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**ADDIS ABEBA UNIVERSITY**

**COLLEGE OF BUSINESS AND ECONOMICS**

**DEPARTMENT OF PUBLIC ADMINISTRATION AND DEVELOPMENT**

**MANAGEMENT**

**THE CHALLENGES OF LAND MANAGEMENT SERVICE DELIVERY IN ADDIS  
ABABA: THE CASE OF YEKA SUB-CITY**

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**Addis Ababa, Ethiopia**

**Addis Ababa University**

**College of Business and Economics**

**Department of Public Administration and Development Management**

Declaration I, the undersigned, declare that this thesis is my original work and has not been presented for a degree in any other university and that all sources of materials used for the thesis have been duly acknowledged.

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The Challenges of Land Management Service Delivery in Addis Ababa: The Case of  
Yeka Sub-City

By

Khalid Nesredin Ahmed

Approved By Board of Examiners

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## **List of Acronyms**

<b>AACA</b>	Addis Ababa City Administration
<b>BoFED</b>	Bureau of Finance Economic Development
<b>BPR</b>	Business Process Reengineering
<b>CSA</b>	Central Statistical Agency
<b>CSRП</b>	Civil Service Reform Program
<b>DRC</b>	Democratic Republic of the Congo
<b>EPRDF</b>	Ethiopian People’s Revolutionary Democratic Front
<b>FAO</b>	Food and Agriculture Organization
<b>FDRE</b>	Federal Democratic Republic of Ethiopia
<b>FUPI</b>	Federal Urban Planning Institute
<b>GDP</b>	Gross Domestic Product
<b>GGP</b>	Good Governance Package
<b>LM</b>	Land Management
<b>LMS</b>	Land Management System
<b>MoCB</b>	Ministry of Capacity Building
<b>MoCS</b>	Ministry of Civil Service
<b>MoUDHC</b>	Ministry of Urban Development, Housing and Construction
<b>NUPI</b>	National Urban Planning Institute
<b>ORAAMP</b>	Office for the Revision of Addis Ababa Master Plan Project
<b>SNNPR</b>	Southern Nations, Nationalities and People’s Regional State/
<b>SSA</b>	Sub Saharan Africa
<b>UN HABITAT</b>	United Nation HABITAT
<b>WB</b>	World Bank
<b>WCBS</b>	Woreda City Benchmarking Survey

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## ABSTRACT

*The objective of this study was to assess the challenges of land management services delivery in Addis Ababa City Administration: The case of Yeka Sub-City. Therefore, the study design was descriptive case study. Data was collected from primary and secondary sources. Primary data was obtained through questionnaire from 82 selected respondents (customers) using simple random sampling technique and data from key respondents as such 133 experts and 14 process owners & managers through questionnaires and interviews from Landholdings registration information agency, Title administration transitional period service project office and Land development city renewal sub-city Branch Office. The key respondents were selected using non-probability purposive sampling technique. Secondary data involved reviewing relevant published and unpublished reports, procedural manuals and other relevant documents. Data collected through survey questionnaire was entered in to SPSS for statistical analysis, and data collected through interviews were analyzed using narrative description method. This study found out that the existing urban land management and service delivery process of Landholdings registration information agency, Title administration transitional period service project office and Land development city renewal sub-city Branch offices of Yeka sub-city are characterized by lack of clearly defined legal framework to control illegal settlement, weak organizational structure and implementation capacity, uncontained reforms, inefficient and unsatisfactory service delivery due to long waiting time and poor coordination among the offices, poor or un scientific land use plan and lack of well-organized land information system. The paper recommends on the need for strengthening capacity of the offices to enable them to develop clear and harmonized land policies and guidelines. Intensive capacity building activities should be carried out. Additional activities must also be implemented to promote urban land related services in a transparent, accountable, sustainable, effective and efficient manner with good land governance.*

**Key Words:** *Land Management, Service Delivery and Land Management Service Delivery*

# CHAPTER ONE

## INTRODUCTION

### 1.1 Background of the Study

As a universal truth, land has frequently been the cause of social disorder and extensive efforts have been made to develop systems to administer and deliver land. Whether it is urban or rural, land administration is one of the basic factors for development. Burns et al. (2006), defines land administration as the processes of determining, recording and disseminating information about tenure, value and use of land when implementing land management policies.

As a part of land administration process, accessibility to land is among the critical factors for development and growth. According to (World Bank, 2011) the ability of urban governments to pursue land-use planning including for promoting urbanization and industrialization and to draw on land to generate public revenue are pillars of administrative decentralization that are closely linked to transparency and good governance. It has been expressed in the provision of efficient land related services by the public sector.

Cities in Ethiopia are facing many challenges of land management in which urban land management practices across the country highlights worrying signs and indication of serious problems infecting the system and administration of public land by municipal authorities has been poor and that if the present trend continues it is difficult to acceleration in urban growth without radical change to the system of land management.

Solomon and Mansberger (2003), point out the same indicating land is not put to a very good use, though it holds tremendous promise to reduce poverty and the monetary cost of land registration in urban areas includes bribing and costs of surveyors, their transport, material costs, photocopies, and other costs. It is witnessed that there is an inefficient land management system in those cities due to absence of transparency, accountability, equity, efficiency and effectiveness without which cities could not deliver efficient urban services that can contribute to overall development.

The recent assessment of public opinion on good urban governance in cities, including Hawassa, indicates that urban land management practices attracted an unfavorable public opinion and

corruption, lack of transparency and unfairness in land allocation on the part of municipalities are among the rising list of problems afflicting land administration (SNNPR, 2012). These problems, compounded with inadequate capacity, have totally rendered land management inefficient and ineffective. As it is common in many cities, the land management and service delivery problem also prevails in the city of Addis Ababa. Urban residents, particularly the poor, face severe affordability constraints in access to land and they do not actively participate in the land service delivery processes and, rather regrettably, there are no effective administrative mechanisms in place to engage them in the process.

Public service is the main facet of governance practices in every country, despite its level of development (Ferguson, 2019). Consequently, as productivity is enhanced, the state prospers and shows economic growth. Effective government policies and their proper implementations are the core reasons for prosperity, better government, effective governance, better quality of institutions, and efficient public services for the masses. In developing countries, public services are affected by inefficient government practices, social pressures (population pressures), and political conditions (Zhang et al., 2018 & Zhang and de Dear, 2019). Due to these factors, the quality of institutions is disturbed. The quality of an institution consists of social, economic, legal, political, financial, and cohesion indicators.

## **1.2 Background of the Study Area**

Established in 1887, Addis Ababa has served as the seat of government for different regimes. Following the establishment of the FDRE in 1995, according to Proclamation No. 87/1997, the city of Addis Ababa has been given a chartered city status, administered by an elected council. Politically, the city administration is accountable to the office of Prime Minister contributing to the dual character of the city (as both a Region and a city). The City hosts various embassies, international and regional organizations contributing to the diverse socio – economic characteristic of the city. Addis Ababa has long been the core economic center of the country contributing about a quarter of the country's GDP due mostly its broad manufacturing and commercial sectors. The concentration of financial institution, transport, storage, communication, construction and real estate is higher in Addis Ababa than other urban centers.

According to World Bank (2015) report, administratively, Addis Ababa is divided into eleven sub-cities and 117 woredas and 842 sub-woredas, 9,009 blocks. Administrative power changes every five years following elections. Sector bureaus, agencies and authorities, 18 in total, are established at city level with offices at sub city levels. Duties and responsibilities of implementing infrastructural development, promoting investment, providing economic and social services and perform other regulatory facilities as the case dictates is divided among the bureaus, agencies and authorities.

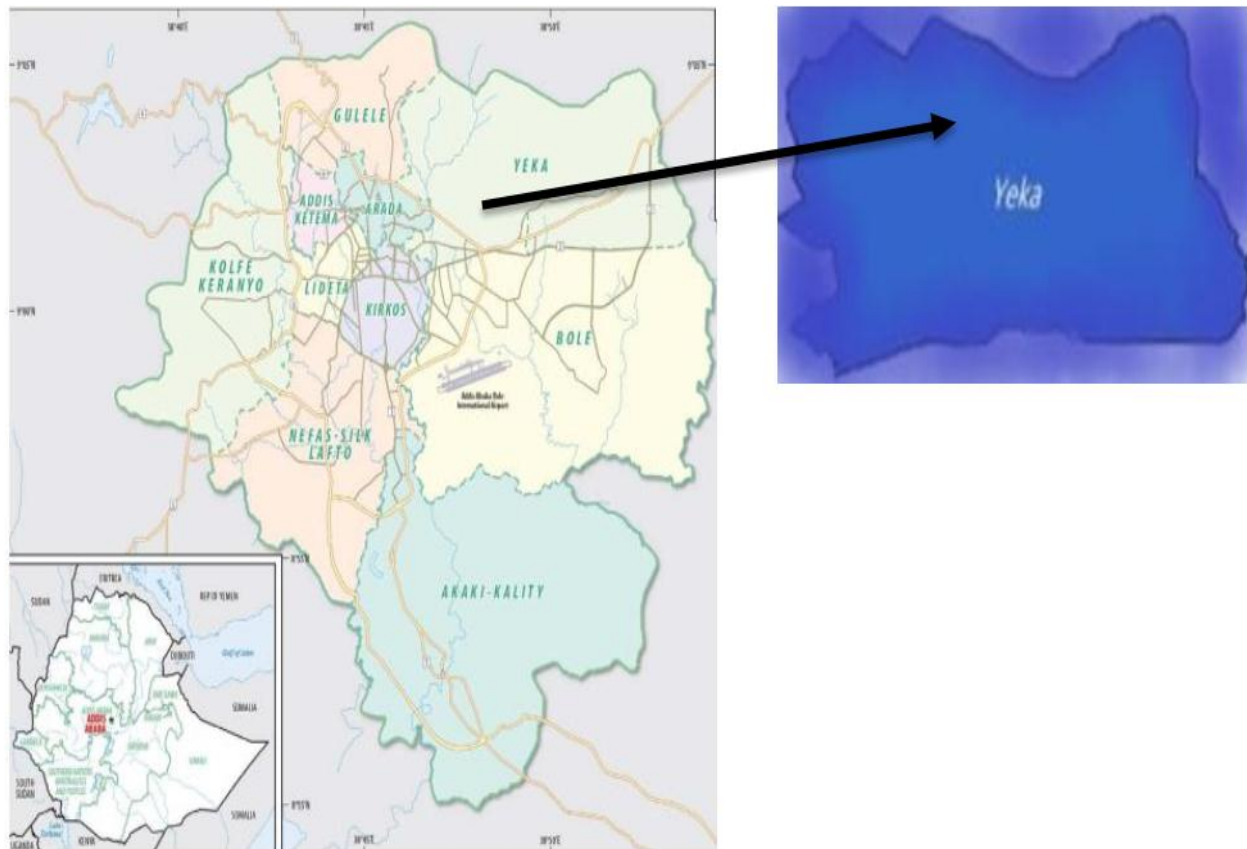
According to (CSA, 2013), the most recent population estimate for Addis Ababa was 3,201,000 million in July 2015 out of which 1,503,214 are male and the remaining 1,698,448 are female. Improved road network is likely to increase the number of commuters, from neighboring towns in Oromia Region, thus the day time population is likely to be higher than stated.

The city account for about 3.71% of the urban population of the country. According to official figures from CSA, the rate of population growth for Addis Ababa is estimated to be 2.1% (for the year 2007-2037) i.e. the population size of the city will double in size in almost 30 years (BoFED, 2014 as cited in World Bank, 2015).

Looking at the age structure of the city, about 24 percent of the population is below the age of 15, while about 29 percent fall within the 15-25 age brackets. Addis Ababa's population is very young with 53 percent of residents below the age of 25 (World Bank, 2015).

The city of Addis Ababa has ethnically diverse. Based on the same report, 47.04 percent, 19.51 percent and 16.34 percent are from Amhara, Oromo and Gurage ethnic groups respectively. The concentration of people ethnically identifying as Tigray, Silte and Gamo are worth mentioning with 6.18 percent, 2.94 percent and 1.68 percent of the population of the city. The city prides itself as being economically and ethnically unsegregated i.e. recent renewal and redevelopment activities are creating gated communities. Yeka sub city, inhabiting 346,484 people, is one of the expansion areas of the city situated at the north part of Addis Ababa. Yeka sub city covers an area of about 8213.1 hectares and an average density of 42.18 people per hectare. Currently the sub city is divided in to 13 woredas, 124 sub woredas 394 sefers and 1,344 blocks.

**Figure 1:-** Map of the Study Area



Source: The World Bank Group, Enhancing Urban Resilience, 2015

### **1.3 Statement of the Problem**

The current legal framework has certain gaps in the implementation process along with certain discrepancies in harmonization among various laws and regulations (World Bank, 2011). This created lack of clarity in the provision of services due to which governance of the institution has become poor. The 2011 World Bank report has discussed on the lack of capacity and resources led to inefficient service delivery and ineffective land management. Weak capacities of the institutions adversely impact the service delivery. Land related technology in the institution has not been implemented which was expected to benefit the sectors like land use planning and infrastructure service (UGGP, 2006 as cited in Wolde, 2014). The central institution does not give clear roles to each institution and may assign responsibilities without considering the capacity of the institutions.

As a result, the institutions cannot deliver what they are expected to. Furthermore, the institutions are suffering from lack of human resources coupled with lack of capacity of existing staffs, which aggravates the situation further.

Similarly, urban development faces considerable challenges in the area of land administration, particularly, regarding land adequacy and allocation efficiency to cater for the needs of the market. Most system of land administration manifests serious inadequacies in their abilities to meet the needs of poor urban population for land tenure security. And the obstacles to improvement are primarily public administration issues rather than technical issues. The Ethiopian urbanization report by the World Bank (2016) indicates that Addis Ababa lag on measures such as land allocation and quality of social inclusion.

Considering all these challenges, the city has recognized the need for reforming the land sector with a purpose to deliver effective urban land related services. In this direction, it has implemented various reform measures including modernizing land administration service delivery with improvement in accessibility to land, enhancing efficiency and timeliness of services (MoCB, 2010) in the areas of land administration which led to several positive outcomes. However, service delivery improvements as a result of land administration reforms have not sustained. Despite the progress made so far, there are still concerns on the achievements of urban land management reforms and there are certain instances where the services have gone back to the pre-reform status (Brown, 2012). These issues have to be attested by further assessments.

Various documents and studies related to this subject were reviewed to identify the knowledge gaps in the sector. For instance, the 2011 World Bank report on options for strengthening land administration was confined to reviewing the existing system of land administration at national level and proposing some alternative options. It didn't cover the satisfaction level of the service delivery from customers' perspective. Melese (2016) also assessed land development and management practices and challenges in Yeka Sub-City, Addis Ababa. However, the study only tried to assess land development and management practices and challenges in Yeka Sub-City by applying good governance principles under the five good governance dimensions.

Similarly, most of the related documents prepared in the area are by practitioners who focused on normative way of evaluating the performance of the sector. Detailed academic studies still fail to analyze the impact of population pressure to provide quality services in urban land sector.

Furthermore, given the flexibility or dynamic nature of the sector and new reform measures introduced at various intervals, it is worthy to conduct scientific research on the sector. In fact, the office is periodically reviewing the performance of the service delivery of the land administration but the sector requires detail scientific research to assess the performance of the service delivery and what factors of population pressure aspect affect it. In addition, it is worthwhile to check scientifically the progress achieved in the service delivery of the urban land sector as a result of the change and reform activities brought by the political transition made from EPRDF to Prosperity Party in the last two years with the objective of assessing customer satisfaction. Specifically, the paper also will try to assess each component of the service delivery system in order to rate the level of customer satisfaction.

## **1.4 Research Objectives**

### **1.4.1 General Objective**

The main objective of this study is to assess the challenges of land management service delivery in Addis Ababa, the case of Yeka sub-city.

### **1.4.2 Specific Objectives**

The study has the following specific objectives:

- To analyze the factors of population pressure has an effect on the land service delivery process;
- To assess the level of customer satisfaction in the area of urban land administration,;
- To analyze the performance of the service delivery in the Yeka sub-city urban land administration office was efficient & effective
- To identify the major challenges faced the sub city in the process of land management services delivery

## **1.5 Research Questions**

Given the above general and specific objectives, the basic research questions that need to be addressed through this study are the following:

- What factors of population pressure has an effect on the land service delivery process?
- To what extent are the customers satisfied on land administration services delivery of the sub city?
- Is the performance of the service delivery in the Yeka sub-city urban land administration office efficient & effective?
- What major challenges faced the sub city in the process of land management services delivery?

## **1.6 Significance of the Study**

The paper will serve as an input for the Addis Ababa city administration, particularly for Yeka sub-city, in the effort of improving urban land administration services. The study will also enable Yeka sub-city land development and management office to identify major factors affecting the land service delivery so as to tackle the gaps by introducing relative capabilities in order to ensure viable service provision and build robust performance by maximizing on already existing capabilities.

## **1.7 Scope of the Study**

Conceptually, the study mainly focused on two priority areas. Firstly, on a more demographic conscious public management in order to adapt land management policy to a changing population pressures and its changing needs as regards urban land management services provision; and secondly on urban land management related services to maintain a high level of service delivery performance, customer satisfaction and resource utilization.

Geographically, the study focused on Addis Ababa City and specifically to Yeka sub-city administration.

## **1.8 Limitations of the Study**

Other than individual respondent's unwillingness to speak about their office situation, unavailability of organized data and data inconsistency among different department units were the major challenges the researcher had faced in the process of collecting relevant information.

## **1.9 Organization of the Thesis**

Chapter one, gives the general background of the study, followed by the statement of the problem, objectives of the study, research questions, significance of the study, scope and limitation of the study. Chapter two is about review of literature, both theoretical and empirical background related to urban land management, service delivery, population, institutional and policy issues and practices of land management. In Chapter three, the research design and methodology used for and while undertaking the study is presented. Chapter four briefly discusses the collected, interpreted and analyzed data of the study. Lastly, chapter five presents the conclusion and the recommendations.

## **CHAPTER TWO**

### **REVIEW OF THE RELATED LITERATURE**

#### **2.1 Urbanization**

##### **2.1.1 Global Perspective**

Urbanization refers to the process of growth in the proportion of population living in urban areas (Sharma, 2006). There is a common understanding among various scholars that basic feature of urbanization is the transition in economic structure to non-agriculture sector from agricultural economies. According to the scholars the basic issues associated with urbanization are high density and diversity of population, high level of spatial and economic interaction, technology based production, and trade of goods and service. Urbanization is always considered as an indicator for development. Sharma has indicated that the notion of urbanization has been linked to industrialization, specialization and consequent economic growth. The recent trend of localization and globalization will have larger effect on the role of urban sectors in the general economies. Hence, while the former is going to promote decentralization and localization of political role, the latter is believed to enhance economic development, which is the initiator for urbanization while making good governance at the heart of urban administration (Tadesse and Shewaye, 2003).

Nowadays, most people of the world are living in urban environment i.e. above 52% in 2011 (UNDECA, 2012). Moreover, the 2011 World Urbanization prospects indicate that most of people will live in urban areas in the 21th century. Around two-thirds of the world's people to be dwell in urban areas in 2025 including the peoples from Sub Saharan African countries. The projection also added that most of this growth will come from developing countries; where currently there is little urbanization and is growing at rapid rate and also the current urbanization level is not matched with their development. Empirical evidences reveal that urbanization process in developed countries has achieved greater structural improvements in the economies. Therefore, there is strong relationship exist between the level of urbanization and development as indicated through Gross National Product (Iimi, 2005).

In the previous period, the governments of most low income countries were influenced to affect the level of urbanization in fear of the problems associated with the process (Tadesse

and Shewaye, 2003). But nowadays, they changed their mind, knowing that it is an inevitable process. They started to focus on how to create appropriate framework and enabling environment to enhance the capacity of urban governments. It brings a change in the government strategy for decentralization and localization of political empowerment.

Generally, urbanization or urban growth can be enhanced by natural increase of population, reclassification and addition of new urban areas due to emergence of new towns, expansion of existing urban areas, and migration (Sherma, 2006). It is considered as an irreversible and continuing process of development. Specifically, rural to urban migration becomes a base for urbanization, wherein people shift from poor to better economic areas. While urban growth is accepted as an inevitable process, the problem faces how good address the interest of the coming people for important infrastructure and services.

### **2.1.2 Current Patterns of Urbanization in Sub Saharan Africa**

African cities are growing at a faster pace than cities in most other parts of the world. However, the current growth rate is neither unprecedented nor does it necessarily indicate rapid urbanization. Urban populations in SSA are growing at 4%. While tempting to assume that this is driven by rural to urban migration, in fact most of this growth results from a high population growth rate. The annual rate of urbanization in SSA in the current decade is 1.3%, which is well below the overall population growth rate of 2.6%. (McGranahan & Satterthwaite, 2014; Miller, 2014). Data for individual countries confirms shows that net in-migration to urban areas was low across most of SSA. Although many people moved into cities, many moved out as well.

The report (Locke and Henley, 2016), also shows that most people in SSA live in urban settlements which house fewer than 300,000 people while the next largest group lives in cities of between one and five million people. The majority of urban Africans are therefore not absorbed into the continent's largest cities; most will continue to reside in smaller cities (UN HABITAT, 2014). In addition, most migrants go to smaller towns and cities, only 25% of migrants go to major cities, with the remainder going to smaller settlements (UN HABITAT, 2014). However, the growth in small urban centers is neither universal nor constant, with many migrants moving in and out of urban areas (so-called 'circular migration') and urban centers themselves growing and shrinking (Satterthwaite, 2006).

Although sub-Saharan Africa hosts few cities that are large by global standards, many countries are characterized by a single large (or ‘primate’) city that are much bigger than other cities and host a large portion of the national urban population (UN HABITAT, 2014; World Bank 2013). Examples exist in all regions of Africa, including Nairobi, Kenya; Nouakchott, Mauritania; Lomé, Togo and Dares Salaam (UN HABITAT 2014). One important reason for this in many cases is that capital cities are perceived to offer better prospects for employment and potentially better services; major cities have received more attention and spending (World Bank 2013).

The report also presents the current area of urban land cover and projections to 2030 for the 15 African countries with the most urban land cover. The five countries with the most urban land cover are South Africa, Nigeria, Ghana, Ethiopia and Democratic Republic of the Congo (DRC). All cities will see their urban land areas cover expand by 2030.

Slum development has resulted from poor approaches to planning and the inability of land administration and governance institutions to keep up with the rapid pace of transition.

Although the current rates of urbanization in SSA are lower than sometimes suggested, the region is expected to urbanize at a higher rate than other parts of the world. Between 2010 and 2050, the number of Africa’s urban dwellers is expected to increase from 400 million to 1.26 billion (UN HABITAT 2014). Africa-wide, the proportion of people living in urban areas is projected to reach 50% by around 2035, and almost 58% by 2050 under a moderate growth-rate projection (ibid). East Africa (which includes South Sudan) was the world’s least urbanized region and is expected to see rapid urban population growth of 5.35% in the coming decade, by far the world’s highest (UN HABITAT, 2014). While there were 20.8 million new urban dwellers in East Africa between 2000 and 2010, at current growth rates there are expected to be 50% more by 2020, and five times the 2010 figure in 2040.

Globally, the largest urban expansion rates over the coming decades are expected to be observed in sub-Saharan Africa, with a predicted 12-fold increase in urban land cover surface between 2000 and 2050 according to some current projections (Angel, Parent, Civco, & Blei, 2010). The biggest absolute growth is expected to occur in countries with large populations and relatively low urban population: Tanzania’s urban population is expected to grow by 61.5 million people between 2010 and 2050; and Ethiopia’s is expected to grow by 41.9 million. Most of this growth

will continue to be in intermediate-sized and smaller cities. The ability of these cities to cope will be in question, given their weak institutional and infrastructure capacity, often below that of major cities. As such, the establishment of informal settlements/slums in new cities will be a constant possibility.

The existence of agglomeration economies does not mean that urbanization will necessarily cause economic output to increase. The benefits of concentration can be offset by negative externalities such as rising congestion, overcrowding, overloaded infrastructure, pressure on ecosystems (such as water courses and air quality), higher costs of living, and higher labour and property costs in cities. By dispersing factors of production, sprawling urbanization increase business costs, reduce productivity and deter private investment (UN HABITAT 2015).

There are also challenges that limit the transmission of benefits of high growth to the poorest, causing severe environmental and health costs and minimizing the potential for social transformation. Unplanned urbanization has resulted in cities becoming more of an environmental and health hazard with significant implications for the poor and vulnerable who migrate to cities in search of jobs. The lack of basic amenities and significant shortage of housing in unplanned and under-resourced urbanization make urban problems acute, leading to more pronounced impacts on health and safety, particularly for the poor and, within that group, women. Over one billion urban residents today live in such poor quality and overcrowded housing that they can be considered to be slum dwellers (Revi and Rosenzweig 2013).

For some authors, the rush of migrants into cities can overburden existing and not fully developed land market institutions and urban management and capabilities, so that formal sector housing and land markets cannot respond with adequate supply in the short-medium term (Henderson 2010). The result is the development and acceptance of a large informal sector, with lack of public facility servicing and public services.

### **2.1.3 Urban Growth in Ethiopia**

Central Statistical Agency (2012) report revealed that about 17 percent of the total population in the country is living in the urban area. Despite the share of urban population is increasing

rapidly, it is very low compared to most African countries including Sub Saharan African Countries (APRM, 2011).

This becomes more surprising as one can see the experiences of other countries which have large populations and smaller per capita income. The levels of urbanization in those countries are very high and sometimes double (World Bank, 2007). But the growth rate of urbanization in Ethiopia is 4 percent which is higher than the average of Africa i.e. 3.6 percent (World Bank, 2007). The higher urban population growth rate of the country may result from the higher population growth rate of the country i.e. 2.4 percent per annum.

According to Geiger and Goh (2012) report on Ethiopia economic update, the economic share of the urban sector is over 58% of the GDP growth as urban sector incorporates industry and service sectors. Another World Bank document (2007) on enhancing human development outcomes through decentralized service delivery has mentioned, unlike to the rural economy, the important nature of the urban sector as it has stable economy than the rural economy. The same document has found out that welfare losses show a great deal of heterogeneity between urban and rural areas and relatively more heterogeneous in rural than in urban areas.

According to World Bank (2015), Addis Ababa is urbanizing at an exponential rate, and is expected to transform into a megacity of a most 10 million people by 2037. Recent growth has been sprawling with low density, with the rate of spatial expansion outpacing the rate of population growth. This has implications for the cost of infrastructure and service delivery, traffic congestion, land management, social inclusion, and overall liability. AACG's institutional capacity and resources are also being stretched thin by the pressures of rapid urban growth, and the city is struggling to provide basic services to all of its residents.

At the same time, the city core has extremely high density (from around 15,000-30,000 people per km), concentrating around 30% of the population on 8% of the land in Addis Ababa, generally with poor living conditions. This high density of population, poor quality of construction materials and inaccessibility of emergency services, contribute to urban fire vulnerability.

The unprecedented rate of growth also puts pressure on the housing sector, especially the lowest income segments. Poor quality housing built in Chika (a wood and mud mixture) makes up approximately 70-80% of the total housing stock. This includes informal housing but also the government-owned kebele housing which was built and extended informally before and while under government ownership. There is a high concentration of poor quality housing in peri-urban areas and some city neighborhoods are comprised entirely of poor quality settlements. Informal and kebele housing is often overcrowded, constructed of poor quality materials, and located in relatively higher-risk areas such as along river banks. All these factors make them very vulnerable to shocks such as fire and flooding. While attempts are being made by the city to provide condominium housing, the demand far exceeds the current supply.

The rapidity of population growth and land consumption, coupled with inconsistent or unavailable data, makes planning and management of growth quite difficult. For example, it was mentioned that the official population growth rate of 3.8% per annum from the CSA underestimated reality; World Bank estimates that population growth will exceed 5% per annum. A variation this large could impact the quality and utility of planning efforts (World Bank, 2015).

Addis Ababa is home to 25% of the urban population in Ethiopia and is one of the fastest growing cities in Africa. It is the growth engine for Ethiopia and a major pillar in the country's vision to become a middle-income, carbon-neutral, and resilient economy by 2025. Addis Ababa's economy is growing annually by 14%. The city alone currently contributes approximately 50% towards the national GDP, highlighting its strategic role within the overall economic development of the country. The city is also expanding in a sprawling manner, with growth in urban extent outpacing population growth. The result of this growth is an estimated 46% of vacant or underutilized land. At the same time, the city center has high density (up to 30,000 people per km), concentrating around 30% of the population on 8% of the land, generally with poor living conditions (World Bank, 2015).

## **2.2 The business process reengineering (BPR)**

The brief review of changes discussed so far helps to link the principles of BPR to the principles of scientific management school, total quality management and systems theory. The Ethiopian government has taken BPR as a panacea for the problems of inefficiency in the performance of

the civil service organizations. Therefore, it is important to discuss the concept of BPR before we discuss its applicability to civil organizations in Ethiopia.

Some corporations began to practice BPR in the mid 1980's before Hammer and Champy developed the theoretical framework during the early 1990s. Many management consultants/scholars, during the 1970s and 1980s, had used operation management techniques to improve the efficiencies of the then business organizations by answering fundamental questions like "why do we do what we do? And why do we do it the way we do it?" For example, Monks (1987: 178) defined *flow process charts* as a tool to "facilitate analysis by asking why each activity is done, and whether it can be improved by eliminating a task, combining tasks, changing the sequences of tasks or simplifying tasks".

These are the same fundamental questions that need to be investigated in today's practice of BPR. Hammer and Champy (1993: 32) defined BPR as "the fundamental rethinking and radical design of business processes to achieve dramatic improvement in critical measures of performance such as cost, quality service and speed." According to Laudon and Laudon (1998: 407), business reengineering is analyzing, simplifying and redesigning the business process to radically improve the cost and the quality of a product or service. The previously discussed literature purports that the theoretical and the methodological foundations of BPR are *scientific management, systems analysis and design, operations management, computer technology* and others. BPR agrees with scientific management school in two aspects. The first is the "rational thinking" that money is the only motivator of employees. For example, according to Hammer and Stanton (1995: 166), the "way to people's hearts and minds is **not through their ears** but through **their wallets**" (emphasis mine). The second is the mechanistic thought that "reengineering is deterministic, not probabilistic." (Hammer and Champy, 1993: 14) excludes the environmental and human factors from the equation of organization design. However, for our further discussion, the fundamental issue to be noted is that system's theory is the foundation of BPR, because the characteristics of systems- input, processing and outputs- are essential at the time of reengineering a business process.

In general, some of the major principles of BPR, as discussed by Hammer and Champy (1993), are integrating horizontal activities end-to-end, organizing the process around the outcome, capturing information at the source, and putting the decision point where the work is performed. These principles can be interpreted into four major areas of structuring organizations. Those are

automation, authorizing the employee, bringing the employee to the front line and provision of services to the maximum satisfaction of customers. Hence, it is essential to elaborate on two fundamental concepts- information control and decision-making power- in the management of organizations.

### **2.2.1 Is BPR MIS solution or organization redesign solution?**

MIS solution and *organization re-design* solution are two options that affect the design of an organization. These options deal with the problem of narrowing the distance between the location of information and the location of decision-making right (Nault, 1998). In a bureaucratic organization, information is found at the operational level of the organization whereas decision-making right is found at the top level of the organization. When information vertically passes from the bottom to the top level of the organization, a tall organizational structure increases information asymmetry where as a flat organizational structure minimizes information asymmetry.

Favoring the MIS solution implies moving the information to the location where decision making right is found. The more the top management wants to control the operational activities of an organization, the more it uses the MIS solution to minimize its information asymmetry. Hence, the top management uses the strategy of MIS solution to eliminate the middle level positions and to reduce the hierarchies of the organization. Consequently, the more the MIS solution is sought the more flat the organization structure becomes. This compels the top management to consider organization redesign solution; delegating more decision making power so that operational managers can make local decision using local information. Favoring the organization redesign solution implies moving the decision making right to the operational level where the information is located. Hence, the choice between the MIS solution and the organization redesign solution rests on how to allocate information and decision-making right together. In general, BPR can deal with finding the optimal point where the top management maximizes control through the application of ICT and where the employee maximizes empowerment through organization redesign solution. In short, the optimal mix of the MIS solution and the organization redesign solution creates a new process - as what Hammer and Champy (1993) called the “hybrid” of centralized and decentralized operations.

### 2.2.2 Venktraman's model for reengineering a business process

Venktraman discussed five levels of the application of ICT in organization design whereas Laudon discussed four stages of organizational transformation (Venktraman 1994, Laudon and Laudon, 1996). In the following part, we discuss the five stages of Venktraman's model that help to determine for what objective and result should an organization implement BPR.

1) **Automation (local exploitation):** Automation refers to the use of ICT to improve the efficiency of employees in offices. For example, consider two interrelated work units- inventory control system in warehouse unit and accounts payable system in accounting unit. Each operational manager can be highly interested in automation to improve the operational efficiency of his respective unit. This is what Venkatraman (1994) called "localised exploitation" of ICT. Tersely, automation is the use of ICT to improve the performance of a particular functional process.

2) **Horizontal integration:** After automating the functional units, the elementary activities are rearranged again to form higher level work process. Venktraman (1994) discussed two major higher-level integration activities in an organization. The first is the technical linkages and interfaces of different systems and applications, which are dealt through ICT. The second is the **business process interdependence** that redefines organizational roles and responsibilities across functional lines. In other words, it is the process of streamlining of the standard operational procedures and eliminating the bottlenecks so that automation can make operating procedures more efficient (Laudon and Laudon, 1998). This leads to eliminating functional boundaries through integrating horizontal activities. For example, performing the sales, store and accounting functions would have required assigning a seller to write invoices, a cashier to receive cash, a store man to record the shipment and an accounting clerk to post the transactions in to their accounts. However, computerizing these functional units allow the system to generate receipt to the customer, to post the sales transactions to their proper accounts when sales transaction occurs; and to prepare financial statements whenever needed. This leads to defragmenting horizontally related tasks and to be done by an employee who has the knowledge of sales, store keeping and accounting. This is why modern organizations prefer generalists to specialists, particularly for operational level administrative works.

3) **Business process redesign (reengineering):** BPR does not imply the application of ICT on the existing business process; but implies a complete renovation of the business process before the application of ICT to avoid the automation of inefficient activities of the process. The major

questions of BPR focus on the rationality of the existing business process, the significant changes taking place in the competitive environment, and the cost of continuing with the existing process (Venktraman, 1994).

4) ***Business network redesign***: This refers to the application of ICT to enhance the interface and to create strategic alliance and cooperation between the participants in the business network. Business network redesign ranges from linking the organization to its customers and suppliers through EDI (Electronic Data Interchange) to creating opportunities for unstructured tasks, for strategic alliance and for knowledge control (Venktraman, 1994). The network technology has eliminated the walls and shortened the distances existing between organizations and has created the opportunity for cooperation and partnership. For example, the technology of business enterprise networking has enabled bank customers to obtain bank services anywhere and anytime they want.

5) ***Redefining the scope of the organization***: The major question here is what role ICT plays in influencing the business scope and the logic of business relationship (Vanktraman, 1994: 83). Scope redefinition involves the rethinking of the mission of the organization, the business it is in, and the network it has with strategic partners and allies so as to bring a paradigm shift in the business activity. If an organization is found either at automation or at horizontal integration level of using Information Technology, that organization is doing BPR to seek efficiency. Hence, the organization is found at the evolutionary level of transformation. If an organization is found at the strategic level i.e. at the stage of network redesign or redefinition of scope, the organization undertakes BPR to enhance its capability and it is found at the revolutionary level of transformation.

### **2.3 Public Service Delivery in Ethiopia**

The public sector in Ethiopia was characterized by weak structures, inefficient services provision, corruption s, poor capacity and the routine neglect of the due process of law in matters of public issue. The government has developed the future vision of the public service and is devoted to turn around the challenges of hindering weak institutional arrangement, outdated working process and system, low capacity, unethical behaviors, and fraud (MoCB, 2010).

Therefore, the government has introduced a series of reform initiatives across the public sectors that focus on enhancing efficiency in service delivery and building transparency and accountability to citizens for meeting service standards. By implementing the reform tools, many results have been achieved to improve the efficiency and effectiveness of service delivery at the national level. Some of the results observed are accessibility, timeliness, cost reduction etc... (MoCB, 2010).

The BPR reports showed that there are service standards for core services and substantial reduction in processing time of the services has been recorded. Processing time reduction has witnessed the most service delivery improvements (MoCIS- ICR, 2013). Service process time was one of the key dimensions of service delivery improvement targeted by the public offices when they implemented the reform tool (World Bank- ICR, 2013). In addition, the data shown that services accessibility has improved in the reform implementation periods. The number of local offices has increased to deliver a defined services (MoCIS- WCBS V, 2013).

BPR looked to be a comprehensive approach which tackled three different dimensions of civil service institutions simultaneously: working processes, organizational structures and human resource in which in principle, it contained the design of the right jobs and assigns the right staff to perform the jobs and the need for a separate human resource management component looked redundant (Belete et al, 2008). However, after its remarkable success, commentators recognized that BPR had an Achilles heel: it did not seem to address the attitudes of civil servants (Brown, 2012). This view has some truth since BPR takes a mechanical view of the institution and overlooks the human aspect. Furthermore, Brown (2012) has also showed the reluctance of the tool to reform civil service pay system which has a significant potential to change behavior and improve service delivery.

As mentioned above, in the implementation process, the government has committed to implement business process reengineering as the means for achieving the fundamental change which was intended (Belete et al, 2008). BPR has extended service standard scheme to all services which institutions were responsible for providing, rather than applying in some sectors only. BPR has achieved in simplifying service delivery processes by avoiding non-value adding steps (MoCB, 2010). Services could be delivered in a far more timely fashion, often in more convenient locations, this improved people confidence on the public sector, in so doing

expanding access (MoCIS- WCBS V, 2013). Having appropriately qualified staffs on the front line trained in customer service, another BPR output, will have had a similar effect (Brown, 2012).

Although Brown (2012) has mentioned all the above success of the reform in the service delivery, there is a question of sustainability and it couldn't meet full range of outcomes in efficiency, effectiveness, transparency, accountability and responsiveness in the public sector. Some reversal situations are also seen (Brown, 2012). However, it is logical to assume that having qualified staffs on the front line who are capable to meet the needs of their customers will have a substantial impact on levels of customer satisfaction.

Overall, the reforms have introduced significant changes in the past years. The reforms have been decentralized from the federal to the regional, city administration, woreda and kebele levels, which have had a direct effect on the lives of every citizens throughout the country. In most cities, the decentralized service delivery has brought additional opportunities to communities in every aspect (World Bank-ICR, 2013).

### **2.3.1 Challenges of Urban Service Delivery**

Although the achievements in service delivery, key challenges are continue to affect the efficient and effective delivery of services. Unable to address the constraints could affect the improvement made over the implementation period in the areas of service provision. According to Brown (2012), the fundamental problem though is not with the reform initiatives themselves, rather the view that there are comprehensive solutions which address all sides of change. The reality is that different approaches, processes and tools must often be deployed in tandem (rather than sequentially) if organizational performance is to be improved in a sustainable way. This is why all of the components of reform are important and they should not be implemented as separate work-streams. He further noted that integrating them so that they complement each other is an art form rather than a science, which has not been practiced in Ethiopia. If it had, it is conceivable that the reform program might have been even further advanced than at present.

Garcia and Rajkumar (2008) discussed on the challenges as for accountability mechanisms to be effective and service delivery to improve, delegation of responsibilities must be matched by adequate finances especially at the local government level, and expenditure assignments of the different levels of government need to be fully and clearly defined. This does not yet happen to a sufficient degree in Ethiopia civil service. Lack of clear assignments can lead to duplication of effort and lack of coordination. It also makes it difficult to assign roles and budgets in order to meet functional objectives. Responsibilities in other areas are less clear. The cities are responsible for most of land administration services, with gaps in the legal framework (or fail to harmonize) of exactly what is expected of them, how they are supposed to complement each other, or how much each level is supposed to contribute. Not only are these distinctions weak or not exist, there is no clear linkage to fiscal capacity and responsibility. Functional and fiscal assignments need to be clearly tied and function costed as accurately as possible in order to create clear junction between functional accountability and fiscal arrangements. Within each of the broadly assigned areas of responsibility, the exact roles of each level of government and organization need to be made clearer (Garcia and Rajkumar, 2008).

Many woredas have been limited by the lack of adequate staff to deal with the challenge of improvement in service provision (World Bank, 2011) and the 2014 report of the World Bank on staff turnover noted that there is high vacant position in public sector. Turnover and scarcity of staff are high in professional and technical areas where many staffs are leaving away from public sectors. Strategic personnel management and compensation policies of service providers are key to the success of service delivery reforms as these strategies may help to retain professional staffs in the public sector (Brown, 2012). But personnel management is one of the least developed areas in the public sector (World Bank- ICR, 2013). This challenge has to be addressed urgently to improve the service provision.

To conclude this section, in the process of discharging service delivery responsibilities and enhancing service provision and good governance to meet the demand of the customers, Both the World Bank report and Birhanu findings have summarized the following constraints and challenges as they are prevalent in most public sectors: lack of staff and organizational structure; lack of effectiveness and efficiency of operations of institutions; low quality of service provision; the problem of sustainability and implementation capacities of organizations dealing

with capacity building; problems related to attitudinal changes; disparity in the efficiency and implementation of capacity building within organizations and spatial units; poor participation of the citizen on prioritization and decision making; weak accountability and responsiveness to service delivery; and others.

### **2.3.2 Population Pressure and Public Service Delivery**

There is to consider that decisions made by politicians regarding services to be provided could be influenced by the characteristics of the population in order to understand and satisfy their needs. The different types of a population might condition the capacity of a local government so the requests of citizens and the services may differ (dependent population, immigrant population, and unemployed). In fact, local governments have to guarantee adequate in terms of quantity and quality services to citizens. The quality and quantity of services, in their turn, may depend on the characteristics of the population, and on the global financial and economic condition of the local governments (Santis, 2020).

Santis (2020) also argues, different population structures could influence the level of public services. The population factors may consist of several variables such as population size, population density, dependency ratio, and immigration. The different characteristics of a population can influence public service delivery noting that the most disadvantaged citizens will request more public services and, simultaneously, will have less capacity to contribute to the government's finances. Furthermore, the population requires different services such as health, education, employment, social affairs, which increase the expenses (Choi et. al., 2010).

## **2.4 Concepts of Urban Land Administration**

Garda (1995) provide that highly centralized bureaucratic land management in urban area results into first, squatting and the use of bulldozing as a tool of land management and secondly, setting many laws in land governance issues. Hierarchical management decision making steps in different levels for increasing the quality of the entire procedures leading to successful output (Toomanian and Mansourian, 2009). According to (Chimhamhiwa, Molen et al., 2009), the existing consolidations or subdivisions of land process by the formal land management (LM), in urban area, underpin the development of housing, infrastructure and the smooth operation of land

and credit markets. The independent organization in most developing countries often does not collaborate and cooperate in the most effective way. Thus, to evaluate land management system (LMS) they consider six parameters; which are time, cost, society, customer satisfaction, technological innovation, and quality.

**Cost:** includes labour, knowledge, materials and equipment, consumed (process cost and activity cost) and the cost to deliver the revenues generated (Chimhamhiwa, Molen et al., 2009).

**Quality:** poor quality work often causes approval delays and incurs external downstream cost and tends to lead to process back flows, as jobs are frequently returned back for corrections leading to slower decisions. Quality induces quality of total issued documents, percentage of documents processed without errors, and the average number of times returned for corrections (Chimhamhiwa, Mole et al., 2009).

**Individual customer's satisfaction:** Zevenbergen (2001) argue that most right holders consider getting a land transfer finalized “pain in the neck”. Land registration procedures are often expensive, slow and bureaucratic in their minds. According to FIG (1995) satisfaction assessment can be major in terms of security, clarity and simplicity, timeliness, fairness, accessibility, cost and sustainability.

**Customer/society:** Chimhamhiwa Molen et al., (2009) provide that the purpose of land management (administration) is to serve society; thus LM can be viewed as instruments for achieving social goals. They add that LMS can be “very busy” but many accomplish little from society's perspective, because different customers can have different expectation. to meet customer expectations, they advocate that organizations can be measured in terms of satisfaction of their customer; in turn they could be able to improve customer satisfaction. Enemark and van der Molen (2008) argue that customer satisfaction depends on customer's experience with the service in agreement with their expectation.

## **2.5 Urban Land Administration Across the Globe**

### **2.5.1 Land Administration in the World**

Even though every countries of the world have usually planned similar objectives in their land administration system, the mechanism that would be applied to achieve those objectives

depends on the existing situation of the countries. According to Burns, the land administration system in many developed countries is strictly woven into the economic and social fabric of citizens that it goes almost overlooked by the customers it serves. The systems of land administration in these countries can provide the social and economic outcomes expected, and facilitate land related service delivery which should be efficient, fair and transparent for all customers. Many scholars agreed that the efficiency and effectiveness of land management is affected by the performance of political, economic and social condition of the countries, and highly depend on the capacity of the public sector and the governments to implement the designed system.

The institutional set up is one of the challenging areas to achieve effective land administration system. The lack of coordination among different organizations has its own problem. The responsibility of the institutions often overlaps and they create unnecessary bureaucracies which make the customers and citizens dissatisfied with the service provision. This may also open a door for extra payment and corruption that would affect the legal system and efficient service delivery (Burns, 2006). In this way, all the reform activities would not be effective and as a result the citizens lose their confidence on the service delivery system of the land administration.

Similarly, the legal ground of the land administration is characterized commonly by discrepancies and not harmonized one to the other. Although there are efforts to improve land related laws and proclamations, the situation still continues over the period and it will result in inefficient land administration in most countries. The other problem observed in the land administration sector is skill gaps and resources constraint exists in the civil service offices. Introducing new and modern technology is a challenge especially for developing countries. This may related with the financial capacity to invest on such huge technology. However, in the recent years, there is a change and countries have recognized that the land sector is one of the potential areas for good revenue and they are investing on the new technology that would require by the sector. Most countries, for instance, have introduced a system called National Spatial Data Infrastructure in order to integrate information across various levels of the land administration offices (Deininger et al, 2010).

The reform activities on the land laws and regulations in the help of modern systems are becoming important to achieve efficient and effective land administration in every part of the world and as a result it can address the demand of the customers. Nevertheless, the governments of many countries of the world either lack the political commitment or the capacity to design effective land administration reforms or implement the systems in appropriate ways (Burns, 2006). Hence, the main investments of the governments should spend on the capacity building activities, the introduction of land administration reforms and its implementation mechanisms, the modern technologies and the system related to land related service delivery which provide confidence to the citizens on the administration.

All the above issues highly support to own good land governance in every countries of the world. According to Burns (2006) it would be difficult to have effective land administration without having service oriented organizations, unclear land related laws and regulations, and efficient and effective service delivery system.

### **2.5.2 Land Administration in Africa**

Like many developing countries of the world, African countries are exercising fast urbanization, with an average urban population of about 39.6% in 2012 (UNDESA, 2012) and with average growth rate of urban population of around 3.6% (World Bank, 2007). Furthermore, the majority of the populations do not have access to land and lives in slum areas of the continent. According to Burns (2006) most of the urban sectors in most African countries are applying traditional or customary land administration systems. In addition, since the continent is suffering with the complex nature of the cadastral and ownership powers, colonial land administration laws and guidelines remain active in many countries of the continent. In many instances, traditional ownership and informal land administration systems are sufficiently exist in parallel with formal system, which make the formal system ineffective and inefficient. In addition, in most African countries the official land administration system is often not functioning independently, and where some land administration activities are implemented in traditional way which affects customer's interest (Deininger et al, 2010).

Many land administration systems implemented in Africa region are ineffective and ineffective, though there were attempts to establish accurate and effective land administration. There are

lots of obstacles not to have effective administrative process in the land sector of Africa. According to Deininger et al (2010) the main problems related to information flow of the land administration across various government offices and the private sector and customers as well. Unlike to the developed countries, the comprehensive national spatial system which helps to exchange reliable land related information is implemented in few countries.

The same with the other world, the laws and regulations related to land administration in Africa largely lacks clarity and overlaps responsibilities. Knowing all these gaps, many countries have implemented legal reform to solve the problems and to begin new initiatives. Tanzania, for instance, has passed new land laws since 1999 and other countries like Uganda and Mozambique have also issues various land laws and regulations. But the expected result and the coverage is high and yet could not achieve in full scale for many of the reform initiatives (Burns, 2006).

There are serious shortages of resources in the land administration sector of many African countries including technical, financial, and human capacity. Burns (2006) mentioned that the existing systems lack resources, most of them are not updated, and their maintenance cost is high and inefficient. Since colonial form is reflected in the system which needs high skill to improve or to change at full scale. It results in poor administrative process. Furthermore, most of the service takes very long period.

### **2.4.3. Urban Land Administration in Ethiopia**

#### **2.5.3 Historical Framework**

As mentioned earlier, land issues have been an important factor in Ethiopia's political and economic development. In order to understand the success and failures as well as the prospect of land administration service delivery systems, understanding the historic of the land ownership & tenure system for different regime is very important.

The pre 1974 imperial government of Ethiopia had a monopoly of political and economic power over land and other substantial properties. The monopoly of land ownership had been continued until the arrival of capitalism around the beginning of the 20<sup>th</sup>. By then, some foreign business community accessed land through concession from government or made

contract agreement with landlords. The monopoly system of land ownership was restraint production from small holder and commercial farm s, which enhance urban and agricultural land productivity. Most of urban land was widely idle and malfunctioning. The problem was created by this monopoly system brought the need of land reform (Abuye, 2006).

The Derg government came and declared that all land became the property of the government in 1975 (World Bank, 2011). The demand for land reform was the main economic issue during the government change. Urban land, real estates including extra houses were nationalized and made public properties. The nationalization law totally paralyzed land marketing in urban areas.

Land was delivered only by way of government allocation or by inheritance of a building (Abuye, 2006). Another dimension of the "land-to-the-tenure" ideology was that households unable to cultivate their land could not feel tenure secure and risked that the land could be reallocated to other households demanding additional land (Deininger et al, 2010). But the change made couldn't address the prevailing problems in urban and rural areas. Again these challenges and stagnation of urban development called to the urgent need for urban land reform (Abuye, 2006). This is important because it may establish land market transaction, which encourages market economy and urban development by making a balance between the private and public sectors interest. After the fall down of the Derg regime, EPRDF came to power and maintained land as the government property to which citizen has access right through use rights (Ethiopia Constitution, 1995). While every citizen has the entitlement to own private property (article 40 of the constitution), the constitution does not provide for private ownership of land.

As also indicated in the urban land lease proclamation No. 721/ 2011 of Ethiopia, the urban land remains under the control of the government and shall be distributed for those who want to use it through only leasing system. The 2011 World Bank report indicated that one implication of the right of every citizen to use land has been the local redistribution of land to people, or to those who had a need for land. Tenure insecurity may discourage the owners and investors to invest in land improvements which affect land productivity. The same report indicated that this is because of poor land redistribution and land related service delivery by the public. Poor service provision has negative impacts on land user perception of tenure security.

In fact, Ethiopia is not the only nation to have a law which says government is the owner of all land in the country. If the public is controlled all the land in the country, the people own land only through possession of use rights. Therefore, it is only possible to perform well with land use right system for the economy, provided that different relevant dimensions of land policy and administration are appropriate to development (World Bank, 2011).

#### **2.5.4 Urban Land Administration in Addis Ababa**

The city of Addis Ababa is over a hundred years old. It was established in the late 19th century by emperor Menelik II as the permanent capital of the then emerging modern Ethiopian state. Over the years, the city has grown into an important urban center following the process of modernization and economic development which emperor Haile Selasise I zealously pursued in the after math of World War II (Mehret 2002). The unprecedented growth of urban population in most of the developing world is causing an exceptionally rapid increase in the demand for urban land.

The basic pressures towards higher urban land values are derived from the increasing demands of a rapidly growing urban population, which are accentuated with lengthy and costly processes of transfer of land and the establishment of title that bear particularly heavily on the supply of small plots for low-income groups. Addis Ababa is one of fast growing urban centers that are beset with problems afflicting most cities in the developing world, including extensive urban poverty, joblessness, inadequate housing, severe overcrowding and congestion and undeveloped physical infrastructure. Moreover, mounting social ills, such as prostitution, beggary, homelessness and mouth delinquency are grim realities of life in the city. In recent years, urban problems in Addis Ababa have been compounded by poor urban management that has not been sufficiently responsive to its constituency (Mehret 2003).

The two main element of the existing land use pattern for which Addis Ababa is mostly known are; the freehold and leasehold land use system. Contrary to the culturally dominant free holding system valid throughout many years of the country's history, at presently the city adopted double track system, which allows new land users the "use and benefit right". While previous land holders and those who will acquire a subsidized plot though the new bureaucratic allocation have

only the “use right” with no possibility to transfer their property, use it as collateral, or get compensation for the land evicted.

Relatively big size and population of the newly defined sub cities and woredas and the dictum of decentralization meant that the administrative units are given wider service delivery mandates.

Accordingly, within the context of comprehensive municipal reforms implemented in the city, institutions with land management related mandates are organized both at city, sub city and woreda levels. Specially, institutions with land management at sub cities and woredas level are well defined and the city has devolved most of its urban land management related responsibilities to the sub city level. But still lack of adequate urban land management capacity and rampant corrupt practices at city and sub city levels became the hallmark of the reform program conducted in the city.

Institution of land management at the city and sub city level had their responsibility laid out as such Urban Land Development and Management Bureau administers city’s land in accordance with polices and laws, ensure the development of the city is in accordance with approved plan make sure that due compensation is paid in accordance with the appropriate law.

Similarly, while Urban Land Bank and Transferring Office facilitates land development activities in collaboration with interested developers through contractual arrangement, follow up and supervise the arrangement and implementation of proper land for different activities and transfer accordingly and expropriate land properties and pay due compensation in accordance of land issue certificate for land developer, supervise same, the Building Permit and Control Authority regulates building nights and supervise the activities and administers (give) building permit.

Likewise, whereas the Title Administration and Transitional Period Service Project Office is bestowed with the preparation of land and property valuation index; direct studies on land for improved investment development, the Land Development and City Renewal Agency carry out studies and develop preferred land and prepares details for lands for development. Lastly, the Urban Plan Institution bares the responsibility to develop land use standards and implement them upon approval and cause the study of local development plan taking into account the socio economic situation of preferred land (Eticha, 2017).

## **2.6 Land Policy and Strategy**

Within the brief urban planning experience in Ethiopia in the last few decades, most local plans were undertaken through the master planning approach. National Urban Planning Institute (NUPI) (latter renamed as Federal Urban Planning Institute (FUPI)), has prepared Master and Development plans with 20 and 10 years planning periods respectively for more than 120 urban areas (Erena, Berhe, Hassen, Mamaru, and Soressa, 2017).

These plans served as key urban development instruments and contributed a lot in managing, and regulating development activities, though they are criticized as being rigid, and focusing more on physical aspects only as they attempt to address existing gaps and future demands. In these plans, participatory planning was considered as simple familiarization of the already finalized urban plans to stakeholders. Recent planning efforts including the Addis Ababa plan have shown a shift to strategic, prioritized and flexible issue based and participatory planning approach in sharp contrast to the wholesale un-prioritized land use approach of master planning. Social, economic and other development issues were given emphasis.

Regional governments established planning institutions and the role of cities and private consultants in the preparation of urban plans increased though there are variations in the naming and planning approaches. The role of the then FUPI and now Urban Planning, Sanitation and Beautification Bureau shifted to provision of support and regulatory activities.

Different master plans have been planned and few have been implemented since the foundation of Addis Ababa. A master plan of Addis Ababa was prepared to serve the city for 20 years (1986 - 2006) with the aim of directing and controlling the development of the city (Erena et.al, (2017).

The land use zoning in the master plan was so rigid that plots were only allowed to their designated purposes. The regulation affected the land supply system of the city since developed sites are left vacant in the name of maintaining the regulation. To further worsen the situation, the city administration did not properly administer and control these vacant plots to prevent them from being vulnerable to illegal sub divisions.

The Office for the Revision of Addis Ababa Master Plan Project (ORAAMP) 1999-2002, prepared the structure/ master plan used in the city for ten years till 2012. The revised master

plan by ORAAMP was initiated to allow flexibility in the land use zoning. It has widely introduced mixed use zoning to allow comprehensive and flexible approach. Nevertheless, its implementation seems ineffective because of the inadequate capacity and the deep-rooted zoning tradition that still remains active with the technicians. This has in turn influenced the land provision procedure while trying to interpret the land use regulations. This regulation is unaffordable for the Lease Department to set the minimum level for the tender price. The criterion used to set the price does not take into consideration the cost of land in the informal market. Hence, in the absence of true land market, fixing the bench mark price based on these criteria and its tendering in the face of shortage of land supply resulted in distortions that make prices of land unaffordable to citizens.

### **Land Ownership**

Land is public property in Ethiopia since 1975 on the basis of the terms of Proclamation No.31/1975 by which rural land was nationalized and Proclamation No.47/1975 that nationalized urban land and extra houses. Both proclamations ended private ownership of land in the country. Land ownership continued under the state ownership and its holding was decided through a lease arrangement between a person or company on the one hand and the city government on the other in light of the Federal Lease Holding Proclamation No.80/1993.

According to Erena et.al, (2017), Proclamation 80/1993 is repealed and replaced by Proclamation 272/2002, which provides for the administration of all urban land through the lease system and imposes various restrictions on transfer of properties attached to the land. This prohibits the land ownership and use right of citizens. Proclamation no. 272/2002 is repealed and replaced by proclamation 721/2011 which further provides urban land to only be allocated through tender and allotment avoiding negotiation to avoid corruption. Allotment is decided by the city administration cabinet and includes public residential housing, government approved self-help housing constructions and substitute land within the framework of the Federal proclamation, Addis Ababa City Administration (AACCA) has adopted its own lease Regulation No. 3/1994. Land development and supply is controlled through this regulation. The benchmark prices are fixed by the urban houses.

In the period (1986-91), the policies in proclamation No. 47 of 1975, despite their concern for equity, created serious bottlenecks in the housing sector, and the lion share of the housing need remained unattended. The housing policy document issued by the government Proc. No 92/1986, and the associated regulations were responses of these problems. Problems were encountered, particularly in Addis Ababa, in providing serviced land and avail construction materials. The provision of housing standards, promotion of housing cooperatives and co-dwelling were used as instruments to achieve the objective of the policy guidelines.

All land and housing related policies, strategies, rules and regulations are adopted in light of the basic land ownership right of the public and government in the past thirty years. Ensuring equitable access to land and housing and eliminating speculation have been the objectives of most of the regulations.

In terms of planning restrictions, the content of the title deed that enforces the construction of building is according to the land use zoning. The government later adopted a condominium housing regulation in 2003 to reduce its horizontal expansion and to enhance the economic use of serviced land. A condominium is a collective building structure whereby each household occupies its own room or rooms on a flat.

Informal settlement was also given due consideration in Regulation No.1/2000, which gives recognition to part of the informal/squatter settlements specifically those built up to the date of the title deed survey conducted by the AACA in May 1996. However, the regulation limits that the settlements under this category will be legalized only if they are found in compliance with the master plan (Daniel, 2006 as cited in Erena et.al, 2017).

## **2.7 Good Governance in Land Administration**

When compare to advanced countries, land governance in Ethiopia is still at very early stages of the process of development (World Bank, 2011). Significant efforts and improvements are required in order to make land administration more efficient and effective. Kaganova (2005) has identified three areas that seem to be especially necessary for good land governance: introducing some fundamental principles of good governance; clear distribution of the decision making power and overall responsibilities the government system; and deploying additional resources.

The urban good governance package document (2005) also mentioned more principles that would be applied in every urban service delivery including land administration services. One of the principles phrased as all urban administrations should be able to provide services at all levels in an efficient, transparent and accountable way and also keep on improving same to satisfy service recipients. Deininger et al (2010) in their document praised good land governance properly. According to them, it is a key as a requirement for sustainable development in a number of respects. For instant, good land governance can facilitate long term investments in land; preserve the livelihoods of vulnerable groups; deliver low cost land service; enhance private sector development by using the use of land as collateral for credits; and improve government revenues through land taxation and land service fees to facilitate effective decentralization and promote local government accountability.

Based on these principles, land administration services are expected to be delivered in efficient and effective way. But the reality is far from this. Deininger et al (2010) have discussed on the issue that land has been recognized to be one of the sectors most affected by bad governance.

The bad governance manifests the difficulty of accessing land administration institutions to obtain land ownership information or transfer property or other land related services. It can be follow this issue through standard corruption indicators in the public sector. The 2012 World Bank report on diagnosing corruption in Ethiopia has identified land sector as one of the potential areas to be corrupted. Different literatures like UNECA economic report on Africa (2002) also ensured that this story is common for most African countries. The reason given for this conclusion is that the inefficiency of the public sector to deliver the services, provided that it is the only service provider of urban land related services. The public sectors that deliver land related services to the customers are not transparent and accountable so that they may not be free from corruption.

## **2.8 Problems in Urban Land Administration**

The 2013 report of the city administration has discussed the major problems faced in the land administration sector. Most of them focused on institutional and human capacity to implement the laws and to provide efficient services. Tigst (2011) has compressed the challenges faced in implementing urban land administration system as in the areas of policy and regulation gaps;

technical problems; weak organizational capacity, inadequate financial resources and poor capacity building activities and participation.

***Policy and proclamation gaps:*** The legal framework has a gap on giving clear responsibility among various parallel and horizontal organizations. The 2011 World Bank report identified these gaps between different regulations and guidelines and their implementation as well. In some case, there is failure to harmonize these legal frameworks.

***Technical problems:*** There are a number of technical issues that need to be addressed for developing compatible land administration methodologies and approaches. Technically the sector has lack of a consolidated land registry for urban sectors; lack of proper land information system; inaccessibility of land information to the people; and lack of urban plan in general.

***Weak organizational capacity:*** the capacity problems of the institutions limit the city land administration offices capacity to meet an expanded land related service demand of the customers. Belachew (2010) has also discussed that the institutions are not empowered properly (working manuals, equipment, manpower).

***Inadequate Financial Resources:*** Tigstu (2011) has shown the correlation of low institutional capacity with insufficient financial resources. Performance capacity of the institutions is highly depend on the financial resources.

***Poor capacity building activities and participation:*** the 2011 World Bank report revealed that most of the land administration experts are not trained in land administration, rather on other natural resource subjects of the urban areas. The 2013 evaluative training module of the city also mentioned that there is lack of public awareness' about land policy of the urban and the service delivery reforms so that people are unable to participate in their own issues. According to Burns et al (2006), stakeholder participation through community awareness programs is key implementation factors for the reform approach.

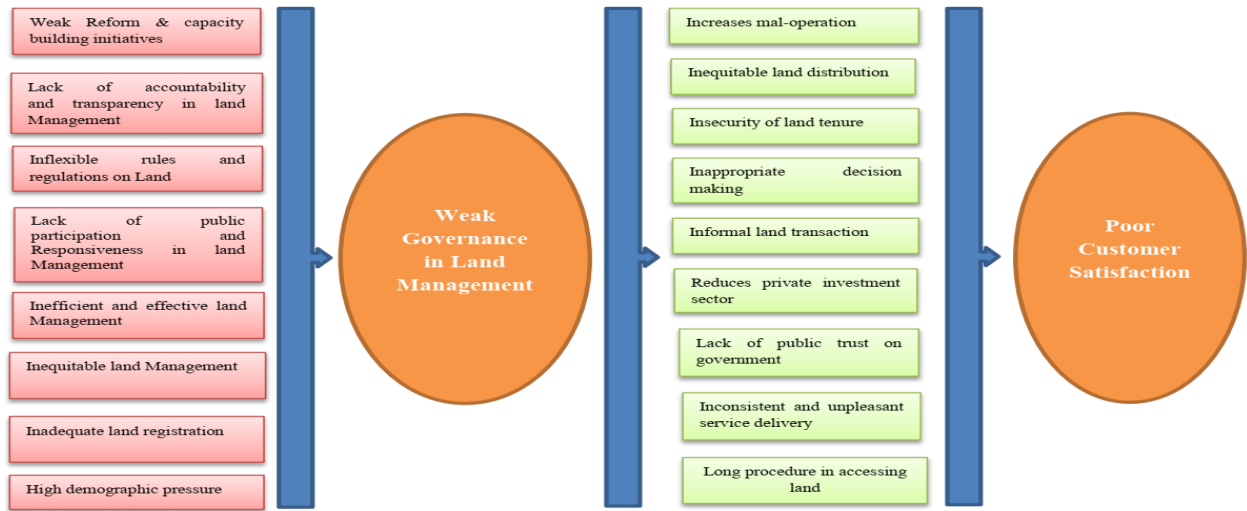
## **2.9 Conceptual Framework for Urban Land Management and Application of Reform and Governance Principles**

In line with the objectives mentioned above and also the methodology, the research developed an analytical framework to analyze the effect of implementing reform tools and good governance principles in improving service delivery to land administration sector. Focused on the perception and opinion of the customers and employees, the center of analysis laid on between delivering quality services and customer satisfaction. Based on this, one of the key indicators for this research paper was customer satisfaction. It assessed the customer perception in the process of land related service delivery.

This was a base for analyzing whether implementation of different reform tools could increase customer satisfaction by providing quality services. As shown in the figure below, the major theories and concepts to be used in this research paper were analysis of land related services, reform tools & governance principles, service delivery and customer satisfaction. The implementations of reform tools could help to restructure organizational set up and to improve service delivery. In principle, the customers can be satisfied by receiving quality service.

In addition, the primary objective of good governance in land administration is to assure: equality, accountability, transparency, participation, rule of law, responsiveness and consensus oriented system to all citizens. According to Meles (2016), the existence of proper practice of good land administration has much significant in attaining economic development and poverty reduction of urban city. It also Increases land tenure security, reduces land conflicts and citizens feel more secure and gain more confident in their institutions, decreases transaction costs and corruption practice and encourages private sector investment. Increasing the quality of good governance will increase the quality of services delivered to the public and therefore, sense of ownership and public trust on government increases. In contrast, weak land administration contributes to: inequitable land distribution, limited local revenue, reduces private sector investment, informal land transaction or informal property market and insecurity of tenure. Therefore, it have insignificant role in poverty reduction and holistic development of urban city.

**Figure 2:-** A Conceptual framework adopted from literature review and Own creation which shows cause-effect relationship



Source: Developed by the Researcher

## CHAPTER THREE

### 3. RESEARCH DESIGN AND METHODOLOGY

This chapter discussed about the research designs and methods, population and sample size, data collection instrument, data collection procedure and method of data analysis.

#### 3.1 Research Design

Descriptive case study research technique was used to describe the population pressure factors, urban land management and urban policy practices of Yeka Sub city and its challenges involved in land management service delivery process. Types of data that was used for the research are both qualitative and quantitative types from customers and key respondents from land development and management office, director of landholdings registration and information agency and Land development city renewal offices to provide full picture on the service delivery performance of the offices.

##### 3.1.1 Study Population

Yeka sub city urban land development & renewal office is bestowed with the mandate to facilitate land administration at city administration level with its mission improving the efficiency and transparency of land registration & transfer, to improve the service delivery on land, to undertake urban renewal and to facilitate decentralize of service etc. The urban land development and management office also coordinates other four offices under its umbrella. These offices are: The Land Development and City Renewal, Land Bank Transfer and Integrated Land Information and Title Administration Transitional Period Service Project Offices.

Among these offices indicated above, three offices are selected purposely for primary data collection through questionnaire, since it is believed that employees in these offices have better practical knowledge, information and experience concerning the issues of the study. The selected offices were: The Landholdings Registration Information Agency, Title Administration Transitional Period Service Project Office and Land Development City Renewal Offices. The offices have the following number of employees respectively 127, 68, 58 under each office and the total population 253.

In addition, the study covers not only service providers but also service recipients to meet the basic research objectives. Therefore, the target population also included people who was visiting the office to get services. According to pre-research observation a total of 247 service users per week visited the office for different land related reasons and for the purpose of this study every other three respondents who visited the offices have been interviewed by the enumerators via the prepared questionnaires.

### 3.1.2 Sample Size and Sampling Techniques

Non-probability purposive sampling techniques was used to select key respondents from urban land development & management office, and Landholdings and information agency Yeka Sub City branch office.

For data collection through questionnaire, simple random sampling technique was used. The various departments/offices under the Land Development and Management Office, and the Landholding and Information Agency Sub-City Branch Office were described in terms of their functions. From these offices, Landholdings registration and information agency, Title administration transitional period service project office and Land development city renewal offices were selected purposely for data collection through questionnaire. 133 staffs were identified by simple random selection for data collection through questionnaire. The proportional sampling size for each office is determined by using the Slovin formula. The sampling size calculated as:

$$n = N / (1 + Ne^2) = 330 / (1 + 330 * 0.06^2) = 133$$

**Table 1 :-Sample Ratio**

<b>Name of the office selected</b>	<b>Total No. Employee in Each Office</b>	<b>No. of Samples</b>	<b>Percent</b>
Landholdings registration information agency	127	67=(127/253*133)	50%
Title administration transitional period service project office	68	36= (68/253*133)	27%
Land development city renewal	58	30= (58/253*133)	23%

sub-city Branch Office			
<b>Total</b>	<b>253</b>	<b>133</b>	<b>100%</b>

Source: Field Survey, 2021

## WHERE

n = number of sample (67 employees or (50%) of the total from the landholdings registration information agency, (36 employees or (27%) of the total from Title administration transitional period service project office and 30 employees (23%) from Land development city renewal office.

N= Total population 253 employees

e = error tolerance, standard confidence level is 90%-95%

The researcher uses 90% of for better accuracy which will give margin of 90%

Furthermore, the study has undertaken a probability sampling techniques of systematic approach for service users. The service users of each offices were selected based on systematic random sampling method. The number of service user respondents in each offices were proportionally decided due to the nature of the service user unavailability in fixed time and place. Thus, from a total of 247 service users for the purpose of this study, every other three visitors of respondents were conducted to fill the questionnaires. Thus, a sample of 82 service users who were found executing their activities in each offices at different days at the time of the research had filled the questionnaires.

### 3.1.3 Key Informant Interview

Key respondents also included senior technical staffs, department heads at urban land development and management office and Landholdings Registration and information Agency Sub-city branch office, one staff member from the integrated land information office: land information coordination, from land development and management office: two from reform and good governance senior officers, director of land registration and information and also one staff

from integrated land information senior officer and system establishment team leader were interviewed.

#### **3.1.4 Source of Data**

The data used for this research paper were collected from both primary and secondary sources. The primary data were collected from two sources i.e. service providers and service recipients. The objective of the former group (service providers) was to get information from Yeka sub city urban land development & management office, and Landholdings and information agency Sub city branch office heads, staffs and managers regarding the service delivery functioning of land administration.

The interviews were guided by checklist and questionnaire for experts and officials. On the other hand, the latter group i.e. service recipients captured the views, perception and satisfaction level of customers in getting efficient and quality services. The tool looked at citizens' access to land administration services and their understanding of the capacity of service providers to actually provide the services. The study consists of empirical instruments like questionnaires which were addressed to the customers, officers and managers and also checklist which was addressed to the land office managers. The questionnaire prepared for customers was composed of both quantitative and qualitative types which incorporated 29 questions on the performances of the land administration service delivery and the behavior of the service providers from customers view. Whereas the questionnaires or checklist prepared for the officers and managers were expected to find out the perspective of the supply side.

Secondary sources were also employed for the research paper. The data were collected from literatures which included reviewing government policies and strategies, documents on land administration, various reform materials, related researches and review reports on the issue.

The review helped to understand the status of service delivery at urban land administration sector in general. In addition, several other documents were reviewed that could build and enhance the understanding of the subject matter. These documents were gathered from concerned offices, libraries and internets. Additionally, personal observation also incorporated in the research analysis.

## **3.2 Data Collection Tools**

As a general approach, the process involved interviews and questionnaires to staff and customers at the three offices and analyzed the data collected. The interviews and discussions were guided by a sort of checklist that included structured and semi-structured types of questions while standard questionnaires was designed for further data collection.

Both close ended and open ended questions were included in the questionnaire that was responded by the service providers and service recipients. Once the questionnaire designing finalized, thorough discussion was done with advisor on the feasibility of data collection, and questions that should rephrase, include and modify for the ease of data collection from the field. The final questionnaire translated to Amharic language for easily understanding of the respondents and later back to English language for research analysis. Related literatures from various sources were also reviewed to strengthen the ideas got from the field or primary sources.

Finally, the study began with kick off discussion with advisor and some practitioners that followed a desk review of various literature reviews and primary data were collected from field visits with support of questionnaire at the later stage. To facilitate the situation, three data collectors were deployed (one for each spot) to collect data from the customers with close supervision. The data collectors were well capable to do the assignment and have understanding about the issue. After they identified, they were oriented about the details data requirements for the purpose. Finally, data analysis and interpretation were done by triangulating all the collected data.

### **3.2.1 Questionnaire Survey**

The Questionnaire survey was intended to draw information on the population pressure and the overall effect on the urban land management and service delivery of the city and the people. Structured questionnaire was used to collect information on the basic reason how and what is the attitude of the city residents towards the current land service deliver performance and management, land policy and the implementation practices. The accuracy of the information that

will be obtained from the respondents was verified through cross checking with key informant interviews.

On the other hand, the data that will be collected from service recipients will capture the views, perception and satisfaction level of customers in getting efficient and quality services. The questionnaire prepared for customers will be composed of both quantitative and qualitative types of questions on the performances of the land administration service delivery and the behavior of the service providers from customers view. The tool will look at citizens' access to land management services and their understanding of the capacity of service providers to actually provide the services.

### **3.2.2 Key Informants Interview**

To exhaust the primary sources, data will be collected from two dimensions i.e. service providers and service recipients. The objective from the service providers point will be to get information from the sub city offices, staffs and managers regarding the service delivery functioning of land urban land management. The interviews will be guided by checklist and questionnaire for land management experts and officials.

### **3.3 Methods of Data Analysis**

Once the data collection process has completed, the study followed data compilation and analysis. The advantage of compiling the data was to identify the missing data so that it was possible to fill the gaps before the analysis has begun. Then triangulation of all data obtained from various sources was performed. Generally, descriptive analysis has been used to examine the primary and secondary data. Descriptive analysis is one of the important methods to summarize the data collected from the field and to discuss the research findings clearly and concisely. It helps to give a clear image of the type and features of the selected samples.

In this research paper, descriptive statistics were applied along with the analytical method to discuss the findings of the primary and secondary data. Descriptive statistics like, percentage, graphs, and frequency of appearance, charts and tables were used to examine and understand the general conditions of the sample respondents. In that case it is possible to compare and contrast

different variables and characteristics of sample units with the other in order to draw important conclusion.

For proper data analysis and interpretation, SPSS (version.20) software package was deployed. This application helped to generate the expected information for the research findings.

## CHAPTER FOUR

### 4. DATA ANALYSIS AND INTERPRETATION

This chapter contains the presentation, analysis and interpretation of data.

#### 4.1 Standard Set for the Services

Service standard can be defined as indicators that can be expressed in either time, quantity, quality, cost or one in relation to the other to serve in the measurement of the level of performance in service delivery. In principle, the government have adopted BPR and later on BSC & Kaizen, an internationally acceptable management tools, as a means for achieving the paradigm shift which was targeted.

Based on the implementation strategy, the BPR & BSC tools have been implemented in all offices of the city administration, sub city and woreda levels. According to the officials of the selected land offices, the redesign of customer focus processes has been established long ago.

The offices has also introduced service standards as a result of the BPR & BSC initiatives, which were developed in consultation with clients.

**Table 2:-** Customers awareness about the service standard time

<b>Customers awareness about the service standard time of the offices</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	63	77%
No	19	23%
<b>Total</b>	<b>82</b>	<b>100%</b>

Source: Own survey, 2021

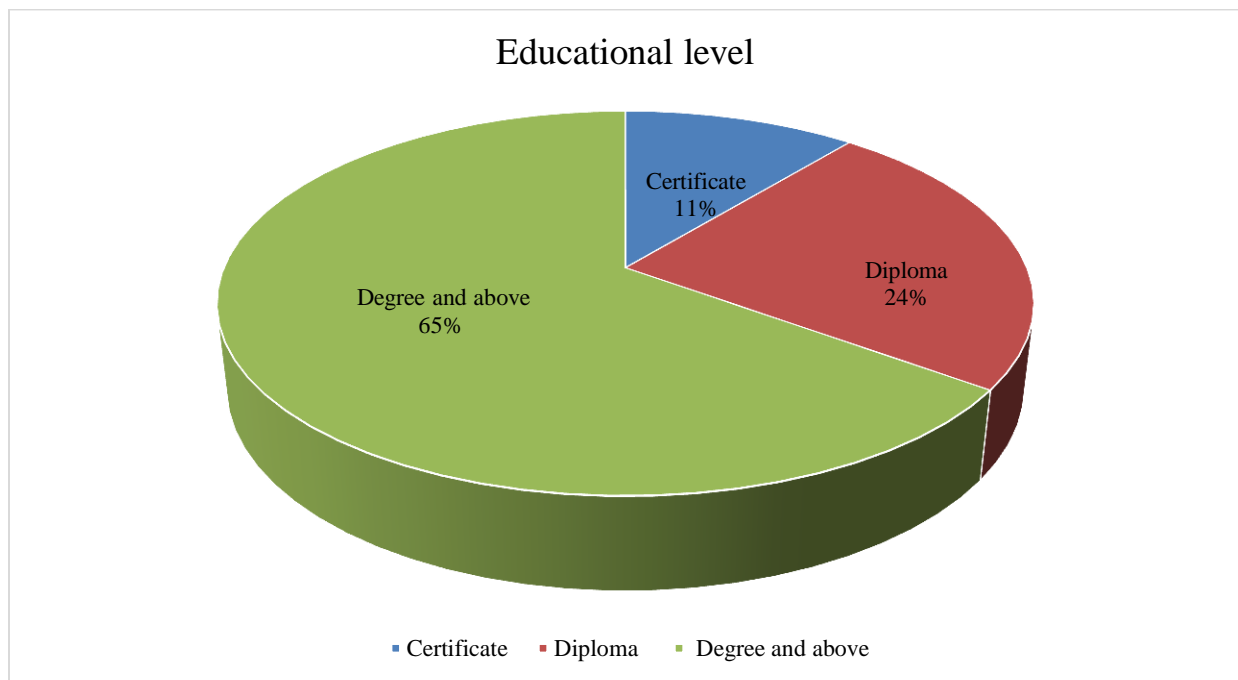
However as shown above in table 2, only 77% of the sample respondents are aware about the establishment of the service standards. Even among customers who are aware about the service standard time set by the office, 43% of the customers are not receiving the services based on the standard as shown in table 3 below. It indicates there is a difference between the standard time and the actual performance. This is also confirmed by the officers and managers.

**Table 3:-** Service provided based on the standard time

Customers served based on the standard time mentioned in the information/ bulletin board	Frequency	Percentage
Yes	36	57%
No	27	43%
<b>Total</b>	<b>63</b>	<b>100%</b>

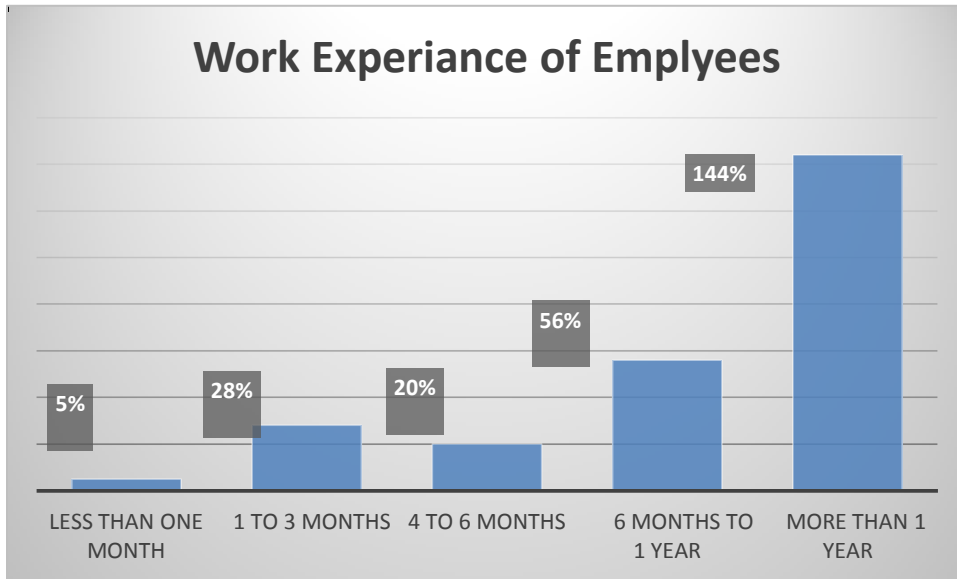
Source: Own survey, 2021

**Figure 3:** Education level of the interviewed staffs



Source: Own survey, 2021

**Figure 4:-** Work experiences of the interviewed staffs

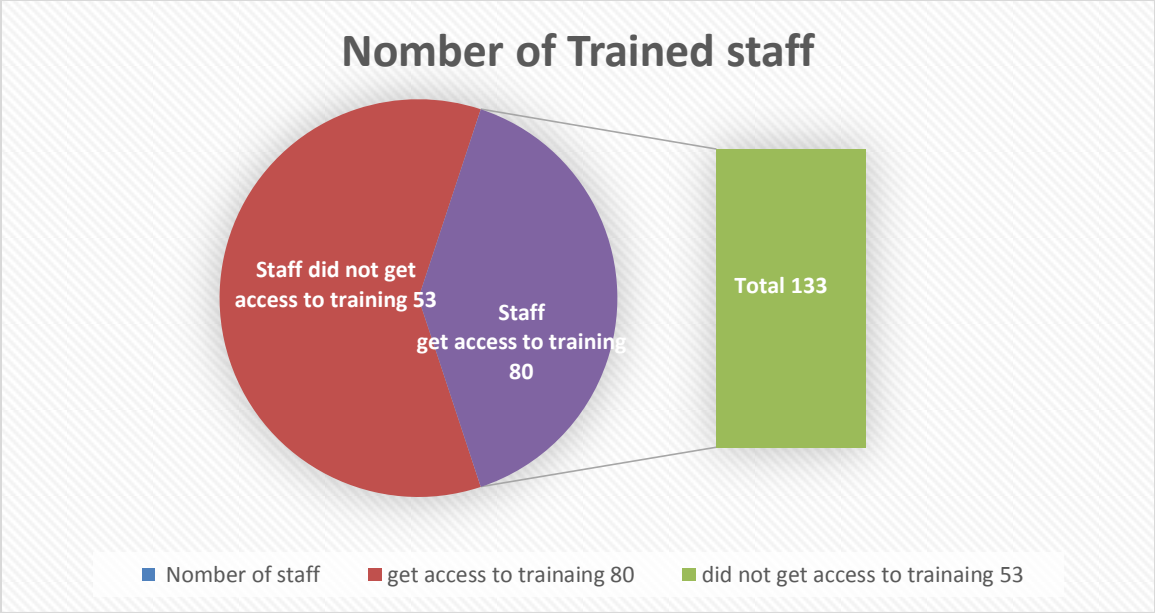


Source: Own survey, 2021

Although there are such educational background and work experiences, customers have assumed that the experts have weak capacity to understand the legal framework of the land sector and have poor technical skills to provide efficient services.

According to the data from the officers and managers, most of the staffs didn't receive any skill development training before to improve their capacity. As can be observed from the below figure, 32% of the existing staffs did not get any land administration related skills trainings. The number is insignificant since the sector is frequently changing and needs frequent upgrading to technical and managerial skills.

**Figure 5:-** Trained staffs through the training opportunities



Source: Own survey, 2021

Although some land administration trainings are being delivered to the staffs, skills at the office level are still limited. The officers also believed that there are capacity constraints among the officers and managers to deliver their roles and responsibilities. The technical skills are a critical issue in the land office where most of the field works require technical skills.

Although a number of trainings for the officers have been carried out, it is not possible to say how effective these trainings have been since evaluating the training impact was not assessed. Assessments of behavior change, customer satisfaction or organizational impact has not been carried out. However, the officers and managers witnessed the usefulness of attending periodical skill development trainings. For employees to deliver the land administration services effectively, a large training scheme is required for the offices.

Strengthening capacity to provide land administration services needs trainings for applying new working systems and modern technology, as well as specialized training opportunities to ensure there is a stream of skilled staffs to establish and maintain the working system. These should be followed up with refresher training, or training reviews, to check the new knowledge and skills developed are being utilized in the office appropriately, and have enhanced the working processes or implementation performance.

A second issue to be addressed is to be sure that the area of trainings that should be delivered to the experts. Training would involve specialized in the administrative, technical and urban managerial dimensions of land administration. The collected data indicated that the officers have attended some technical trainings on land administration laws and manuals, lease policy, Geographic Information System (GIS), Cadastral Information System (CIS), Surveying, etc. Furthermore, the employees have been trained in the administrative aspects of service delivery like BPR, BSC, Kaizen government policies and strategies, civil service proclamation etc. However, being trained in these training areas, the skills gaps are still high.

Surprisingly, trainings related to management skill development was not organized for the targeted respondents. Most of the managers have attended evaluative training which mainly focuses on performance evaluation. While managerial training is very important, capacity building on the technical areas should not be neglected to the managers: technical skill upgrading training should provide to the managers, in addition to the officers. 86% of the interviewed officers have complained that the managers that assigned for land offices are technically weak and they couldn't understand the technical issues on the implementation of the manuals. The data also showed most of the managers are excluded from such technical trainings.

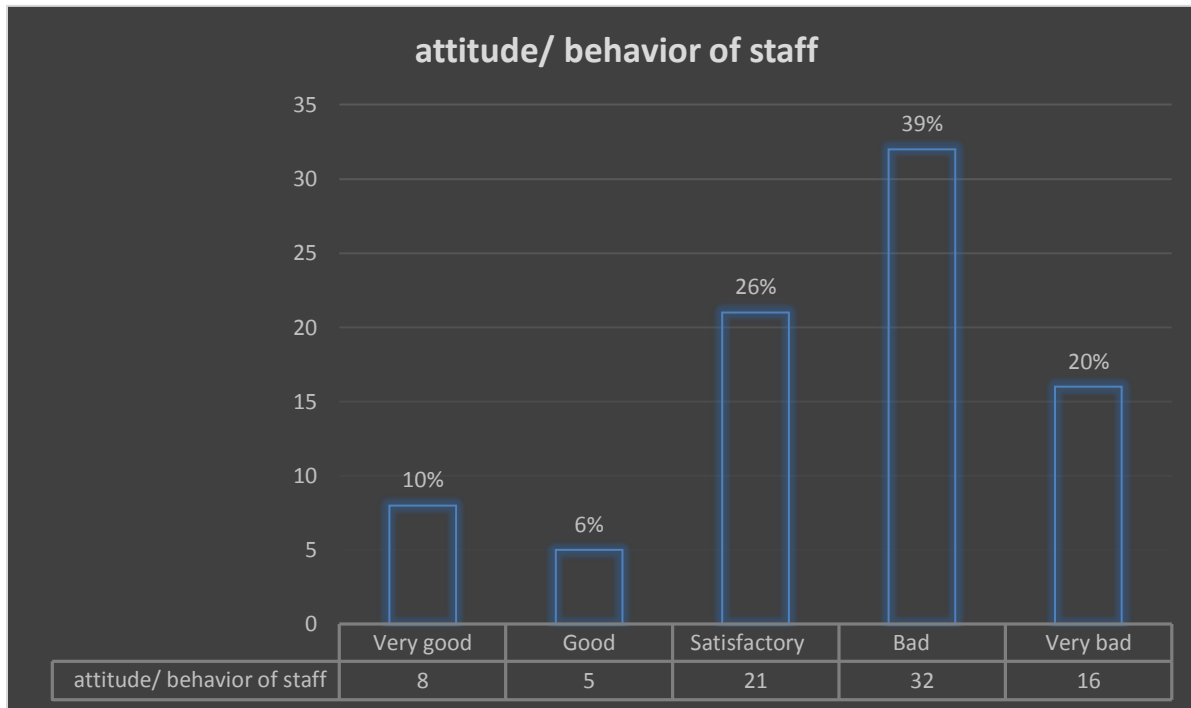
The ethics of the offices has lots of impact on the delivery of service delivery in the public sector. Knowing this fact, the government has included the ethical component in the service delivery reform to improve the ethics of the civil servants. After the introduction of BPR, BSC and other reform tools, reports indicated that ethics of the civil servants is being improved.

The staffs have also started to consider themselves as the servant to the customers or citizens. The offices have established and strengthened the discipline committees to prevent unethical behavior of the staffs.

For this research purpose, the customers have been asked about the capacity and behavior of the officers in delivering the land related service effectively. Although the above reports have documented some outputs are achieved in this regard, there are still problems in reversal of the old situation; not internalizing the attitude of serving the citizens and the staffs could not develop

ethical values. The data collected from the customers have supported these facts. 59% of the respondents are extremely considered the behavior of the experts as bad or very bad.

**Figure 6:-** Customer Views toward Officer's Behavior



Source: Own survey, 2021

The reasons for considering them as bad behavior that the staffs are not available at the working place at the working time. According to the customer responses, 29% of the respondents have faced a difficulty of unavailability of staffs in the working places during their visit to the office. Moreover the experts are not serving the customers politely. It is because of bad attitude of the officers toward the customers or lack of capacity as 42% of the respondent are considered the experts don't have a capacity to satisfy customer needs.

**Table 4:-** Customers View Toward Employees Performance

Were the experts readily available in the office or in their working place?	Frequency	Percentage
Yes	58	71%
No	24	29%

<b>Total</b>	<b>82</b>	<b>100%</b>
<b>Was the staff able to address your question/problem to your satisfaction?</b>		
Yes	47	58%
No	35	42%
<b>Total</b>	<b>82</b>	<b>100%</b>

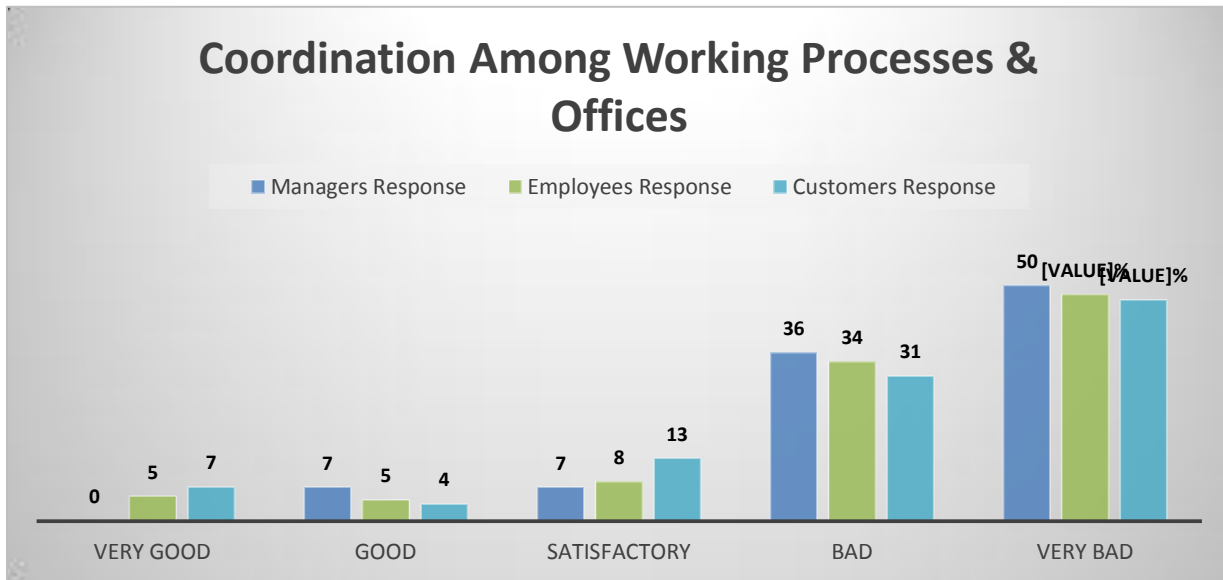
Source: Own survey, 2021

#### **4.1 Horizontal and Vertical Coordination**

One of the weakest links in the public service is the lack of focus on building institutional set up with clear role and responsibilities. It is generally understood that security of land ownership, efficiency and effectiveness of land service delivery are major parts in any land related policy and strategies. The activities depend on some aspect of land administration which allows the complex range of rights and responsibilities to be identified and managed as a basis for policy formulation and implementation. The establishment of the appropriate land administration system itself; and ensuring sustainable long-term capacity of trained staffs to perform the system are the important aspects of capacity building.

Lack of clear definition of roles and responsibilities can create overlap across various land offices and organizational structures. Unclear definition of responsibilities for different offices or a mismatch between capacity and responsibility also increases the transaction cost and reduces the quality of land related services. The existing structure of the selected offices are also suffering from weak coordination across horizontal and vertical relationship. It is witnessed by the customers, the officers and the managers as well.

**Figure 7:-** Coordination among the working processes and offices



Source: Own survey, 2021

As observed from the above figure, the coordination of land offices is found that below weak performance: 78%, 84% and 87% from customers, officers and managers views respectively. Surprisingly, even the supply sides (officers and managers) are not satisfied in the coordination of various land administration offices. In addition, managers and customers are not even rated a single percentage for very good coordination among the working processes and offices of the land administration.

Improving coordination would include Identifying key functions and responsibilities to be performed by the offices with respect to each service. Therefore, the responsibility of coordinating land offices should be treated smoothly. Clarifying responsibilities across different land offices should be required. In other words, harmonize standards and clear roles are needed for land related services of different land administrative offices through increased central leadership and coordination efforts.

## 4.2 Harmonization of land Regulations and Manuals

Specific laws clarify land security rights, regulate transactions, land leasing, regulation for building permit, and design regulation to take land from the owner and compensate for such actions. However, the officers have repeatedly mentioned that there are gaps or conflict in land related regulations and in the guidelines for their implementation or sometimes there is no harmonization between regulations and guidelines. Furthermore, there is some lack of clarity or difficult to understand the guidelines which affect service delivery and reduce good land governance.

In other words, combined with the lack of quality service delivery, poor harmonization of land related laws and regulations have affected efficient service delivery which will be resulted in ineffective land management. The officials from the three offices have also confirmed that land related regulations and guidelines are lack clarity and not fully harmonized to provide efficient land administration services.

Based on the data collected from the field, while 53% of the officers believe the guidelines currently used are difficult to understand and implement, 64% of the managers thinks the existing land proclamations and guidelines are clear and harmonized to make the service efficient. Although there are lots of land related laws, regulations and guidelines and working manuals as well, the officers and managers are sometimes confused to understand or align these legislations and manuals since the documents create confusion to refer one to another and create ambiguity to implement.

**Table 5:-** Managers and officers perception toward the existing guidelines & regulations

<b>Officers opinion towards the understanding and implementation of the guidelines</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	63	47%
No	70	53%
<b>Total</b>	<b>133</b>	<b>100%</b>
<b>Managers opinion towards the harmonization and implementation of the regulations and</b>		

<b>guidelines</b>		
Yes	7	64%
No	4	36%
<b>Total</b>	<b>11</b>	<b>100%</b>

Source: Own survey, 2021

These are a cause for poor service delivery and customer dissatisfaction. Most of the documents mentioned by the officials for such cases are building permits proclamation and manual, and also there is a gap in lease proclamation No. 721/ 2011 and urban lease implementation manual No. 11/ 2012. The main reasons given for such non-harmonization are unable to consider the practical situation during the design phase and also unable to participate the citizen and technical people in the document designing process.

To address the existing problem, it is critical to finalize the drafting and ensure the harmonization of land proclamations and regulations. It is expected that the city administration shall respond to the increased demand and the need for an effective and harmonized land administration legal framework.

### **4.3 Good Governance in Urban Land Service Delivery**

#### **4.3.1 Transparency and Accountability**

Both transparency and accountability are important to establish efficient service delivery system which would easily accessible by the customers. The customers would also be satisfied with the system. The research found out that the existing system of transparency and accountability of the office is not satisfactory in the views of land office customers.

**Table 6:-** Customers opinion towards transparency and accountability

<b>Parameters</b>	<b>Choice</b>	<b>Frequency</b>	<b>Percent</b>
The performance of the offices in terms of providing transparent services	Very good	6	7%
	Good	8	10%
	Satisfactory	15	18%

	Poor	33	40%
	Very poor	20	24%
	Total	82	100%
The performance of the offices in terms of accountability	Very good	5	6%
	Good	2	2%
	Satisfactory	10	12%
	Poor	27	33%
	Very poor	38	46%
	Total	82	100%

Source: Own survey, 2021

The customers rated the offices as below satisfactory level as indicated in the above table. It is easy to understand that the two parameters have scored almost the same, i.e. skewed to the poor direction. Therefore they require special attention from the administration.

According to the managers from the same offices mentioned that transparency and accountability is being promoted through the introduction of citizen's charters in the land office. Although there is an improvement in the transparency and accountability of the service delivery system but still there are gaps. The layout of the office is still a problem for some areas. In principle, establishing one stop shops can improve accountability and transparency of the system. Furthermore, the performance evaluation of the staffs is not scientific and the measures taken are not convincing to the majority.

#### 4.3.2 Perception of Corruption

Transparency and accountability have a close relation with corruption. This study has also found some indication that there is practice of corruption in the land sector.

**Table 7:-** Corruption tendency

Did you have to pay something in the form of bribe to the staff to receive the service?	Frequency	Percentage
Yes	18	22%

<b>No</b>	64	78%
<b>Total</b>	82	100%

Source: Own survey, 2021

In general, people are not often confident to talk directly about corruption but can talk in indirect ways about it. As indicated above, 22% of the respondent confirms that they have paid something extra to the staff to receive the intended service. The percentage is insignificant in such situation where the people are always in fear to talk frankly about corruption.

This finding has supported by the managers that some customers give information to indicate the occurrence of corruption and rent seeking behavior among the officers and managers. But the customers are not willing to be a witness for such situation during the trial. It affects the measure to be taken and the solution to be designed and implemented. It is possible to conclude that there is corruption in the land sector government has also identified it as the potential area for corrupt behavior.

Some of the customers have mentioned the main reason for the increasing rate of corruption is low salary. In fact, low salaries by themselves do not cause corruption. But it can be said that an environment where civil servants are under difficulty to satisfy their basic living expenses is conducive to corruption. Therefore, it should be a greater concern for the administration and should treat with a very high caution.

#### **4.4 Performance of Service Delivery**

##### **4.4.1 Performance of Land Administration Office**

The finding of this research paper indicated that 89% of the Landholdings registration, 92% of the Title administration and 95% of the Land development positions are staffed.

**Table 8:-** The number of approved and actual position by service and category

<b>Categories</b>	<b>Approved</b>	<b>Active</b>	<b>Percentage</b>
Landholdings registration information agency	140	127	89%
Title administration transitional period service project office	72	68	92%

Land development city renewal sub-city Branch Office	60	58	95%
Total			

Source: Human resource administration working process of the sub city

The above table depicted that the offices have some gaps between actual and required staff numbers. Comparing the number of active staff between the offices, Land development city renewal sub-city Branch Office is in better position to have more active staffs i.e. 95% than the others. It is also possible to understand that the shortage of staffs, which in turn create burden on the existing staffs in the effort of covering the roles of the vacant position. The reasons for being vacant are staff turnover and unable to assign staffs immediately in the place of already resigned staffs. The office managers also put a reason like budget shortage for inability of assigning staffs on the vacant positions.

Moreover, staff capacity, land administration skills and variety of professions at the implementation level are substantially inadequate. The 2011 World Bank report revealed that the land administration offices have inadequate human capacity. However, the data collected for this study purpose has found out that the educational background for over half of the interviewed staffs are above first degree and most of them have working in the same position more than a year, which seems qualify and sufficient for the position to deliver the services.

#### **4.4.2 Service Accessibility**

In the service provision process, BPR & BSC has definitely achieved in shortening processing times and it has also had some result on customer satisfaction and service accessibility by the citizens. Customers have also mentioned accessibility issue as one of the reason for service dissatisfaction by considering service accessibility as one of the indicators for customer satisfaction. The data collected from the field indicates that 78% of the officers assumed the service provision is not easily accessible to the customers due to centralization of the services to the sub city level.

According to the city administration, it has a reason to centralize most services to sub city and city administration level. The rationale given for this recentralization is that the woredas have limited facilities and couldn't perform the activities as supposed to be. Furthermore, the central

administration has planned that the change may contribute to reduce the level of corruption in land sector and increases its potential to generate more revenue. But as found from the field data, the customers are not happy about centralization of most services to sub city level since there is service delivery in efficiency at central level due to work burden and long waiting time.

Based on the customer responses, the city administration should consider the decentralization of services to woreda level. Indeed services should be provided at the local level. However, the advantages of decentralization of land related services should be balanced against the disadvantages of delivering the services at the woreda level. The main reason for such decentralization is easy service accessibility by the customers to land administration services.

On the other hand, decentralization can increase service provision expenses and inefficiency through lack of coordination across various offices. There are both the direct expenses in delivering the service at woreda level and the indirect expenses of service provision related to decentralization such as frequent oversight of the woreda offices, having data backup at central level and others. Moreover, the capacity of most woreda office is limited and it requires huge investment to build their capacity.

#### 4.4.3 Customer Satisfaction

As mentioned above the implementation of reform tools like BPR, BSC & Kaizen has somewhat succeeded with better processing times for service provision and it has also have some effects on the satisfaction of customers. It may be difficult to measure the satisfaction level using direct indicators but the customers were asked to express their overall opinion regarding their satisfaction about the service they received from the land office. As indicated below, 68% of the respondents are dissatisfied with the service provided by the offices, on average. Generally, the research finding has shown unpleasant result for the satisfaction level of the customers. It is significantly skewed to the negative side. This will also be another critical area to be examined further.

**Table 9:-** Customer satisfaction level

Offices	Level of Customer Satisfaction				
	Strongly satisfied	Quite satisfied	Fair	Quite dissatisfied	Strongly dissatisfied

Landholdings registration information agency	Frequency	2	5	4	10	9
	Percentage	7%	17%	13%	33%	30%
Title administration transitional period service project office	Frequency	0	2	2	10	16
	Percentage	0%	7%	7%	33%	53%
Land development city renewal sub-city Branch Office	Frequency	2	5	9	3	3
	Percentage	9%	23%	41%	14%	14%
<b>Total average</b>		5%	15%	20%	27%	32%

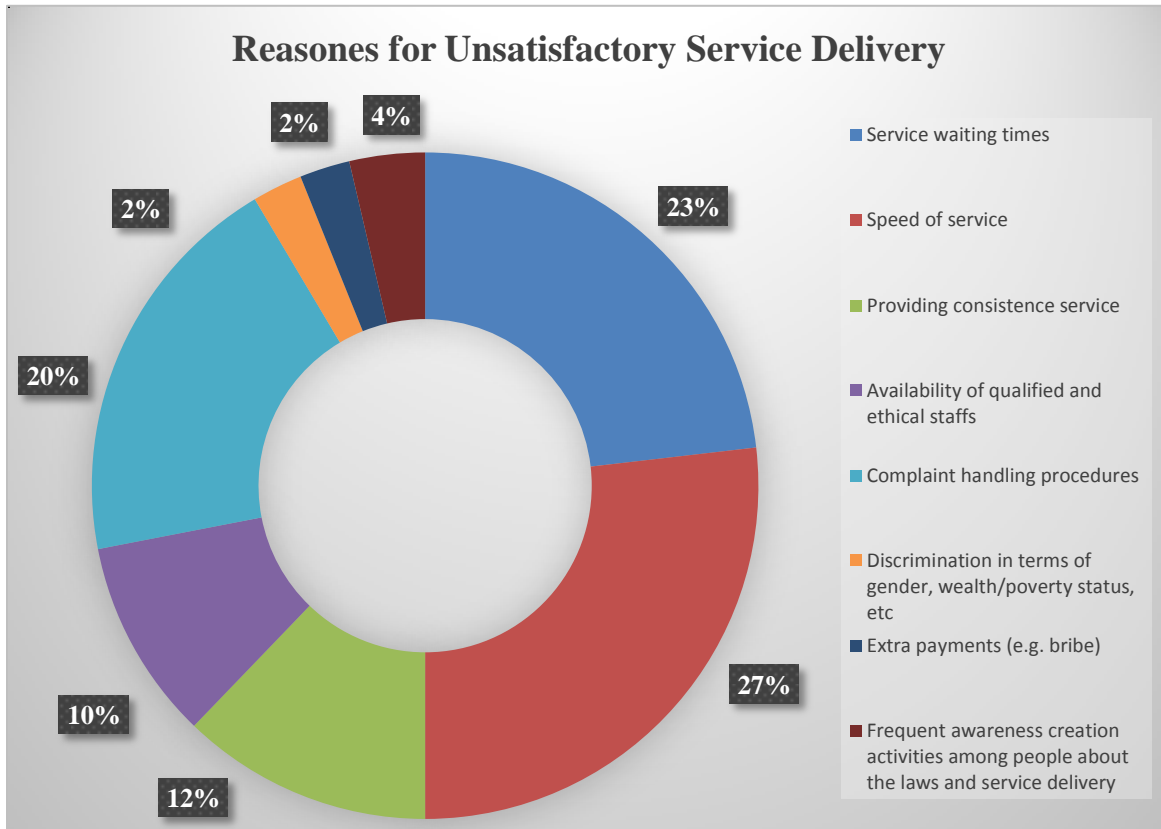
Source: Own survey, 2021

Specifically, comparing the satisfaction level of the customers between the offices (i.e. Title administration transitional period service project office and Land development city renewal sub-city Branch Office), there is some variation in the result. As the above table indicates, Land development city renewal sub-city Branch Office is relatively in better position to satisfy its customer than Title administration transitional period service project office, but it still scores low percentage. In other words, 23% of the customers in Land development city renewal sub-city Branch Office are quite satisfied as compared to only 7% of the customers in Title administration transitional period service project office. The above table also shows, Title administration transitional period service project office customers are more dissatisfied than the other two offices especially Land development city renewal sub-city Branch Office.

Surprisingly, having this customer satisfaction level, the offices has not reviewed the performance of the service delivery to improve the situation. Among the interviewed officers, 90% of them have reported that they have never conducted customer satisfaction survey to review the opinion of the customers regarding the service delivery performance. Even those 10% who respond as they conducted satisfaction survey at least a year ago. It has an indication that the office is not reviewing its customer satisfaction about the service they receipt.

As mentioned earlier, the satisfaction level of the customers of the selected offices is very low. The customers have provided the reasons for their low rating to service satisfaction level. Most of the customers (27%) have put reason as 'speed of service' in first place.

**Figure 8:- Reason for perceiving the service delivery as Unsatisfactory**



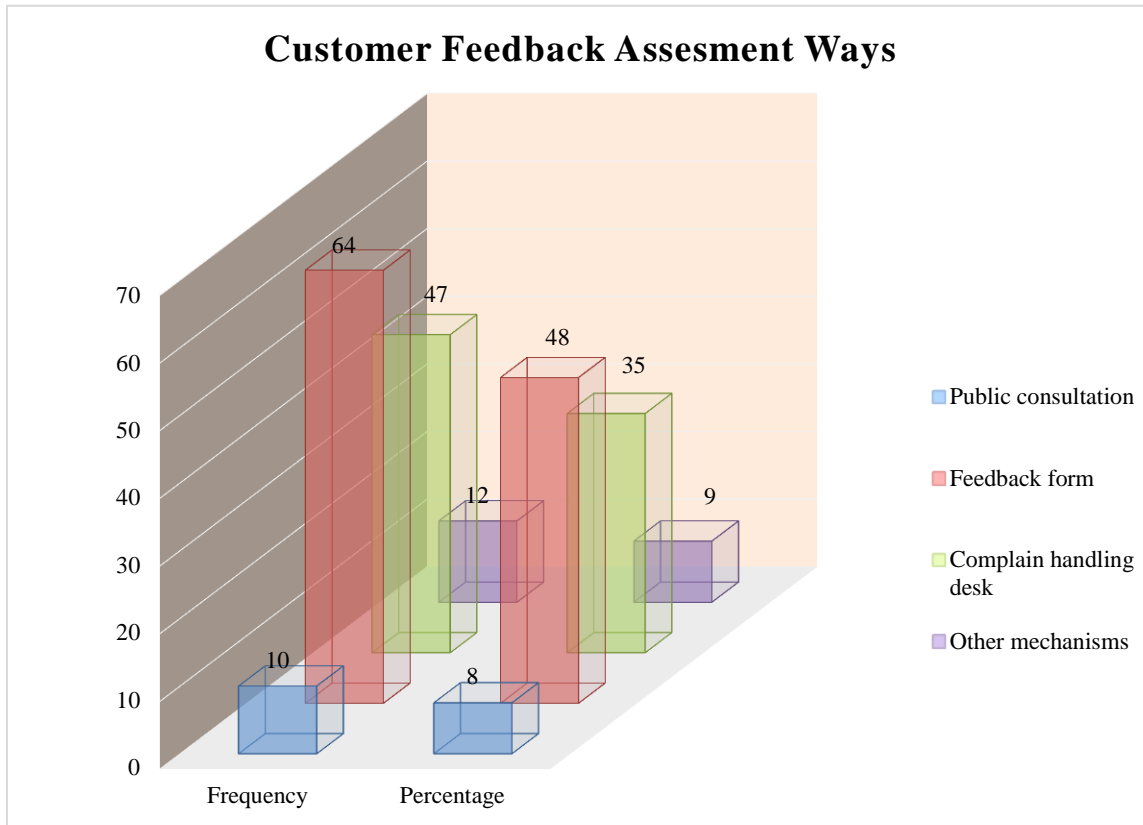
Source: Own survey, 2021

The second reason given for the low rate of satisfaction is ‘service waiting times’ in the land offices. It is mentioned by 23% of the target groups. The customers (2%) have also mentioned that bribe or extra money requested by some staff members does not create significant challenges to receive service from the land offices. This factor may relate with the corruption case that people may not need to disclose this reason in public.

#### 4.4.4 Customers Feedback Soliciting Methods

If the office didn't conduct satisfaction survey to find out the perception of the customers on the land office service delivery performance, they were asked how they get feedback from the customers on their performance. 48% of the officers have mentioned that they get and review customer opinion from the feedback form/ book set in the land office. They put complaint handling desk in the second place with 35%.

**Figure 9:-** Customer feedback soliciting methods



Source: Own survey, 2021

#### 4.4.5 Service Delivery Improvement after the Implementation of Change Tools

All the above results indicated that the efficiency and customer satisfaction for the service delivery are poor in all the three offices. However, the customers have witnessed that the service provision is improving in the recent years as compared to the previous years. BPR & other change tools introduced has brought some remarkable results in simplifying service delivery working processes by avoiding unnecessary or non-value adding steps. This is one justification for a better provision of services achieved after BPR & BSC introduction in the land office. But nowadays there is an indication to some reversal situations in the service delivery process of the land office.

### a) Service Processing Time

With the introduction of BPR & BSC, various reports recognized that there was a big improvement in service processing time. But after years later, either the pace is reduced to reverse the improvements or the customer demand couldn't much the provider's performance. This study found out some situations to be considered by the sub-city administration to get back the tempo and achieving better processing time.

**Table 10:-** Comparison of processing time (before and after BPR & BSC)

better service processing time than previous years	Frequency	Percentage
Yes	54	66%
No	28	34%
<b>Total</b>	<b>82</b>	<b>100</b>

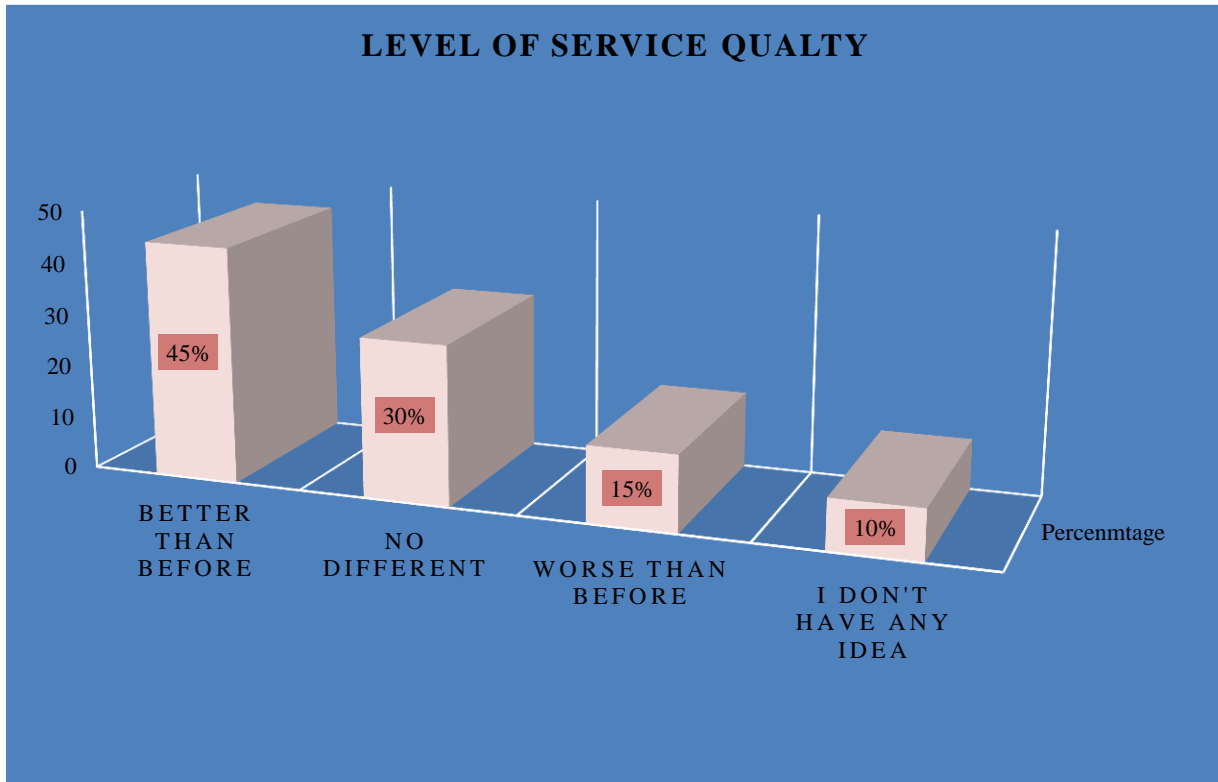
Source: Own survey, 2021

As shown in the above figure, 66% of the customers considered the processing time for service delivery is better than the previous years. This improvement should not be undermined because customer satisfaction rates tend to be adversely affected by the higher expectations which are often happened when service begins to improve. Although service processing time is being improved compared to the previous periods, according to the customers, there has need to be improved more and achieve more on the sector.

### b) Service Quality

As mentioned above it may be difficult to measure the quality of service delivery directly. But the effectiveness of the public office can be evaluated through the accomplishment of their mission in appropriate way and the achievement of their objectives within the given service standards. Their effective accomplishment can indicate so me features of the quality of service they provided to the citizens. For this research purpose, the customers were asked their general perception about the quality of service they received from the land administration office. The below figure shown that 45% of the respondents are witnessed to the quality of service delivery of the land offices is better than the previous years.

**Figure 10:-** Comparing the level of service quality (before and after BPR)



Source: Own survey, 2021

The figure also shows there are significant number of customers who consider the quality of service delivery in the land office has not changed or no difference as compare to some years back. They are about 30% of the respondents in the target groups. 15% of the customers have also responded as the quality of service delivery is being worsened in these days. According to them, the achievements through the implementation of various reform tools including BPR could not keep for the long period. They raised sustainability and consistency issues for the achieved results. So the city administration still needs to intervene strategically in the improvement of service delivery and its sustainability for the long period in the land sector.

#### **4.4.6 Reasons for Improving Service Delivery**

Regarding the managers' reflection on what reasons have led to being improved service delivery, many reasons were mentioned and most of them agreed on the implementation of various reform tools (like BPR & BSC) as the main reasons for improvement of efficiency in the service

delivery. It is discussed that properly addressing customers demand, empowered staffs, eliminating non-value adding steps in the working processes and decentralization of decision making power and empowerment to the lower level were some of the reasons for service delivery improvement. The service delivery is being supported by computer or technology is another important factor that has been identified for the improvement. It shows the advantage of using modern technology in the service delivery process of the land office.

#### 4.5 Complaint Handling

In accordance to the BPR & BSC documents, customers who treated inappropriately or who do not receive services as indicated in the standard have the right to complain. The city administration has developed template for complaint handling mechanism based on the BPR and placed in the sub city and central level. The central administration has a responsibility for the overall management and supervision for the complaint handling mechanism system. But in practice most of the posts are vacant and are not filled.

Majority of the respondents (41%) replied they appeals to the offices complaint resolving expert/committee or the office managers if they have a case related to land administration. The research outcome also shows that 27% of the respondents are intended to forward their complaints to the sub city or the city administration complaint handling system. There are also people who come to the local public meeting to appeal their land related complaints. These people share 11% of the interviewed group.

**Table 11:-** Channel to forward customer complaints

<b>Channels</b>	<b>Frequency</b>	<b>Percentage</b>
Complain to offices complaint resolving expert/committee	34	41%
Complain to sub city Administration/City administration	22	27%
Complain by attending in a local public meeting	9	11%
Take some other action	2	2%
Do nothing; I would not take any action	15	18%
<b>Total</b>	<b>82</b>	<b>100%</b>

Source: Own survey, 2021

However, there are a number of customers who are not using this complaint handling mechanism by considering non-efficient and non-responsive means to address their land related complaints. 18% of sample population did not take any action regarding their mistreatment or dissatisfaction in the service provision. The main reason provided by this group is that the customers are not confident about the decision taken by the office and they assumed that it is only wasting time.

Furthermore, the office managers have indicated that complaint handling system has established though there are gaps in the implementation process. In the first place, some of these positions have not been assigned with experts; or the capacity and quality of the assigned experts is weak and may not handle such exercises and the rent seeking behavior of the officers or managers is also another concern. In addition, they mentioned that the accessibility of the system is still questionable as most of the customers are not using it even if they have serious cases. Therefore, they considered the mechanism as it is inefficient or not functioning properly.

#### **4.6 Customer Participation in Service Delivery System**

Citizens can be confident that their demands are addressed by participating directly in the process or through their representatives on issues they concern. With the absence of a mechanism for institutionalizing citizen participation and for the consultation of the appropriate stakeholders is the major source of the existing good governance problems in land administration offices.

It has made the services being provided by these land offices inappropriate and unresponsive to the demands of the customers, thus resulting in major dissatisfaction among customers. The data obtained from the demand side has shown that over half of the interviewed customers don't have experience to participate in the public meeting organized by the offices or sub-city regarding land or any related development activities. They are about 57% which do not participate in the public meeting for various reasons, which might be one of the causes for non-improving service delivery. It indicates there is limited public participation in the service delivery system due to weak organizational set ups to involve citizens for consultation.

In addition, the capacity of the customers is low to make active participation in their concerned issues using the existing mechanism. Most of the customers are passive in the public meeting organized by the city administration. Although there are some customers who participated in at least one of the local public meeting, only 21% of them have witnessed to land issues was one of the discussion agendas in the meeting.

On the other hand, the managers claimed that the offices have introduced the good governance package that includes citizens' participation at office and sub-city levels. Most of the officers interviewed for this research purpose in the land administration office have confirmed that the sub city or the woredas didn't provide such consultation or participatory meeting on the land services. Out of the total respondents, only 24% has said there was land related consultation with the citizens in the last one year.

Similarly, the managers have confirmed that most offices didn't conduct public meeting to participate the citizen particularly in the land administration issues unless the central body has organized general meeting at city level. In other words, there may be general meeting with the public on the local development activities where land issues might be one of the agendas.

According to the managers the inputs obtained from such meetings might consider to be the part of their action plan. On the other hand, the managers have argued that there is also a system for participation of the people through local development committee. It is assigned by people and approved by the sub-city are meeting once a quarter. Therefore, the office managers are concluded that it is possible to say that the citizens are somewhat participating in the service delivery process.

#### **4.7 Challenges Faced in Land Administration Service Delivery**

During the data collection, the entire target groups for this research paper (customers, officers and managers) were asked about specific problems prevailed in the service delivery system of the land administration office. The problems associated with the legal framework, implementation, service provider capacity and customer awareness are numerous. These challenges are discussed below in detail.

The guidelines and working manuals prepared for the land administration are created some obstacles to provide efficient services. Officers and managers have complained that operational manuals and guidelines are revised frequently within a short period of time. They also lack clarity and harmonization among various documents which has a great impact on the quality of land service delivery.

One of the outputs obtained from BPR & BSC implementation is publicize all the requirements required for getting specific service. The requirements were posted on the notice board in the compound of the offices. In the course of the time, these were removed and changed in line with the existing situations. During personal visit, it had been observed that customers were facing problems due to the lack of the required information. Even they faced difficulty to where do they get the required information. It makes the customers come back to the office repeatedly just to bring or fulfill the required documents. 66% of the interviewed customers have also assured that the information provided by the office is not sufficient and faced difficulty to get full information. In addition, the data obtained from the customers shown that most of the customers are back to land office nine times, on average, to get a specific service.

That indicates there is frequent back and forth to the office to get a single service. The customers have also raised the problem related to accessibility of the services. They are not satisfied with the service provided at sub city level. Centralizing the services to sub city level has created work burden to the staffs and also long waiting time to the customers. This has also effect on the quality of services and accessibility.

The performance of the staffs working in the land office is also the other problem mentioned by the customers. Customers consider the staffs as they lack technical capacity and ethical behavior. The staffs create unnecessary bureaucracy and long appointment. They don't also available in the working hours and mistreat the customers.

The coordination between different working processes and offices is very weak. The offices couldn't align each other though they are following the same working manuals. They may transfer roles to other body which is not responsible to the activity or they may involve in the activities which are not their responsibility. Sometimes the decision made by one office may be

revoked by the other office. All such cases show weak coordination and unclear definition of responsibility among the offices.

The other challenge mentioned by the customers is poor data management. File management in the record office is slightly poor in the offices. The hardcopy files and data are kept in inappropriate way and they are not safe or secure. According to them, the offices are suffering from weak data and record management. Most of the customers are mistreated due to unable to get their files from the office record. It can also relate with non-expansion of modern technology to all offices at all level. Although there is a trend to being utilized technology for the service delivery, it still requires more technology and automation to make the service provision more efficient.

The office equipment's and physical capacity of the land administration office is still lacking. Office machine i.e. technical tools like computer, GPS... are also mentioned as one of the big problems that the land office has encountered. Therefore it should be one of the critical areas that the office should address.

The research found out that there is corruption tendency observed among the officers and the managers. If there is high back and forth to get the service, or if they appointed for long time, the customers can feel there is a tendency to corruption from the officers and managers. It will create discrimination among the customers who pay extra money and who do not. If there is a tendency to corruption, the customers may not treat efficiently. Some of the customers are complaining that the working process is still long and cumbersome.

Although the service would be performed in a short time and with a single or a few person, but the existing system has long process, involvement of different people, which consume long time and cost. The data indicates there is significant shortage of staff in the three offices. The staffs available in the land administration of the city administration are substantially fewer than the total number of approved positions. The number of approved positions is based on the BPR & BSC study, not on a detailed analysis of the number of experts required to support land administration system efficiently. Furthermore there is a problem of substituting experts immediately in the place of already left.

## CHAPTER FIVE

### CONCLUSION AND RECOMMENDATIONS

#### 5.1 Conclusion

In Ethiopia, land is the property of a state and people can enjoy only the use right of land under their control. It is important resource for the citizens, and the owner can manage the land in various ways. Spatial aspects of land and how it is allocated to the people is affected by access to land related services, and the overall performance of the administration services and in return affects economic development.

Given rapid urbanization, the urban management is facing many obstacles in Ethiopia where the government is playing a leading role. The basic problems of the urban land administration systems are due to the poor performance of the civil service, the local offices, or both to implement the reform. Therefore the government has recognized that it has to be dealt with promoting service delivery. It is from the need to advance the efficiency of service provision and its accessibility to satisfy the demands of customers. In most situations it needs strong legal ground and organizational capacity and political commitment as well. In light of this, the fundamental reforms have been implementing by the city administration in service delivery system including in land administration sector. The main purpose of the reform is to make the service delivery of the land administration more transparent, accountable, efficient and effective contributing toward the policy regarding urbanization and economic development.

As mentioned earlier, the activities done to reform land sector have been targeting on efficient and effective service delivery and good land governance. But the data obtained by the sub city administration has revealed that the service delivery is inefficient to satisfy the demand of the customers, provided that the public sector is the only service provider of land related services.

Based on the result, the efficiency and effectiveness of land administration are largely influenced by the institutional and human capacity in the service delivery system, and highly depend on the ability of the officers and managers to implement land related policy and working manuals. It has been noted that the offices either not follow the legal framework properly or have no required capacity to implement regulatory activities related to land administration. The officers has also

claimed that the laws and regulations related to land service delivery are not clear and not complement each other which made the service delivery inefficient and ineffective. According to them, the legal framework is inconsistent both practically and conceptually.

The collected data also revealed that the working processes have also been reorganized and removed non value adding steps in the process of designing effective service delivery system. But there has been lack of coordination among the working processes, the sub city and the city administration levels. In some offices there is a complex design of overlapping institutional roles and responsibilities. There is no clear manual or structure which coordinates the offices effectively to provide efficient services. It is one of the biggest problems for not having efficient service delivery.

According to the data, significant improvements have been achieved in land related service delivery with respect to processing time. Service processing time is better than the previous period. Based on the data, the office is delivering title transferring service within 5 days, though the standard set by the office is only 3 days. However, the customers are not satisfied with the quality of service, using processing time as an indicator for service quality. However most of the customers are responded that they have not informed about service standard time to get the services. Some of them perceived as they are not getting the land related services as per the standard indicated in the office board or BPR document.

Just the introduction of the reform tool i.e. BPR, aligning the good governance related tasks in every levels of the city administration structure were stressed. Accordingly, guidelines and working manuals were developed to address the activities relating to service delivery, good governance, complaint handling, participation processes, etc. According to the managers, the participation of the citizen, among the other, in the service delivery process is being improved but at its lowest rate. The quality of participation is still weak or not active as such

The paper also found out that there is shortage of skilled and qualified experts to perform the technical activities of land administration and management. Moreover, there is large skill gap in land administration within the existing staffs, though some training has been delivered which is not enough to develop technical skills in the sector. The results of the data analysis reflected a

significant demand to skill development schemes including specialized short and long term trainings.

Transparency and accountability are among the important factors for efficient land related service delivery. They have strong relationship with risk of corruption and rent seeking in the service delivery process. The customers indicated that the existing system of land service provision is not accountable and transparent, and some of them have intent to not belief the service delivery system due to its expose to rent seeking and corruption. Even 22% of the customers are paid some extra money to the officers or managers to get service. This figure is not insignificant to indicate there is a tendency to corruption or rent seeking behavior. As understood from the discussion held with the offices, information and complaint handling desk and discipline committee at the visited offices to serve as information provider and complaint handling center in line with the manual of urban good governance package.

According to the officers and managers, the complaints are usually related to administrative and service delivery issues and not on corruption and rent seeking. It is because of most customers are usually not interested to talk openly about corruption. Therefore public participation experiences in service delivery should enhanced together with the participation in complaint handling system.

## **5.2 Recommendations**

The reform has been undertaken in the government office in order to build the capacity of institution and human resource as well as provide services in an efficient, effective, transparent and accountable manner. During the implementation period, remarkable outcomes and lessons have been recorded. Although there are progresses, there are a number of other activities can be taken into account to promote the important conditions for service delivery improvement in the land administration sector. For this research purpose, the paper is going to suggest the possible recommendations based on its findings in order to improve the urban land service delivery of the sub city.

The findings of this research shows the existing legal framework in the selected offices is unclear and non-harmonized and limited understanding and capability to apply the laws and guidelines.

The gaps and limitations undermine good land administration and management, and encourage informality. The shortcomings are reflected especially in the effectiveness dimension of land related service provision. Therefore, in the process of developing the legal framework, a detail analysis of the existing gaps and the performer capacity to understand and implement the laws in a situation that is appropriate to the citizen needs to be conducted. Much effort has to be applied to simplify urban land laws and regulations and align the relation with various laws. The activities of clarifying and aligning urban land regulations and manuals and making amendment on the legal framework would create a way to accomplish effectiveness and efficiency in the service delivery. The implementation process also needs close supervision and evaluation of its accomplishment. As the gaps and limitations are addressed, the organizational capacity should be promoted by conducting awareness creation activities to the officers and managers. In this way, it is possible to create the same understanding between the experts and managers about the laws and guidelines.

Smooth coordination between the Landholdings registration information agency, Title administration transitional period service project office and Land development city renewal sub-city Branch Office and among the Sub-city is essential. The coordination mechanism should clarify roles and responsibilities, identify communication channels and develop a clear framework for integration. Once they developed clear coordination (horizontal and vertical), it helps to remove duplication of efforts and resource wastage.

Awareness creation activities should also be done to aware the customers about service standard time. The offices can use notice board, pamphlets, brochures, web site, public meeting, etc. to aware the customers about the service standards. In that way it can create customer oriented service. Customer focused services can be promoted in the offices indicating service delivery process and requirements to obtain the service, active and functional information desk, the display of service processing time and fees, and suggestion boxes and comment books. In fact, some of these results were achieved previously and now they should revamp and reinforce. The progress can be assessed in customer satisfaction surveys.

While developing efficient service delivery for the offices, the human and technical capacities of the implementing offices must be taken into account in addition to organizational capacity building. Developing system should include capacity building strategies and initiatives including

short to long term trainings. Short term training can help to address the immediate problems while long term training help to provide trained and qualified officers sustainably in the administrative, technical and managerial positions.

Similarly, all the offices shows gaps in current staffs and should assign experts in all the vacant posts as long as the structure has designed based on the real demand of the offices. If there is mismatch between the number of experts and customers, there may be dependency on some shoulder which also in turn affect the performance of service delivery process and affects the satisfaction of customers.

If land administration offices are expected to deliver efficient service to the public, they have to have modern and well organized urban land administration system. Land administration services have to be provided in the help of technology which also assist to make the system efficient, transparent and accountable.

Although there is an automated system in place in the offices, it is not enough. The system should be significantly strengthened since an effective MIS for land administration would ease the provision of information to managers and officer to perform their activities more effectively and facilitates efficient services to be provided to users.

The Sub-city in collaboration with the offices must develop a comprehensive land policy and legal framework with wide stakeholder and citizen involvement, which can be a suitable condition for efficient service delivery. Furthermore, the involvement of the citizen in the service delivery process would enhance transparency within the system that would support to reduce corruption. For this purpose, it is needed to have transparent system to promote participation in the urban land administration. In addition, the offices should work aggressively on awareness creation activities to improve citizen's attitude with respect to their perception and interest toward participation. In general, involving the people in the government system and doing the system transparent should be highly stressed in the process.

Finally, Yeka Sub-city administration as well as the Landholdings registration information agency, Title administration transitional period service project office and Land development city renewal sub-city Branch Office should consider strong measures to combat corruption or to

handle complaints from the customers. In fact the current measures like citizen charters and asset registration and disclosure have the potential to reduce corruption, but only if there is strong system to hold service providers to account for what they have promised to provide in the charter and what they registered as an asset. And the values mentioned in code of ethics and posted in the notice board should be translated into behaviors and practices. Awareness creation activities should be done for the community through education on ethics to promote citizens to have a zero tolerance for corruptive behavior.

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# Annexes

## Annex-1 Questionnaire

### Questionnaire 1: To be filled by the Customers

Dear,

I, Khalid Nasredin, am a student of Public Management & Policy Studies at AAU . As part of MA Program in Public Administration and Developmental Management, I have to do a study as part of partial fulfillment of my MA Degree. The topic of my thesis is *"The Effect of Population Presser on Land Management Services Delivery in Addis Ababa. In the Case of Yeka Sub City Administration"*.

At first, I would like *to* thank you for taking few minutes to be a part in this study. This questionnaire is designed to gather data from individual customers who come to the sub city land management offices to receive land related services. This study is being done purely for academic purpose and all information provided by you will be used purely for academic analysis and knowledge. Your answers and suggestions shall be kept confidential and not disclosed to anyone for public consumption.

The information gathered through this questionnaire shall help me understand customer views on the status of service delivery in land administration offices. I request you to provide an honest opinion/ perception which help me greatly to carry out this study with ingenuity and do justice to the task in my hand. Thanks once again.

• *Please use an 'X' mark for your response.*

1. Sex of respondent:

Male       Female

2. You are here to receive which services?

Title Administration (including issuance of certificate, land transaction) (1)

Landholding Registration (2)

Land Development (3)

Other services \_\_\_\_\_

3. How many times did you have to come to the office for this service?

One times (1)

Two times (2)

Three times (3)

Forth times (4)

Fifth times or more (5)

4. How do you rate the coordination of different working processes in the office? (the rating ranges from 1 to 5 denoting 1 as a very bad and 5 as an excellent.)

- Very good     Good     Satisfactory     Bad     Very bad
5. How do you rate the attitude/ behavior of staff providing the service? (on a scale of 1-5)
 

Very good     Good     Satisfactory     Bad     Very bad
  6. Were the experts readily available in the office or in their working place?
 

Yes     No
  7. Was the staff able to address your question/problem to your satisfaction?
 

Yes     No
  8. Do you know the service standard time set by the office to get the services? (it may be on notice board, brochure...)
  9. **If** you replied 'yes' for the above question, have you been served based on the standard time mentioned in the information/ bulletin board?
 

Yes     No
  10. **If** you replied 'no' for the above question, how many times have you come to the office to get the service\_\_\_\_\_?
  11. How long the service you got has taken? (in terms of time) \_\_\_\_\_.
  12. Do you think the time taken to get services is reasonable?
 

Yes     No
  13. Do you think the time taken for your service is better than the earlier time when you came for the same services?
 

Yes     No
  14. Was the information available on the procedures for getting land services complete?
 

Yes     No
  15. How do you rate the transparency of the service delivery process of the office? (the rating ranges from 1 to 5 referring 1 as a very bad and 5 as an excellent.)
 

Very good     Good     Satisfactory     Weak     Very weak
  16. How do you rate the accountability of the service provider? (the rating ranges from 1 to 5 referring 1 as a very bad and 5 as an excellent.)
 

Very good     Good     Satisfactory     Weak     Very weak
  17. Did you have to pay something extra to the staff to attain the service-like bribe?
 

Yes     No
  18. How do you rate the efficiency of service that you receive from this office?
 

Very fast     Fast     Fair     Slow     Very slow
  19. Overall, how will you rate the services provided by this office? (you can indicate your satisfaction on the scale of 1-5, one for strongly dissatisfied and 5 very satisfied)
 

Very satisfied     Quiet satisfied     Fair     Quiet dissatisfied     Very dissatisfied
  20. Why do you perceived the land services as of good or poorly satisfied? (you can choose more than one)
 

Service waiting times  
 Speed of service  
 Providing consistence service

- Availability of qualified and ethical staffs
  - Customers complaint addressed properly/ good complaint procedures
  - No discrimination in terms of gender, wealth/poverty status, ethnicity, etc
  - Extra payments are not requested
  - Frequent awareness creation activities among people about law and service delivery and aware them regarding new land related issues
21. When you compare the quality of land service that you are currently getting with service you got in the previous years, it is
- Better than before
  - No different
  - Worse than before
  - I do not have any idea
22. If you are not satisfied with services provided by the land administration office, what do you do?
- Complain to office complaint handling desk (1)
  - Complain to sub city Administration/ City administration (2)
  - Complain by attending in a local public meeting (3)
  - Take some other action (Please specify \_\_\_\_\_) (4)
  - Do nothing; I would not take any action (5)
23. If the response to the above question is (5) i.e. 'do nothing', why?
- I don't know what to do (1)
  - I don't know who to speak (2)
  - I don't know where to go (3)
  - Others \_\_\_\_\_ (4)- please specify
24. If the answer to question 21 is anyone of the (1), (2), (3), then has any action been taken in the past based on your approach?
- Yes     No
25. Have you ever attended a public consultation/feedback meeting organized by woreda office in general or land administration office in particular?
- Yes     No
26. If 'yes', have you or any participants raised land related issues (including service delivery) and discussed?
- Yes     No
27. What challenges did you have to come across while attaining the services? Describe any three? \_\_\_\_\_
28. What do you think can be done to improve the services? \_\_\_\_\_

## Questionnaire 2: To be filled by the officers

Dear,

I, Khalid Nasredin, am a student of Public Management & Policy Studies at AAU . As part of MA Program in Public Administration and Developmental Management, I have to do a study as part of partial fulfillment of my MA Degree. The topic of my thesis is "*The Effect of Population Presser on Land Management Services Delivery in Addis Ababa. In the Case of Yeka Sub City Administration*".

At first, I would like *to* thank you for taking few minutes to be a part in this study. This questionnaire is designed to gather data from land management office officers who provides land related services to the customers. This study is being done purely for academic purpose and all information provided by you will be used purely for academic analysis and knowledge. Your answers and suggestions shall be kept confidential and not disclosed to anyone for public consumption.

The information gathered through this questionnaire shall help me understand service provider views on the status of service delivery in land administration offices. I request you to provide an honest opinion/ perception which help me greatly to carry out this study with ingenuity and do justice to the task in my hand. Thanks once again.

• *Please use a 'X' mark for your response.*

1. Sex of respondents?

Male       Female

2. Educational level?

Certificate       Diploma       Degree and above

3. In which offices you are working for?

Landholdings registration information agency

Title administration transitional period service project office

Land development city renewal sub-city branch office

4. For how long have you been in this offices?

Less than one month

1 to 3 months

4 to 6 months

6 months to 1 year

- More than 1 year
5. Have you received any training for providing the services?  
 Yes     No
  6. If 'yes', please mention the type of the trainings? \_\_\_\_\_.
  7. Are you aware of the time taken and steps required (service standard) for the services you provide?  
 Yes     No
  8. If 'yes', what is the time taken to provide the service? \_\_\_\_\_.
  9. If there is variation between the service standard and the actual deliverable time, please explain why this happen? \_\_\_\_\_.
  10. How will you rate the coordination between various working process/offices, with the sub city and city administration? (the rating ranges from 1 to 5 denoting 1 as a very bad and 5 as an excellent.)  
 Very good     Good     Satisfactory     Weak     Very weak
  11. Do you think that the services are easily accessible to the customers?  
 Yes     No
  12. How do you rate the quality/ efficiency of service delivery in your department? (the rating ranges from 1 to 5 denoting 1 as a very bad and 5 as an excellent.)  
 Very good     Good     Fair     Poor     Very poor
  13. Has your department undertaken any service delivery satisfaction or customer satisfaction survey in the past?  
 Yes     No
  14. If your answer for the above question is 'yes', when was it conducted?  
 1-3 months ago  
 4-6 months ago  
 6 months to 1 year ago  
 1-2 years ago  
 More than 2 years ago
  15. How do you receive feedback on your services?  
 Public consultation (1)  
 Feedback form (2)  
 Woreda Complain handling desk (3)  
 Other mechanisms (4)-please specify\_\_\_\_\_.
  16. What does the feedbacks reflect? Can I look at some of the feedbacks in the suggestion box?  
\_\_\_\_\_  
\_\_\_\_\_.
  17. How do you analyze the feedback obtained from the customers? Can I look at some sample feedback forms? \_\_\_\_\_.
  18. Have you organized community consultation meetings/ citizen feedback meetings in the recent past?

Yes  No

19. If you responded 'yes', when was the time?

- 1-3 months ago
- 4-6 months ago
- 6 months to 1 year ago
- 1-2 years ago
- More than 2 years ago

20. Do you have the guidelines/ manuals related to the service you are supposed to provide?

Yes  No

21. Do you think the guidelines are easy to understand and can easily be operational?

Yes  No

22. Please describe the workflow in your department? Just mention the number of steps that the customers are expected to go through to get a specific service? The time it takes?

\_\_\_\_\_

23. What is the difference between the old and the revised BPR? In terms of expertise, relevancy and what does the revised BPR provides for customers?

\_\_\_\_\_

24. What are the major challenges and problems to the land related service delivery? Describe any three?

\_\_\_\_\_

25. What can be done to improve the service delivery and address those challenges?

\_\_\_\_\_

26. Dose customers ask their right in accordance with rule and regulation of the land administration?

\_\_\_\_\_

\_\_\_\_\_.

27. What major problems do you observe with respect to customers, employees, land laws and interference from the top officials?

\_\_\_\_\_

\_\_\_\_\_.

28. What is your opinion regarding the impact of population increase on the land services delivery?\_\_\_\_\_

\_\_\_\_\_.

29. Any other information that you wants to share?

\_\_\_\_\_

\_\_\_\_\_.

### Questionnaire 3: To be filled by the Managers

Dear,

I, Khalid Nasredin, am a student of Public Management & Policy Studies at AAU. As part of MA Program in Public Administration and Developmental Management, I have to do a study as part of partial fulfillment of my MA Degree. The topic of my thesis is *"The Effect of Population Presser on Land Management Services Delivery in Addis Ababa. In the Case of Yeka Sub City Administration"*.

At first, I would like *to* thank you for taking few minutes to be a part in this study. This questionnaire is designed to gather data from land management office officials who manage the land management office. This study is being done purely for academic purpose and all information provided by you will be used purely for academic analysis and knowledge. Your answers and suggestions shall be kept confidential and not disclosed to anyone for public consumption.

The information gathered through this questionnaire shall help me understand service provider views on the status of service delivery in land administration offices. I request you to provide an honest opinion/ perception which help me greatly to carry out this study with ingenuity and do justice to the task in my hand. Thanks once again.

• *Please use a 'X' mark for your response.*

1. Sex of respondents?

Male       Female

2. Educational level?

Certificate       Diploma       Degree and above

3. In which working process/ unit you are working for?

- Landholdings registration information agency
- Title administration transitional period service project office
- Land development city renewal sub-city branch office

4. For what time have you been in this position?

- Less than one month
- 1 to 3 months
- 4 to 6 months

6 months to 1 year

More than 1 year

5. Do you think land related regulations and guidelines are clear and harmonized to make the service efficient?

Yes  No

6. If you respond 'No' for the above question, in which documents you observed the gaps? \_\_\_\_\_.

7. Were the regulations and guidelines prepare in consultation with citizens?

Yes  No  I do not know

8. If 'yes', did you incorporate people ideas for further improvement?

Yes  No  I am not sure

9. How will you rate the coordination between various working process and with the sub city?

Very strong  Strong  Fair  Weak  Very weak

10. If it is 'good', how it works? Or if it is 'weak', why? \_\_\_\_\_.

11. Have you established service standards for the land office?

Yes  No

12. If your answer is 'yes' for the above question, are you providing services based on the standard indicated in the document?

Yes  No

13. If you respond 'No' for the above question, please indicate the major reasons from the below lists?

Service standard guideline developed but not implemented

Not yet developed

Other reasons, please specify \_\_\_\_\_

14. What do you think are the basic urban land management services delivery problems?

\_\_\_\_\_.

15. What major problems do you observe with respect to customers, employees, land laws and interference from the top officials?

\_\_\_\_\_.

16. What is your opinion regarding the impact of population increase on the land services delivery?

\_\_\_\_\_.

### **Checklist: Discussion Points with the Managers**

1. How many positions do you have in each of the three working processes? How many active and how many vacant? (for the active staffs, please indicate with their sex)
2. Have your staffs been trained? In what? When?
3. Do you have a complaint handling mechanism that is accessible to all customers? If yes-what is it and how is done? Can I look at woreda complaint handling register? If no, why?
4. Who evaluates these complaints? At what intervals- Is it quarterly, semi-annually, annually, in ad-hoc basis, or any other?
5. How have addressed/ evaluated to these complaints? If you didn't address, why?
6. Have you experienced the complaints related to corruption? How do you handle it?
7. Do you have a consultative mechanism with staffs and customers on the improvement of service delivery? How do you consider participants inputs?
8. Do you think the service delivery is transparent and accountable for the customers? If yes, please justify? If not, what shall be done?
9. What are the major challenges and problems to the land administration service delivery?
10. Any suggestions for improvement or to address those challenges.

