementation, establish permanent and temporary committees, elect the speakers and the city administration member and deliver work performance reports to the residents periodically . From the interview, the researcher understands the council with all function does not take meeting even ones in a year.

#### **4.2.3. 2. The Mayor of city**

From the interview of the residents, the city mayor is appointed by the president of the region not from the member of council in addition not from the resident of city. He/she is accountable to the president of the region and it also for the city's council whom they do not recognize him/her. It has the powers and functions to: serve as the head and chief executive of a the city, implement the policy, strategy and the laws of the regional state and those enacted at national level and the decisions approved by the city council and the regional state administration council's and cause their implementation, submit performance reports, select members of the administration council, selecting the manger of city and the head of sector offices supervise and evaluate their activity. The mayor of city holds too much power without nomination of the resident.

#### **4.2.3. 2. The Manger of the city**

The manager of the city prepares the plan and budget of the city by discussing with the administration council and submit to the city council; implement or cause their implementation up on approval, organize forums in collaboration on with the concerned bodies so as to enable the people forward their opinions on the plan, budget, work performances and other issues of the city. Perform other activities assigned to him from the city council; Office of the president. He/she performs all activity in the city administration with regard to the municipal activity, elected and supervises by the mayor.

### **4.2.3. 3. The City Administration**

The city Administration council is 32 in numbers (31 sector offices which perform state function and one which is the head the municipal) established from the members or from the non members of the city council. It is accountable to the mayor and the city council. It has the power and functions to; follow up and ensure the implementation of laws including urban land, manage and organize the government activities performed in the city. Prepare the budget of the city and the social and economic development strategies as well as operational programs of the city; implement up on its approval. In addition, it performs other activities assigned to it by the council and the mayor of the city.

### **4.2.3. 5. Sub Cities**

According to Oromia Regional state proclamation No 196/2016 only the principal city establish sub city, on mandate of this, according to the interview , Oromia Regional State Urban and House Development Bureau the official the study area the first city in the Region exercise the proclamation. It has set up six sub city; organize office, human resource with office facility has been in function by the side of 2017. The organizational structure arranged next to city administration operating only through executive body and its functions delegated by the city administration. The establishment of sub cities realize that beyond the minimum requirement set by the proclamation in population size and merging with minimum three and maximum four Genda together.

Table 4.1: below indicates the name of Sub city, merged kebeles (Gendas) and the number of people which live with area hold.

Name of Sub city	Genda merged	Population size	Total Area in Ha	Population density/hectare
Bole	Dhadacha Arara	64,508	3,549.1287	18.1757
	Goro			
	Deka Adi			
Dabe	Dabe soloqe	61839	2319.2854	26.66
	Dhangaftu			
	Cafe			
Abba Gadaa	Gurmu	61543	217.2977	283.22
	Bedhatu			
	Oda			
	Gadaa			
Denbela	Degaga	69019	2669.3032	25.856
	Irrecha			
	Melka Adama			
Lugo	GaraLuggoo	62380	2778.6991	22.45
	Boku shenan			
	Biiffa			
Boku	Barecha	54284	1970.8326	27.54
	Migira			
	Boku shenan			

**Source: Field report**

As table 4.1 indicates high population size in Denbela with 69,019 and minimum in Boku 54,284 which is above in the requirement set in the proclamation 196/2016 minimum 40,000 for sub city. When we consider population density extremely uneven, Aba Gadaa sub city at the center of city from the table above on average 283 people per a hectare, it is the most crowded. In

contrast, Bole sub city is, in the periphery, on average 18 people per a hector be living, and it is less crowded than other sub city.

Abbe Geda sub city is the only sub city that created by merging four kebeles. According to researcher's understanding proclamation No 195/2016 article 32(2) with regarding to the criteria set for establishment of sub city the number of kebele merged has meaning difference i.e. Afan Oromo and Amharic language version oppose of the sub city created, this subcity.

#### **4.2.3.6. Kebeles**

The lower/ initial level of Adama City Administration is consisting of 18 kebeles. The institute of kebele is consists of: the Council which is elected by the resident, the administration councils which is elected from council and six in number including chairperson and the third body is social court. Social court who is three in numbers its function is jurisdiction over petty offences, free servant and they have two days meeting in a week.

Table 4.2: Kebeles of Adama city Adminstraion

Name of Ganda	Total population	Total area in Ha	Population density/Ha
01(Goro)	29,021	1591.75	18
02(Migira)	20,731	318.3916	65
03(Gara Luggo)	30,285	332.0968	91
04(Dadacho Arara)	30,886	255.9647	120
05(Degaga)	29,158	355.827	82
06(Gurmu)	10,743	29.942	342
07(Bedhatu)	17,724	47.7247	358
08 (Oda)	16,735	53.677	311
09 (Irrecha)	33,585	475.7542	70
10 (Biiffa)	27,195	194.1613	140
11(Barecha)	28,574	160.6723	107
12 (Gadaa)	16,341	85.954	177
13(Cafe)	16,605	132.938	124
14 (Dhangafu)	32,010	956.7814	33
Boku Shenan	9,879	3304.882	3
Deka Adi	4,601	1701.414	3
Dabe soloke	13,224	1229.566	10
MelkaAdma	6,276	1837.722	3

Source: socio-economic of Adama in 2017 and Field report

Table 4.2 shows about the name of kebeles, size of population, total area and population density of Adama City. It also point out the name given for kebeles, before 2017 the name of 14 kebeles (which listed in table above 1-14) designated in number, later 2017 the name which were called by after number renovate by historical name of the place. Regarding to population size of all kebeles is more than the minimum requirement set by proclamation No 196/2016 article 35(3), 5000 except Deka Adi. The size of population distribution is uneven, for instance Genda Irrecha

is 33,585 that are the biggest and Deka Adi is 4601 which is smallest Population size. The land size of kebele's are not uniformly distributed as the population size. For example, the new emerged Boku Shenan is nearly 3305 ha which is the largest while the old kebele Gurmu is nearly 30 ha that is the smallest in size. Like the other, the distribution of population's density is uneven in kebeles like the sub city. The central part for instance Bedhatu, Irrecha, Dangafu "Adama durii" is the densest kebeles while the peripheral area newly merged kebeles like Boku Shenan, Daka Adi, Dabe Soloke "Adamaa hara'aa" is less dense.

#### **4.3.State of Informal settlement Mangement in the City of Adama**

The house often built using moon twight local known as mana addressaa has been a challenge for urban land mangement in Adama. Regarding to the proportion of planned city expansion out of the total extension of built-up areas, the data acquired from city administrations is revealed that most of them have been experienced significant informal expansion. In Adama, the proportion of formal holding compared to informal expansion is smaller. According report of 2013, the land developed in that year is 60 ha for the formal expansion but the informal expansion is 758.89 ha with the ratio 1:13. The city had been experienced to the highest level of informal expansion that is (1,595.68ha) in 2010, (1,366.01ha) in 2011 and (1, 138.34ha) in 2012 (City Report, 2015). Besides the information from urban land mangement office Adama shows that in 2016 there are 37,000 illegal constructed houses in the city with the maximum informality in Boku kebele.

The city administration to overcome the illegal construction the measure which has taken is over 3,751 constructed houses were demolished in period of five-year, although the demolished construction were soon replaced by fresh ones (Ibid). According to the resident opinion, the numbers of demolished houses were more than this. At end of 2017, the city administration demolished illegal house and those who opposed the demolition strike with fire arm and were injured. For more than 8 hours transport routine were disconnected between Adama and Arsi and the researcher has observed this during data collection

#### 4.4.1. General Overview of the Topic

The general purpose of urban land policy is to sense of balance the resource distribution in recognizing equity and good governance.

Table 4.3: Personal information of the respondent

<b>Occupation</b>	<b>Frequency</b>	<b>Percent</b>
Civil servant	36	44
Merchant	17	21
Mixed Farming	12	15
jobless	12	15
missing	4	5
<b>Education Level</b>		
Post Graduate	8	10
First degree	18	22
College Diploma	23	28
Certificate and Below	28	35
missing	4	5
<b>Gender</b>		
Female	20	25
Male	61	75

To analyze the problem in the research area 100 respondent (81 for questioner and 19 for interview) plan and from these 100% both for questioner and interview achieved. According to table 4.3 that the participants have the following information, in regard to occupation 44 % civil servant, 21 % merchant, 15% mixed farming, 15% jobless and 5% missed.Regard to educational level 10% post graduate , %22 first degree, 28 % College Diploma ,35% certificate and below with 5% missed. Based on gender, 25% female and 75 % male are participating in this research.

#### 4.4. Data Analysis

To identify the role of Adama City administration in the urban land policy making and management for question mention and the respondent response:

Table 4.4: Level of consultation

Dimension	Frequency	Percent
high	1	1
Unknown	5	6
medium	3	4
Low	32	40
Very Low	38	47
missing	2	2

Very high mean Ajenda setting ,forumaltion,adoption,implemantion and evaluation urban land policy making with the fully participation of resident, to be high ,if the policy forumaltion,adoption, implementation and evaluation with participation of resident.Medium adoption, implementation and evaluation with the participation of resident,to be low if the policy implementation and evaluation with the consent of residents and very low if only implementation the participation of residents . Table 4.4 indicate that, the participation of the people before urban land policy formulation respondent response is no response for very high, 1% high, 6% unknown, 4% medium, 40 % low, 47% very low and % 2 missed.This table indicate that resident of Adama people has litile participation in policy making.Ato Biniyam Alemu resident of Boku kebele which have lived long years in the Adama city before urban land policy making the participation of resident didn't see. Ato Abebe Tulu officials of Denbal city respond that for urban land policy making the participation of the resident and official less. .From interview and questionnaire respond researcher understand that the participation of resident in the urban land policy making with out the consent of resident.

Table 4.5: urban administration effectively administers

Dimension	Frequency	Percent
Yes	9	11
no	69	85
I do not know	2	3
missing	1	1

According to table 4.5 indicate that, for question urban administration effectively administers urban land respondent reply 11% yes , % 85 no, 3% don't know and 1% miss. Interview with Ato yared Alemu Resident of Bedhatu Kebele, the city adminstraion has no power for this resaon the land which is has taken in cause of development ask our rigt the city admnstraion the replied we ask our governer and replay, Our compensation decided not by city adminstraion but adopted by other.The response from questionary and interview with resident, City adminstraion officials and lawyer the respose not effectively adminster with various reason including the federal and regional constitution.

Table 4 6: Causes of Inefficiency

Dimension	Frequency	Percent
Lack of Capacity	11	14
Lack of good governancy	15	18
Corruption	9	11
All	46	57

Table 4.6 indicate that ,the causes of their administration inefficiency 14 % lack of capacity , 18% lack of good governance , 11% Corruption and 57 % both lack of (capacity, good governance and Corruption ) .The cause lack of inefficiency of urban land adminstraion in the city mainly independently lack of good governancy,lack of capacity and Corruption but dependently all of three immense impact.From the interview with Ato Selemon Derjeje Adama city land certification and registration office the cause in addition : lack of modern land mangement system , codification and strong planning system and the state by it self does not give less attention for urban land governace.

Table 4.7: Extent of Adama City informed Lease Policy

Dimension	Frequency	Percent
High	1	1
Medium	20	25
Low	57	70
missing	3	4

Table 4.7 indicate that ,the extent of residents of Adama City knowledge about urban land policy special lease clearly, the participant respond no response for very high ,1% high , 25 % medium , 70 % low and 4 % missed .From the the table above most respondent the knowelde abut lease policy 70 % low. From the interview with Ato Fikadu Jaleta resident of Irrecha Kebele the lease means when land has taken from one hectare and above. From questionnaire and interview the researcher understand that the information has about lease poliy very less this indicate policy adopted with very less participation of resident and concerned body.

Table 4.8: Outsource Developed Policy and Ensure

Dimension	Frequency	Percent
Strongly agree	4	5
Agree	8	10
Don't know	10	12
not agree	30	37
Strongly Disagree	29	36

The table above indicate that the city adiminstraion ever outsource to develop urban land policies and to ensure their function, the respond respondent that 5 % strongly agree, 10% agree, 12% do not know, 32% not agree and 36% strongly disagree and 5 % missed.The interview with Ato Reshid Jemal Adama city urbanazition process owner city adminstraion not out sourced to develop urban land policy the cause he talked about that the city administration no power, not willing to do urban policy by other body laws and regulations due to fear. Both the questionnaire and interview reponse imply that policy making process not outsourced.

Table 4 .9: Extent Enacted Bills and Directives Confirm to State Policies

Dimension	Frequency	Percent
Very high	2	2
High	7	9
Medium	23	28
Low	47	58.0
missing	2	3

Table 4.9 point to the degree enacted bills, regulations and directives conform to the government policies and supreme laws, the responded 2 % very high, 6% high, 20% medium, 70% low and % 2missed

The interview with Ato Sheferaw Kassahun Adama High court judge bills, regulation not confirm the supremae law the reason he mentioned the revised regional states constitution article 43 state that the aim of development policies and programmes enhance the capacity of resident of the region to meet basic needs but leas policy and the regulation deny this .From the questionnaire and the interview the researcher understand that the law enacted regard to urban land trouble with the supreme law.

Table 4.10: effectiveness of the urban land policies

Dimension	Frequency	Percent
Don't know	3	4
not agree	27	33
Strongly Disagree	51	63.0

Table 4.10 indicate that : Regard to the effectiveness of the urban land policies for managing informal settlements in the city of Adama the respondent responded: no response for strongly agree and agree, 4% do not know, 33% not agree and 63 % strongly disagree.The interview with Ato Tafese Hailu Bedhatu kebele resident and W/ro Almaz Hunde Irrecha Kebele resident response that lease policy not effcively adminster the reason mentioned informal settlement expansion in the city has greater than before ,as well as Ato Mekuriya Gelan Oromia urban land Development agency Land Certification Process Owner agree with resident opnion. From interview and questioner the researcher understand that urban land policy not effcifully adminster urban land.

Table 4.11: Office has Autonomous Power

Dimension	Frequency	Percent
Strongly agree	3	4
Agree	7	9
Don't know	3	4
not agree	39	48

Table 4.11 indicate that Examination concerning to the Adama land administration office has autonomous power 4 % strongly agree, 9% agree, 3% do not know, 48 % not agree, 33 % strongly disagree and 2% missed. Interview with Ato Hebtu Werkeneh resident of Boku Kebele Adama land office even if autonomous power but no little power at hand the reason talked about, the office discussion regard to urban land and policy with resident alarmed the message as subordinate.

The opinion officials respondent disagree the autonomous power of Urban Land Management office to land administration restricted through the FDRE constitution, precise power to state government and, the state government delegate to urban local government. In addition Oromia Regional state Proclamation No 199/2016 specified urban land under supervision of Urban and House Development Bureau.

Table 4.12: Participation of Stakeholders

Dimension	Frequency	Percent
Very good	2	3
Good	12	15
fair	4	5
Weak	36	44
Very Weak	23	28
missing	4	5

Table 4. 12 indicates that :the respondent opinion on the degree of participation of stakeholders in the process of legislative and oversight (policy making) process 3% Very good, 15% good, 5% fair, 44% Weak, 28% very Weak and 5 % missed.The interviews with the subcity officials , high court judge and the resident disagree the involvement of stakeholders in urban land policy making.From questioner and the interview , the researcher understand that the participation of stakeholders in the urban land policy making is weak.

Table 4.13: Extent Of city adminstraion possess Policy Making

Dimension	Frequency	Percent
High	5	6
Medium	11	14
Low	62	76
missing	3	4
Total	81	100.0

The table above describes the degree of Adama city administration possess the necessary capacity to develop, adopt and implement urban land management no response for very high , 6% high,14% medium 76% low and 4% missed. The interview with Ato Amaan Jigsa, the city administration has no legal power to do this. According to Amaan opnion, even if get opportunity in short period of time no competence in terms of skilled man power and finance.

Table 4.14: Expansion of Illegal House

Dimension	Frequency	Percent
Strongly agree	57	70
Agree	20	25
Don't know	2	3
not agree	2	2

Table 4.14 indicates that, the respondents opinion regard to illegal housing has been expanded in Adama city, 70 % strongly agree, 25 % agree, 3% do not know, 3% not agree and no response for strongly disagree.The interview with residents including lawyer and Officals (Regional and city Adminstraion) articulated their idea illegal house building hastily increased. From

questioner, interview and researcher observation illegal house building locally known 'Mana Adeessaa' expanded.

Table 4-15: Causes of Expansion of Illegal House

Dimension	Frequency	Percent
High cost of lease price	20	25
Lack resident awareness about lease	6	7
Government poor management	13	16
All causes	38	47
Miss	4	5

Table 4.15 shows as: the respondent responded the cause for illegal house built has been expanded in Adama city, 25% high cost of lease price, 7% lack of resident awareness about lease law, 16 % government poor management, 47 % both (high cost of lease price, lack resident awareness about lease law and government poor management) the cause for the expansion .

Interview with the resident s, w/ro Almaz and Yared siyum, inaddation the reason pointed out above the cause for illegal stellement is cost paid for construction and building standard set for the city.

Table 4.16: Method of Illegal Building House Protection

Dimension	Frequency	Percent
Rising Citizens Awareness existing land low	6	7
Demolishing illegal House	63	78
Enforcing the Low seriously	1	1
Distributing Land for residence through allotment	4	5
All causes	4	5
missing	3	4
Total	81	100.0

From table 4.16 understand that, the practice which the urban administration government to look after illegal building houses the respondent replied, 7 % raising citizen's awareness about existing land administration law, 78% demolishing illegal house, 1% enforcing the law seriously, 5 % distributing land for residence through allotment, 5 % (raising citizen awareness, demolishing, enforcing the law and applying allotment) all are means applied to protect illegal house building and 4 % missed.

Interview with officials the major measure which has been taken in the city administration in illegal house built demolishing in some cause legalizing the built house. From questioner and interview the researcher understand the major action took demolishing the built house.

Table 4.17: Willingness of Farmers to Lose Their Land

Dimension	Frequency	Percent
Don't know	3	4
not agree	18	22
Strongly Disagree	60	74

Table above indicate that, The question for farmers which has lived around boundary city are willing to lose their land holding through expropriation, the respondent opinion no respondent responded for strongly agree and agree but 4 % do not know, 22% not agree, 74% strongly disagree.

Table 4.18: Causes of Non Willingness

Dimension	Frequency	Percent
due to unreasonable compensation	23	28
Due to oromo cultures to land	11	14
All reasons are the cause	47	58.0

Table 4.18 indicate that, the respondent response those who is not agree and strongly the reason, the farmers willing to lose their land through expropriation 28 % due to unfair compensation,

14 % due to Oromos culture to land , 58 % both (unfair compensation and Oromos culture to land) and any response for alternative no reason at all

The interview with Ato Shefrew Kashun judges of high court and Ato Reshid Jemal official of city administration Transaction of land in black market and building of illegal housing have interconnection with the escapements of farmers from expropriating their farm land. In sum up, the causes escaping farmers from expropriation is due to unfair compensation and the matter of their culture attachment with land. If farmers do prefer escaping the expropriation, they enforced to go to illegal land market. This illegal land market has expanded illegal housing. From questioner and interview researcher understand that farmers are not willing to loose their land .

Table 4-19: Enacted Policy and Laws Timely Supported by Regulation and Directive

Dimension	Frequency	Percent
Don't know	13	16
not agree	30	37
Strongly Disagree	36	44
missing	2	3

The respondent response the enacted policies and laws are timely supported by appropriate regulations and directives no response for strongly agree and agree ,16% do not know , 37% not agree , 48% strongly disagree and 3% missed .

The Interview (city administration and regional level) officials, the policies and laws are are not timely supported by appropriate regulations and directives due to lack of capacity, in terms of inefficient human resource, insufficient funding, institution which is responsible frequently modify, urban land policy enacted by federal government but regulation and directives enacted by regional state

Table 4.20: Decentralization of Land Administration Power

Dimension	Frequency	Percent
Yes	17	21
No	61	75
missing	3	4

Table 4.20 above indicate that the power of land administration power whether decentralazied to local government or not, 21 % yes, 75 % no and 4% missed.

The interview with officials, city administration has no autonomous power, the only mandate to register, to give ownership certificate which printed at regional level, in addition lease price set at regional state. From questioner and interview researcher understand city adminstraion has no adequate power.

Table 4.21: Institution Responsible For Urban Land Administration Policy Making

Dimension	Frequency	Percent
Strongly agree	12	15
Agree	14	17
Don't know	4	5
not agree	37	46
Strongly Disagree	12	15
missing	2	2

Table above indicate, is their institution (at local and regional level) responsible for urban land administration policy making? The respondent response 15 % strongly agree, 17 % agree, 5% do not know, 46% not agree, 15% strongly disagree and 2 % missed

Interview with Ato Mekuriya Gelan and Ato Abdela Husen there opnion the frequently the institution modify, proclamation by itself cancelled for instance the proclamation 195/2015 state that the mayor of city nominated by council but in practice appointed by the president of the region, overlapping activity in different office ,no clear institution formed regard to the land boundary to rural and urban land. Land development applications of institutions which have

authority of land producing by special laws do not match with municipality's plan and applications and it causes loss of resource and time.

Both respondent of the resident and officials indicate that there is insecure institution which responsible for urban land administration.

Table 4.22: Solution by Government to Benefit the Resident From lease Law

Dimension	Frequency	Percent
Amend the Law	24	30
Repeal the Law	23	28
Enact new policy	34	42

The table above indicate that, the respondent response to benefit the residents from lease law, mechanism government can take as solution 30% amend the law , 28% repeal the law ,42% enact new policy. This indicates that the lease law needs adjustment.

The interview with the residents of city Ato Hebtu Werkneh, Ato Fikadu Jaleta and Ato Tafesa Hailu and Officials, urban land policy decisions have not been made based on the demands and welfare of the wider public, but based on interests of the governing party. This indicate till from transitional government to recent the participation of the citizen very less ,so urban land policy making need strongly consent of public participation .The law has necessitate amendment and to do good to the low economic group and medium economic group urban land provided through allotment and auction .

From questioner and interview researcher understand Adama city administration, like any other urban local governments of Oromia National regional states, has the benefit of land administration power through lease law. But implementing the rules and regulations has its imperfection. The human powers structure of the city administration does not have enough for the service provided. Particularly, Kebeles do not have sufficient man power and structure to satisfy the residents question .

## CHAPTER FIVE

### 5. Conclusion and Recommendation

The main purpose of urban land policies take up on local government with the participation of different public to use common principal and solutions for difficulty and engender the unity of thoughts, targets, strategies and fulfilling public's demands on health and stable urban life (Inam and Bozdag, 2012:3).

#### 5.1. Conclusion

In the research area, the participation of people before urban land policy making is low. Urban Policy which implemented or formulated by state is neither by the participation of residents nor outsourced. The resident service obtains from law which has nothing involvement its expectation and the service which get not suit. So the belief of the city administration is not effectively administer due to lack of capacity including qualified human resource to either effectively implement existing urban policies or to formulate new policy and finance, lack of good governance since law which govern city is not participatory, lack of clarity and not with consent of people, top down policy making approach, corruption, for independently actor of in efficiency while dependently capacity, good governance and corruption.

The policy enacted is not properly organized due to fast turn over and the officials unworried to policy instead daily activity which is given by their leader's, it is not concern about enacted bills, regulations, and directives confirm to the government policies and supreme laws. So the urban land policy prepared at center and implemented at local with weak supervision above. The role of city administration in urban policy making is low. The research results indicate that the dissatisfaction with the demand and supply of urban land in Adama.

Although the federal government through three urban lands leases policy in 1993, 2002 and 2011 is still a gap in the lease law and the policy to resolve the problem weak land governance. The informal settlements (mana addressa) have not shown any sharp decline in city like Adama. On the one hand, the formal and lease system of land supply favors the rich while excluding majority urban poor who could compete in the land market. Hence, the urban land delivery system has suffered from the problem of equity.

At Oromia regional state level land administration power is the responsibility of the Urban and Housing Development Bureau; and Urban Land Development and Management Agency. According to the Regional state Proclamation No 195/2015, the structures go down ward to Kebele administrative level. The powers of city land administration are subordinated under the Regional land management agency. The Oromia Land Management Agency prepares directives to execute the lease law and regulations. City administration land management agency executed the land administration under the supervision of Oromia land Management Agency.

The regional state has a duty to administer urban land issue and regulation and directives necessary for the implementation of this proclamation. In accordance with this legislation, if we observe the power of Regional states and urban local governments in the laboratory of Federalism and the principles of decentralization, their power is impliedly under super vision of the central government. With regard to the land administration, power is vested to Regional government, districts other than collecting land tax; they have not given explicitly administrative power. Moreover, parallel to the district power the urban local government land administration power has not adopted in state constitution.

Any movement concerning land administration is under the supervision of higher officials of state government. ULG cannot independently decide about land management as per the demands of community. In these sense, local communities lack of empowerment for influencing land mangement and controls informal settlement.

The main reasons for the urban local government devoid of game in urban land policy-making are: the constitution not recognizes the urban local government but power is defined by proclamation .The Regional state amends constitution empowering district power but nothing adds power and responsibility of urban local government in the constitution.

Any law concerned to urban land use is enacted under the federal government legislation, ULGs do not have legislative power on land law in accordance with the people demand and administrative context, law and regulations have limited the scope of ULG power on land administration. Actual postion must provided.

## 5.2. Recommendations

Urban Land is the most important and plays vital role in Ethiopia in relation to political, economical and social, based on these and above mentioned findings, the researcher has forwarded a few recommendation for future betterment of the Ethiopian federation under the urban land policy making process:

The most noticeable reason for the inappropriate and ineffective urban administration in local government policy-making action at the researched principal type of city is the undeniable lack of the FDRE and state constitution:

Urban local government responsibility, function and power explicitly recognize like wereda in constitution (more powerful and stabile law). In addition, the government urgently needs to prioritize policy-making capacity building at local government level to ensure that service rendering standards do not deteriorate even more. Innovative approaches to be able to address this predicament local government is facing, need to be considered and implemented. To achieve urban local government policy making need to comply with specific constitutional obligations. If city administration are committed in embracing these principles excellence in local government service rendering can prevail.

In federal and state constitution article 40 (4, 5) stated the farmers and pastoralist provided land without payment parallel to this means and method of urban land distribution stated clearly. For serving the people at grass root level desires autonomous power devolution without interference. Power decentralization has been utilized to serve the people at locality.

- I. Promote citizen participation in Urban Policy making: Most urban policies and regulations that are subjected at different times are not based on sound studies of the urban realities of the country. What is worse they tend to lack clarity and are prone to very wide valid accepting. To apply and implement policies it takes time and consume more resource but for stability and health life of urban area in urban land policy making (before and after) the resident, stakeholders, consultant and concerned body is clearly participate.
- II. Limit the turnover and qualified human resource: the salary paid for professional in urban land mangement office which is in the Oromia regional state Agriculture

Research institute with profession structure including fringe benefit (house allowance, Internet, phone, Fuel payment). For professionals in the principal cities training in the urban land policy making and implementation seminar, short term training including long term training with collaboration of university at one venue to keep on a period and to reduce risk with that happens during they work perform as medical profession.

- III. The Oromia regional state through proclamation No 195/2015 article 60 establish association of cities through this organization must co-operate with one another through regional state assistance and support put in place model of principal cities urban land policy making.

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## **Interviews**

### **1. Interview with Adama city Resident and Officials**

Interviews, with Ato, Biniyam Alemu, Boku Kebele Resident, March, 10, 2018

Interviews, with, Ato Hebtu Werkneh, Boku Kebele Resident, March, 10, 2018

Interviews, with, Ato Fikadu Jaleta, Irrecha Kebele Resident, March, 18, 2018

Interviews, with, W/ro Almaz Hunde, Irrecha Kebele Resident, March, 18, 2018

Interviews, with, Ato Tafesa Hailu Bedhatua Kebele Resident, March, 25, 2018

Interviews, with, Ato Yared siyum Bedhatua Kebele Resident, March, 25, 2018

Interviews, with, Ato Tasew Belda, Officials Gadaa sub city land mangement officer, March, 22, 2018

Interviews, with, Ato Abebe Tulu, Officials sub city Denbela land mangement officer, March, 3, 2018

Interviews, with W/ro Sofiya Idris, Officials sub city Boku land mangement officer, April, 13, 2018

Interviews, with Ato Cala Hunde, Officials sub city expert of culture and tourism office, May, 5, 2018

Interviews, with Ato Shefraw Kashun, Adama high court Judge, March, 3, 2018

Interviews, with Ato Reshid Jemal, Adama city administration Process owner of urbanization, March, 10, 2018

Interviews, with Ato Kibek Mesfin, Adama city land mangement office Engineer , May, 8, 2018

Interviews, with Ato Aman Jigsa, Adama city administration Process owner of urbanization, May, 8, 2018

Interviews, with Ato Selemon Dereje, Adama city administration expert of LCRO March, 10, 2018

## **2. Interview with Oromia Regional state level**

Interviews, with Ato Abera Hordofa, Oromia Urban and housing Development Bureau junior lawyer, April, 5, 2018

Interviews, with Ato Mekuriya Gelan, Oromia Urban Land Development and Mangement Agency land certification process owner, April, 8, 2018

Interviews, with Ato Abdela Husen, Urban Land holding Registration and Information Agency Senior Lawyer, May, 8, 2018

Interviews, with W/ro Tigist Lema , Oromia Investment commission officials , April, 12, 2018

Interviews, with Ato Debele Danye on **June 1,/2018**, Oromia Urban Land Development and Mangement Agency Director of human resource.

Annex -1

**Addis Ababa University**  
**College of Law and Governance Studies**  
**Center for Federal and Governance Studies**

Dear Respondents,

This interview questions are designed to collect primary data for the MA Thesis entitled: title **Urban Land Management Policy under the Ethiopian Federation: the case of Adama City.**

I kindly request you to provide accurate information with respect to the following questions on the urban land policy implementation at large and the implementation of the same in city of Adama, Oromia. The answers you give are highly valuable, and the information gathered will be confidential and will solely be utilized for the purpose of this research. I am, therefore, grateful for your attention and for the time you devote.

**Thanks so much in advance!**

**Part I:**

Part I: Personal Information of the Respondents

Please choose and tick in the box provided.

1. Name (optional)\_\_\_\_\_
2. Kebele: \_\_\_\_\_
3. Sex: Male  Female
4. Occupation:\_\_\_\_\_
5. Educational Level:  Certificate  College Diploma  First Degree   
Post Graduate Degree

Part II: Choose and encircle one of the following alternatives for the statements provided.

1. The level of people consultation before urban land policy formulation is.

- A. Very high      B. High      C. unknown      D. Medium      E. Low      F. Very Low

2. Do you think urban administration effectively administer urban land?

- A. Yes      B. No      C. I don't know

3. If your answer for question No-2 is "no", what do you think the causes of their inefficiency?  
A. Lack of capacity    B. Lack of good governance    C. Corruption    D. All three causes

If you have others, please state?

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4. There is no difficulty in the extent of people's participation in their urban land policy making.  
A. I strongly agree    B. I agree    C.I do not know    D.I am not agree    E.I strongly disagree

If your answer for question no 4, "D" or "E" what is your justification?

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5. The residents of Adama city are well informed about lease policy clearly.

A. I strongly agree    B. I agree    C.I do not know    D.I am not agree    E.I strongly disagree

6.Land administration power is adequately decentralized to municipality level in Oromia.

A. I strongly agree    B. I agree    C.I do not know    D.I am not agree    E.I strongly disagree

7. If your answer for question 6 is "A" or "B", has municipality autonomous power?

A. Yes                      B. No

8. If you say "yes" or "no" for question No-7, would you state your justification why you say "yes" or No

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9. The Adama land administration agency has autonomous power.

A. I strongly agree    B. I agree    C.I do not know    D.I am not agree    E.I strongly disagree

10. If your answer for question No 9 "D" or "E" what is your opinion?

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11. If your answer questions No 10 “A” or “B”, state your opinion, why you say autonomous?

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12. Policies and laws which are approved by the legislature are easily accessible to the general public.

A.I strongly agree B. I agree C.I do not know D.I am not agree E.I strongly disagree

13. If your answer for question 12 is “D” or” E”, what do you think is the reason for poor distribution?

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14. How do you weigh the degree of participation of stakeholders in the process of legislative and oversight (policy making) process? A. Very good B. Good C. fair D. Weak E. Very Weak

If your answer is “C” or “D”, would you explain the reason the participation was minimal?

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15. To what extent the urban land policy development is decentralized in the Oromia regional state.

A. Very high B. High C. Medium D. Low

16. To what extent the level of people consultation before urban land policy formulating?

A. Very high B. High C. Medium D. low

17. Is there a clear documented Lease (policy, directive, manual) at your level exist?

A. Yes B. partially C. No

If your answer for question 17 “B” or “C”, why you are not documented?

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18. Municipalities ever outsource to develop policies and to ensure their function.

A. I strongly agree B. I agree C.I do not know D.I am not agree E.I strongly disagree

19. If your answer for question 18 “D” or “E”, what is your opinion?

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20. Urban administration effectively manages urban land.

A.I strongly agree B. I agree C.I do not know D.I am not agree E.I strongly disagree

21. If your answer for question No-20 is” D” or “ E ”, what do you think the causes of their Inefficiency?

A. Lack of capacity B. Lack of good governance C. corruption D. three causes

If you have others, please state?

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22. To what extent the supervision role being undertaken by the legislature is achieved effectively?

A. Very good B. good C. moderate D. weak

If your answer for question No 22 is “C” or “D”, why?

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23. How do you weigh the extent of involvement of stakeholders in the process of legislative and supervision process?

A. Very good B. Good C. fairly good D. Weak

If your answer is for question no 23 “C” or “D”, would you explain why the participation was minimal?

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24. To what extent your municipality posses the necessary capacity to develop, adopt and implement urban land management.

A. Very high B. High C. Medium D. low

25. To what extent residents of Adama City informed about lease policy clearly.

- A. Very high      B. High      C. Medium      D. Low

26. Illegal housing has been expanded in Adama city.

- A. I strongly agree      B. I agree      C. I do not know      D. I am not agree      E. I strongly disagree

27. If your answer for the question No 26 is “A” or “B” what do you think the causes?

- A. High cost of lease price      B. Lack resident awareness about lease law  
C. Government poor management      D. All cases

If you have others, please state?

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28. Farmers are willing to lose their land holding through expropriation.

- A. I strongly agree      B. I agree      C. I do not know      D. I am not agree      E. I strongly disagree

29. If your answer for question 28 “D” or “E” what do you think the cause?

- A. Due to unreasonable compensation      B. Due to Oromos culture to land  
C. All reasons are the cause      D. No reason at all

30. How can the urban administration government protect illegal building of houses?

- A. Raising citizen’s awareness about existing land administration law      B. Demolishing illegal house  
C. enforcing the law seriously      D. Distributing land for residence through allotment      E. All cases

If you have others’ please state?

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31. The enacted policies and laws are timely supported by appropriate regulations and directives?

- A. I strongly agree      B. I agree      C. I do not know      D. I am not agree      E. I strongly disagree

If your answer for question No 31 “D” or “E”, why are not?

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32. To what extent enacted bills, regulations and directives conform to the government policies and supreme laws.

- A. Very high    B. High    C. Medium    D. Low

If your answer is for question no 32 “D” why do you say low conform?

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33. The lease laws fairly served the urban dwellers

- A. I strongly agree    B. I agree    C.I do not know    D.I am not agree    E.I strongly disagree

34. If your answer for question number 33 is “A” or “B”, do you think it has answered the urban dweller shelter demand?

- A. Yes                      B. No

35.If you say for question No 34 “D” or” E”, What is your opinion shelter demand and lease law

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36. All economic group society benefited from the current lease law.

- A. I strongly agree    B. I agree    C.I do not know    D.I am not agree    E.I strongly disagree

37. If your answer for question 36 “D or “E”, which economic group benefited?

- A. Low economic group    B. Medium economic group    C. High Economic group    D.A and B

38. To what extent the supervision function being undertaken by the legislature is performed effectively?

- A. Very good    B. good    C. moderate    D. weak

If your answer for question No 38 is “C” or “D”, why?

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39. There are institutions which are responsible for urban land administration and policy making.

A. I strongly agree B. I agree C.I do not know D.I am not agree E.I strongly disagree

If your answer for question No 39”D” or “E”, what is your view about institution?

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40. To benefit the residents from lease law, what mechanism government can take as solution?

- A. Amend the law                      B. Repeal the law                      C. Enact new policy

If you have other alternative, please mention

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II. Open ended Interview Questions for Key Informants

1. What is the existing problems people’s participation in their urban land policy?

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2. Do the lease policies of the Oromia in general and particularly Adama effectively implemented?

If your answer yes, how? -----  
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If not, what are the main constraints? -----  
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3. If your municipality received support from Federal/ Regional government, did federal and regional government implement any measures to ensure that your municipality performs its executive and legislative powers to develop, adopt and implemented policies?

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4. Do you think there is a need for the federal and regional governments to continue with the approach to make model policies available to municipalities?

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5. What in your opinion (What) is required for effective policy development at urban administration?

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6. Identify possible methods and procedures to improve the process of policy development at local government level.

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7. Would you express your opinion on urban land policy making in Oromia is successfully promoting urban land administration in Oromia principal city?

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8. What role do service providers, consultants for instance, play in the development of policies at your municipality?

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9. What in your opinion (What) are the factors influencing the development on urban land management municipal policies negatively?

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10. In terms of the Constitution all spheres of government in land administration are interdependent and therefore urban administration has an entitlement to assistance from federal and regional government. Does your municipality on request receive any assistance from federal or regional government to ensure that policies are developed appropriately?

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11. Does your municipality possess the necessary capacity to develop, adopt and implement policies? If the answer to the question is “No”, did your municipality implement measures to address the identified capacity problems?

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12. What is your opinion people’s participation in their urban land policy?

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## Unarsiitii Finfinnee

### Kolejjii Seeraa fi Bulchinsattiiti

### Muume Federalism fi Bulchinsa

### Giddu galeessa Qo’annoo Federaalismii

### Questionnaire converts to Afaan Oromo

Kabajamtoota hirmaatootaa,

Bar-gaffilee Qorannoo Deebistootaaf qophaa’e

Qorannoon kun kan qophaa’e Unarsiitii Finfinnee Kolejjii Seeraa fi Bulchisattiiti Muume Federalism fi Bulchinsaa Giddu galeessa Qoannoo Federaalismiitiin dha. Kaayyoon isaas digirii 2<sup>ffaa</sup> guuttachuuf bar-gaaffii barataa Girmaa Hayilee W/madhin gaafilee deebistootaaf qophaa’e dha. Matadureen qoranchaa **“Imaamataa Maanaajimantii Lafa Magaalaa akka Feedireeshin Itiyoophiyyaatti: Qo’annoo Magaala Adamaa”** Kan jedhudha.

### Deegarsa keessanif Bayyee galatoomaa

#### Kuutaa I: Oddeffannoo dhunfaa raga keenna

Filadhati saanduqa kessati malattoo \_\_\_ ka’aa

1. Maqaa (dirqama mitii) \_\_\_\_\_

2. Ganda \_\_\_\_\_

3. Saala : Dhiraa  Durbaa

4. Hojji \_\_\_\_\_

5. Sadarkaa Barumsa: Sartfiketii  Diplomaa koleejii  Digrii

Jalqabaa  Digrii lamaffaa

Kutaa II: Gaaffiwwan keenaman keessaa Filadhaatii irrati marsaa

1. Sadrakaan hirmaanan uumataa Imaamanii lafaa magaalaa irrati osoo seerii hin tumumin qaban

A.Baayyee Guddaa B.Guddaa C. Hinbeekuu D.Gidduu galeessaa E.Xiqqaa F.Baayyee xiqaa

2. Akkaa ilaalicha keesanitti Bulchinsii Magaalaa Gahumsan lafa magala bulchaa jira?

A.Eyyen B.Lakkii C.Anii hin beekuu

3. Deebin gaaffii 2 keesan yoo lakii ta'e, akkaa ilaalicha keessan rakkon hanqinaa maaliffa'aa?

A.Hanqina dandeetti B.Hanqina bulchinsa gaarii C, Malaamaltummaa D.Sababiin sadanuu

Yoo yaada biraa qabaatan ibsaa -----  
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4. Lafaa magaalaa irratti imaaamata baasuuf hirmaana uumataa irraatii gufuun omaatuu hin jiru.

A.Ani Bayyee irraati waliigala B.Irratti waligala C. Hin beekuu D.Iratti waliihin galuu E.Irratti bayyee wali hingaluu

5. Jiratoon magaalaa Adamaa Imaamata lisii hojji irraa jiruu siriti beekuu.

A. Bayyee waliigala B.Irratti waliigala C.Hin beekuu D.Walii hingaluu E Bayyee walii hin galu

6. Motumaa Oromiyaatti Bulchinsii lafaa Magaalaa Mana qopheesatiif angoon gahan keenname jira

A.Baayyee waliigala B.Waliiigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

7. Gaaffii lakkofsa 6<sup>ffaa</sup> deebin keesan A ykn B yoo ta'e, Mani qopheessaa angoo gaha qabuu?

A. Eyyen B.Lakkii

8. Yoo deebin gaaffii lakkofsa 7<sup>ffaa</sup> keessan eyyen ykn lakii ta'e ,deebi keesanif ibsa gabaa osoo keenitan-----  
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9. Waajiri Bulchinsaa lafaa fi manajimantii Magaalaa Adamaa Angoo gaha Qabu.

A.Baayyee waliigala B. Waliigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

10. Deebiin gaaffii lakkofsa 9 keessan "D" ykn "E" yoo ta'e yaadn keessan maalii dhaa?

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11. Deebiin gaaffii lakkofsa 9 keessan “A” ykn “B” yoo ta’e, yaadn keessan maalii dhaa?

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12. Imaamtin fi seerii Seeraa bastootaan bahuu salphaati jiraatoota ni gaha.

A.Baayyee waliigala    B. Waliigala    C.Hin beekuu    D.Walii hingalu    E. Baayye walii hingalu

13. Deebiin gaaffii lakkofsa 12 keessan “D” ykn “E” yoo ta’e, yaadn keessan hanqin tamsaainaf maalii ta’aa ?-----  
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14. Akkamiti madaaltuu sadarkaa hirmaatoota seeraa bastuu fi to’achuu irrati qooda fudhatoota hirmana qaban.

A.baayyee guddaa    B.Guddaa    C. Giddu galeessa    D.Xiqqaa

Deebin gaaffii olii “C” or “D “, yoo ta’e sababiin xiqaachuun isaa maaliif ta’aa?

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15. Sadrkaa hangamitti imaamta lafa magaalaa misomsuuf dirirsuun gadi bu’e

A.baayyee guddaa    B.Guddaa    C. Giddu galeessa    D.Xiqqaa

16. Imaamata lafa magaalaa baasuun duraa umaata marii’achiisuun Sadarkaa hangamittiti

A.baayyee guddaa    B.Guddaa    C. Giddu galeessa    D.Xiqqaa

17. Qabiyeen raga imaamata lisii (Imaamata, Qajeelfamaa, maanwaalii) sadarkaa keessaniti maali fakaataa?

A.Eeyeen    B. Walkaa    C.Lakii

Deebiin keesan gaaffii lakofsa 17 “B” ykn “C” Maaliif hin olkaawaamnee ?

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18. Manii qopheessaa seeraa imaamata basuu fi hojji irraa olamaa isaan to'achuuf qaama alla tiif ni dabrsa.

A.Baayyee waliigala B. Waliigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

19. Deebiin keessan gaaffii lakofsa 18 “D” ykn “E” Maaliif hin olkaawaamnee ?

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20. Bulchinsi magaala gahumsan lafa magala bulchaa jira.

A.Baayyee waliigala B. Waliigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

21. Deebiin gaaffii lakkofsa 20 “D” or “E” yoo ta'e sababiin hanqina maalii ta'uu danda'aa?

A.Hanqina dandeetti B.Hanqina bulchinsa gaarii C, Malaamaltummaa D.Sababiin sadanuu

Yoo yaada biraa qabaatan ibsaa -----  
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22. Sadarkaan to'aannoo seeraa baastuu hangam bu'aa qabeesumaan qaba ?

A.baayyee guddaa B.Guddaa C. Giddu galeessa D.Dadhabaa

Deebiin keessan “C” ykn “D” maaliif ta'ee

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23. Akamiti madaaltuu hirmaana qooda fudhatoota seeraa basuu fi to'aannoo lafa magaalatirati?

A.baayyee guddaa B.Guddaa C. Giddu galeessa D.Dadhabaa

Deebiin keessan “C” ykn “D” maaliif hirmaanan xiqqaatee?

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24. Manii qopheessa keesan seera basuu, foyyeessuu, fi hojjiraa olchuun maanaajimantii lafa magaala hangamii?

A.baayyee guddaa B.Guddaa C. Giddu galeessa D.Dadhabaa

25. Hangamii jiraatonii magaala Adamaa odeefanoo lisii ifaan beekuu

A.baayyee guddaa B.Guddaa C. Giddu galeessa D. Dadhabaa

26. Mani adeessaa magaala Adamaa keessati babalachaa jira.

A.Baayyee waliigala B. Waliigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

27. Deebiin gaaffii lakkofsa 26 “A” ykn “B” sababiin issaa maali sinti fakaataa?

A.Gatiin lizii guddaa ta’uu issaa B.Beekumsii lizii umataa xiqaachuu  
C.Dhadhabinaa Bulchinsa Motummaa D . Hundaa

Yaadaa dabalataa yoo qabatan ibsaa

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28. Qotee bulaan laafa misoomaaf naannoo isaatii oluuf fedhin galkisaa jira.

A.Baayyee waliigala B. Waliigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

29. Deebiin gaaffii lakkofsa 28 “D” ykn “E” sababiin issaa maali sinti fakaataa?

A. Beenyaan kafalamuu gaha ta’uu baachuu B. Adaa Orommon lafarti qabuun  
C. Sabiin lachuu D. Sabiin hin jiru

30. Bulchins lafa magaala ijaarsa Adeesaa akkamiti to’ataa?

A.Beekumsaa jiraatotaa guddisudhan                      B.Ijaarsaa diiguun C.Seeraa humnaan hojji irra  
olchuun                      D.Laafa jiraatotaaf rammadin qoduu                      E. Hundaa

Yaadaa dabalataa yoo qabatan ibsaa

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31. Imaamatin fi seerii bulchinsa lafa magaala yeroon    danbii fi qajeelfamani ni deegarmaa.

A.Baayyee waliigala B. Waliigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

32. Sadrkaan Seeroni, danbiin fi maaniwaaliin bahan heera fi imaamta waliin deema jira.

A.baayyee guddaa B.Guddaa C. Giddu galeessa D.Dadhabaa

33. Seerii lizii haala gaariin umata magala tajaaila jira.

A.Baayyee waliigala B. Waliigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

34. Deebiin gaaffii lakkofsa 33 “A” ykn “B” yoo ta’ee gaaffii mana jireenyaa magaala ni deebisaa  
?

A. Eeyeen                      B. Lakii

35. Gaaffii lakofsa 34 “D” ykn “E” yoo ta’ee waliqunamitin mana jirenyaa fi seera lizii jiddu  
jiruu yada qabdan.

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36. Seerii Lizii hojji irraa jiruu uumataa dinagdee hundaa fayadamaa ni godhaa.

A. Baayyee waliigala B. Waliigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

37. Gaaffii lakofsa 36 “D” ykn “E” yoo ta’ee uumata dinagdee kami keesa jirutuu fayadam  
jeetuu?

A. Hiyeetchaa B. Giddugaleessa C. Dureechaa D. A fi B

38. Sadarkaa hangamitti to'anon seeraa baaftuu serinaan raawwataa?

A.baayyee guddaa B.Guddaa C. Giddu galeessa D. Dadhabaa

Yoo deebin keesaan "C" ykn "D" ta'ee sabaiin maaliif isinti fakaata ?

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39. Qaamn (institiyutin) bulchinsa lafaa fi imaamataa baasuu haala qinda'aa ta'en ni jira.

A.Baayyee waliigala B. Waliigala C.Hin beekuu D.Walii hingalu E. Baayye walii hingalu

Yoo deebin gaafii lakofsa 39 keesaan "D" ykn "E" yoo ta'ee qaamin oganuu maali sinti fakaata?

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40. Jiraaton seeraa lizii irraa akka fayadamn ,tarkaaffiin motummaan fudhachuu qabatuu jeetan

A. Seeraa foyyessuu B.seeraa haquu C.Seeraa har'aa adda ta'e tumuu

Yoo yaada biraa qabaatan ibsaa-----

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Kutaa II

Gaaffii hirmaatoota murtessaan ibsii itti keennamuu

1. Rakkon fi hirmaana namootaa imamataa lafa magalaa irraati maalifaa?

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2. Seerii imaamat liziii Oromiyaa waliigalan, Adaama adumaan gahumsaan hojji iraa olee?

Yoo deebin keesan eeyeen ta'e ,Akamitii ?-----

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Yoo lakii jeetan rakkon maalif sinti fakaataa -----

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Manii qopheesaa magaalaa keesan motummaa feedaralaa fi naannoo irraa deegarsa yoo argatee, manii qopheesaa kun imaamataa fi seeraa baasuu fi hojji iraa haala bu'aa qabeessaa ta'en raawwachuu ni danda'aa ? -----

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3. Haala kanaan duraa tureen motummaan feedaraala fi Naannoo bulchinsa magaalaa tiif moodeela qopheesuun itti yaa fufuu jeetuu? -----

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4. Akkaa yaada kessanitti Bulchinsii magaalaa imaamata lafaa magaalaa bu'aa qabeessaa gochuuf maaltuu barbaachiisa jeettuu? -----

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5. Adeemsa fi maloota laafaa magaala misoomsuuf foyyaa'uu qaban maaliifaa jeetuu -----

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6. Maagala mumee keessati Bulchiinsaa lafaa irratii yaada maali qabduu? -----

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7. Gahen tajaajila fudhatoota fakenyaaf ,qooda fudhatootn, imaamata baasuurati gayeen isaan mana qopheessaa magaala keessanirati maal fakaata -----

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8. Akkaa yaada keessan imaamata lafa magaalaa baasuuf guufun maali isinti fakaata?

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9. Haala heeraa biyaatin lafa bulchurati motumaaleen sadarkaa adda addaatti argaman kan waliiqabatee yoo ta'uu, motuummaan feederalaa fi naanno lafa bulchurati gahee gudaan keennamef jira. Manii qopheessa keessan imaamata lafaa akka baaftuuf deegarsi motummaa feederaala ykn naannoo tin godhameef jiraa? -----

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10. Manii qopheessaa keessan dandeetii fi gahmusa imaamat baasuu, foyyeessuu fi hojji irraa olchuu qabaa jeetan yaaduu? \_\_\_\_\_. Deebin keessan lakii yoo ta'ee, manii qopheessa keessan falaa maalii fudhachaa turee?

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