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DECENTRALIZATION AND MUNICIPAL SERVICE  
DELIVERY IN ADDIS ABABA: THE CASE OF LAND  
ADMINISTRATION IN BOLE SUB-CITY

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## Acronyms

AACG	Addis Ababa City Government
FIG	Federation of International Surveyors
UNCHS	United Nations Commission on Human Settlements.
UNECE	United Nations Economic Commission for Europe
LA	Land Administration

## Abstract

*The major objective of this study is to investigate the process of decentralization on Land Administration in Bole Sub-city. Five major Land administration services are selected to conduct this study. These are preparation of Title deed for land possession, Settlement of land boundary disputes, Registration of transfer/transactions, Compensation of relocation, and Registration of mortgages.*

*To meet the above stated objective, the study utilized survey research design which is characterized by sampling and questionnaire. From the total of 785 service-seekers 78 are selected using simple random sampling using the sample frame from Land Administration Department of Bole Sub-City. Regarding the questionnaire, close and open ended questions are employed to gather data relevant to the study. Moreover, key informants, observation and appropriate documents are used to triangulate the existing data. Both qualitative and quantitative data analysis was employed to assess the true nature of the topic under investigation.*

*The study found out that decentralization of land administration in Bole Sub-City is resulted in relatively better accessibility of customers to land services in view of nearness to their location, relatively fast decision making of officials in the land administration. However, in all five land administration services investigated in the study area, service delivery is constrained by various problems. The problem is aggravated by vastness of the Sub-City, being an expansion area of the city, manpower, logistics, ethical problems as well as lack of coordination of different hierarchies of land administration bodies. Hence based on the findings, some recommendations are made.*

Keywords: Decentralization, Municipal Service, Land Administration, Bole Sub-City.

# Chapter One: Introduction

## 1.1. Background

The notion of decentralization is commonly associated with a wide range of economic, social, and political objectives in both developed and developing countries. Economically, decentralization is said to improve the efficiency with which demands for locally provided services are expressed and public goods provided. Politically, it is said to strengthen accountability, political skills and national integration. Decentralization brings government closer to people and provides better services to client groups; hence it promotes liberty, equality and welfare. Moreover, decentralization provides a training ground for citizen participation and political leadership, in local, regional, and national scale. It has even been elevated to the role of guardian of basic human values (Litvack et al., 1998).

Similarly, Hadingham and Wilson (2003), defined decentralization as the transfer of political power, decision making capacity, and resources from central to sub-national levels of government. They forwarded a number of arguments to support the importance of decentralization. Among others, decentralization is important for allocative efficiency, information provision to local people, and responsiveness of local governments to the people under their jurisdiction, local revenue maximization, and accountability of local authorities. Tegegne and Van Dijk (2005), argue that many countries have resorted to decentralization measures as a way of realizing effective public service delivery and local self-rule.

In developing countries, the process of decentralization is transforming the structure of governance. Since the 1980s most African countries have started a transfer of power, resources, and responsibilities to their sub-national governments. The pace of transformation is very uneven across countries. A few countries- namely, Ethiopia, South Africa, and Uganda- are proceeding fast (Brosio, 2000).

However, there are risks associated with decentralization in developing countries. In this regard decentralization process may be trapped by the following constraints. Elite capture,

revenue minimization, corruption, weak administrative and management system, lack of participation, and poor human resource base are the major ones (Shah, 2006).

Ethiopia has been embarked on the process of decentralization that divides power and responsibilities between the central and regional governments, after the overthrow of the Derg regime which was centralized government system. According to the country's Federal Constitution of 1995, the system of government in the country comprised nine Regional States which are in turn sub-divided in to 66 zones, 550 woredas, and 6 special woredas and two other autonomous administrative regions, namely the City Government of Addis Ababa and Dire Dawa Special Administrative Council (Vander Loop, 2002). However, Municipalities constitute a separate system and are not regulated by the Constitution. All together they form a rather complex system, which is clearly quite expensive and cumbersome, given the lengthy command channel.

Addis Ababa is one of the urban centers in the country where its Municipal management and governance is generally neglected area in the country's Constitution (Meheret, 1999). However, against this background the metropolis is embarked on decentralization of functions and responsibilities to the Sub-Cities under its jurisdiction for effective urban service delivery.

As part of an autonomous administrative region, the Sub-Cities have given power to administer the recently decentralized urban services. Land administration, which is the focus of this study, is one of the Municipal services decentralized to lower level local governments. Land administration embraces such matters as the delivery of land rights, the planning of land uses, demarcation and survey of land parcels, the registration and maintenance of land information. In other words, there are economic and social benefits resulting from effective land administration. This is because the price and availability of land influences: quality of housing, living conditions, commercial activities, industrial prospects, the level of investment in infrastructure and public services. The cost of poor or no land administration is potentially very high and includes illegal settlement, lack of productive investment, and poor infrastructure. In Addis Ababa, Land Development and Administration Authority has the power and duties of controlling and giving technical help to the Sub-city land administration units. Also it suggests policy decisions and directives on administration and management of

the city land. In Bole Sub-City, Land Development and Administration Department is responsible for the implementation of land administration services. The Department is accountable administratively to the Sub-City, which has direct relationship with the Municipal Land Development and Administration Authority in terms of information exchange.

## **1.2. The Problem**

Addis Ababa is more than hundred years old, founded by Emperor Menelik II in 1886 as the permanent capital of the emerging modern Ethiopia. Ever since its establishment, Addis Ababa had grown as an important urban center following the process of political, social, economic, and environmental development. During the reign of Emperor Haileselassie I, Addis Ababa was one of the few-chartered cities of the country administered by a lord mayor (*kentiba*), (Meheret, 1999).

During the Derg regime the Municipal service of the city was continued with different ideology and function. Since 1997, Addis Ababa has been designated a chartered city government with self-rule. According to the current (2003) revised Charter, the city is divided into 10 Sub-cities. The rapid growth of city's population has placed tremendous pressure on the management capacity of the Municipality for service delivery. The growth also burdened the city management with the problems of inadequate housing, poor urban infrastructure, poverty and unemployment, inadequate water and electricity supplies, poor sanitation system and environmental neglect (Meheret, 2001). However, recently as part of the decentralization program, the Municipality is entitled to delegate various services and the city government functions to the 10 Municipal bodies. Thus there are about 13 service organs, among which land administration is the most complex one because most human activities are performed on land.

The core benefit of land administration is the establishment of a system of adequate land utilization which includes provision of security on land possessions, land protection, development oriented land use planning with knowledge of land resources, land classification system, and appropriate system of land distribution (Watterland, 1970).

According to Yigremew (2007), pre 1991, though there were established systems and practices that dealt with allocation and utilization of land in the country, distribution of land, establishment of registration of land rights, administration and protection of those rights, establishment and regulation of land use practices, and other similar activities were not properly functioning to the satisfaction of the people.

Similarly, due to the absence of careful attention and care for the urban land administration, today problems of urban land management, urban up-grading and major development efforts are retarded. Although urban land is as important as rural land for economic development and alleviation of poverty, in Ethiopia there are limited literatures on urban land management and administration issues. The focus in our country was on land tenure, security, and registration of rural lands. Because of the loose attention and lack of planning, congested and informal settlements outside the planned areas, squatting, uneconomical use and illegal transaction of land, and unnecessary burdens on public budget is the phenomenon in most urban land administration systems in the country.

In addition, pre 1991, land administration and urban planning were over-centralized. This situation is worsened by the limited enabling capacity of central governments and the absence of a clear distinction of responsibilities between sector policies (ministries), between national, intermediate and local level as well as between State and Civil Society which leads to the duplication of some efforts while ignoring others. Besides the weak institutional and professional capacity to manage land, there was a lack of adequate resources, especially at the local level.

Land has a unique nature by being both an economic asset and a means for social goals. Economic value of urban land is an important factor that land management strategies should consider, and developing land markets should be among the objectives of land management. Nevertheless, land cannot be treated as an ordinary asset controlled by individuals and subject only to market forces. Land should also be used in the interest of society as a whole, to achieve social goals like decreasing inequalities in access to land and tenure security, and empowerment of urban poor, (UNCHS, 1996). Hence the major policy area affecting land supply and management can be classified into: land supply, land tenure, land registration, and land taxation.

In Addis Ababa even if the constitution retains government ownership of the land, while recognizing user rights and opening the possibility of leasing land, the Municipality become the sole supplier of land and government retains high levels of control over land use and design (Solomon and McLeod, 2004).

The revised Addis Ababa City Administration Charter Proclamation No.1/2003 has given decentralized mandate to Sub-Cities or district Municipalities in administering urban services. Thus such activities of urban land services, lease contract implementation supervision, titling, land inventory data, controlling illegal settlement, providing land for short term use, protecting public land etc. have been decentralized to sub-cities.

Though decentralization in Ethiopia is a recent phenomenon, some impacts must be seen as primary stage of implementation. Therefore, this study focuses on the role of decentralization policy in facilitating or impeding the administration of land in Addis Ababa with a particular reference to Bole Sub-city.

### **1.3. Objectives of the Study**

The general objective of the study is to assess decentralized service delivery in Addis Ababa with particular reference to land administration in Bole Sub-city. However, the specific objectives of the study are to:

1. assess the performance of planned and implemented land administration services.
2. explain the effects of decentralization on the performance of land administration service delivery.
3. identify the main constraints in land administration service delivery.
4. examine human resources and other resources made available in the *Sub-City* for land related services.
5. examine the role of the Municipal land administration department in helping sub-city land administration
6. forward some recommendations, which policy makers and local development practitioners could make use of and contribute to improved decentralization policies and capacity building in meeting local development objectives.

## **1.4 Research Questions**

1. How and under what conditions does a decentralized governance system enhance land service delivery?
2. How is the performance of the Sub-City in terms of demand for land administration services?
3. Is the human resource power available in the sub-city enough for the provision of improved services?
4. What are the major constraints in delivering land services in Bole Sub-City?
5. What are the roles and responsibilities of the Central Municipal Land Development and Administration Authority in supporting the Sub-City's Land Development Administration Department?

## **1.5. Research Methodology**

### **1.5.1. Research Design**

This research uses survey method which can be applied over a large population and broad subject area like decentralization and urban service delivery. This research design utilizes sampling (probability and non-probability) and questionnaire (open-ended and close ended). It is also an exploratory study to look into the role of the current decentralization process and effectiveness and fairness of land administration in Bole Sub-City. The required data from the selected respondents was collected using different but complementary approaches such as interviews with key informants, and document investigation.

### **1.5.2. Sampling Techniques**

For the case study Bole Sub-City has been selected. The reason for this is that during conducting the exploratory assessment, it was found that the Sub-City has various problems of implementation of the decentralization program. Given the shortage of time, survey of more Sub-Cities limits making thorough study and analysis of the subject.

With regard to the sample frame, the Land Administration Service Delivery Directive, in which all the list of services is found is used. The document categorized all land

administration services in three broad sections namely, Land Lease, Land Ownership and information, and Land Development sections. However, the study focused only on the two sections from which five services were selected. The five services in this study were selected purposely because of the availability of large number of customers seeking such services.

To sample the respondents, however, the lists of service seeking individuals for the five services over two consecutive weeks were used as a sampling frame. As the Sub-City's registry shows a total of 785 service-seeking individuals have visited their office over the period of two weeks lasting from May 08 to 28 2007, excluding week ends. The number of service-seekers registered during the survey varies between 150- 170 in size. Accordingly, for mortgage 150 people, land use right 160 people, property transfer 170, boundary dispute 160, and compensation 145. From the total of 785 service-seekers, 10% (78 persons) have been selected by systematic random sampling technique. However, the study contacted 75 persons who have filled in the questionnaire, but 3 were unable to fill it due to their own personal reasons. The respondents were contacted during their date of appointment, of which the specific service date for majority of respondents was taken from the Department. Moreover, key informants for this study were selected based on the position they assume in the Department.

### **1.5.3. Sources of Data and Data Collection Tools**

The study uses both primary and secondary data sources. The primary data was collected using a structured questionnaire (close and open ended questions) and interview guide questions. The questionnaire contained six sections addressing the five types of services selected for this study (Appendix I). Before administering, the questionnaire, however, it was translated into Amharic to facilitate easy understanding of the questions. Three enumerators were hired for the purpose administering the questionnaire and they were given four hours training as to how they administer the questionnaire. Respondents gave answer for the question during service days at the Department. Moreover, field observation also used to triangulate the data collected by questionnaire and interview guide. These different but complementary methods of data collection are used to reflect the true nature of the problem under investigation.

Secondary data was collected from published and unpublished materials, which are available in the form of books, journal articles, internet sources, proclamations, policies, constitutions, guidelines, performance reports and relevant academic thesis.

#### **1.5.4. Data Analysis**

The analysis of the study is descriptive that combines both qualitative and quantitative data. Data collected in qualitative and quantitative forms were first organized in view of the performances of the selected services and the problems identified by the respondents.

The data were analyzed by using computer software Statistical Package for Social Sciences (SPSS) version 11.0 for windows to obtain means, percents, frequencies, figures and diagrams to reflect the true nature of information collected from respondents.

#### **1.6. Significance and Scope of the Study**

Currently, the City Government of Addis Ababa has decentralized almost all of Municipal services to the ten Sub-cities which were delivered and administered at the central (Municipal) level. Hence, this study has tries to investigate the problems faced and opportunities gained in administering those decentralized land services among others, in Bole Sub-city. Therefore, this study can be a complement to and develop the researches that have already been done in the area of effectiveness of the infant decentralization process in the area of service delivery in the metropolis in general and Bole Sub-city in particular. Moreover, the study provides insights to practitioners about the problems and opportunities that have been observed in urban service management because of the complex nature and the growing demand to such services.

The scope of the study is to see the accountability, responsiveness, and efficiency of the Sub-city administration to the provision of land services. Thus, from the ten Sub-Cities only Bole Sub-City is considered for this study. In addition, the study has taken only five service types for detailed analysis.

## **1.7. Organization of the Study**

Following this introductory chapter, the next chapter provides review of literature both from theoretical and conceptual as well as from the empirical literature perspective. The third chapter of the study explains about background of the study area. Data presentation, analysis and discussion are made on chapter four. Chapter Five contains conclusion and recommendation.

# Chapter Two: Review of Literature

## 2.1. Conceptual Framework

### 2.1.1. Decentralization

Since the early 1950s, control over development activities in most Third World countries has been centralized in national government ministries and agencies. Central planning was introduced in most developing countries as a means of providing rational and coherent policies for using scarce resources effectively to promote rapid growth (Rondinelli and Cheema, 1983).

The growth-with-equity policies adopted in many countries during the 1970s, highlighted the inconsistencies between central control over planning and administration and the wide spread participation and equitable distribution of benefits they were attempting to generate. New structures and procedures were needed to elicit the participation of lower-income groups and communities (Ibid).

Since the mid 1980s, many developing countries in Africa, Asia and Latin America have begun implementing important decentralization reforms in order to empower local authorities and strengthen cities and regions. This decentralization trend was motivated by globalization, economic crisis and structural adjustment, and democratization, as well as local and domestic forces such as rapid urbanization, strengthened ethnic identities, etc. (Olowu, 2001).

For better governance, decentralization is also considered by donors as one of the most appropriate ways of reducing poverty, building sustainable development and implementing democracy in developing countries. Lobbying efforts pressure central states to start decentralization reforms by arguing that cities and local authorities are major actors in implementing locally international development goals (Walle, 2002).

Political pressure probably drives most decentralization efforts. But whatever its origins, decentralization can have significant repercussions for resource mobilization and allocation, and ultimately macroeconomic stability, service delivery, and equity (Litvack et.al. 1998).

Hence the introduction of decentralization in developing countries is meant to facilitate and capacitate local areas for the provision of services through participation of lower level governments. The following Sub-topic provides the major rationale for developing countries resort to the practice of decentralization.

### **2.1.1.1 Rationale for decentralization**

According to Adakwark (2005), the major rationale for decentralization is the transfer of significant amounts of power or authority, functions and capacity (financial and human resource base) from the central government to local institutions. There are various reasons for the introduction of decentralized governance particularly in developing countries since the emergence of Structural Adjustment Programs (SAP) of the World Bank in the 1980s. It is argued that decentralization facilitates political and economic decision-making power of the lower tiers of government for sustainable development.

Politically, it was a response to failures of highly centralized governments in economic development. In addition, it is useful in order to gain legitimacy for central state, better governance and democratization, demand of participation from population and civil society in decision-making process, greater efficiency and accountability of local governments, greater ability to protect the rights and values of citizens, allowing competition and efficiency for basic services delivery at local level (World Bank, 1994).

Economically, decentralization allows competition between sub-national governments and thus, enhances innovation; decisions about public expenditures taken by a level of government closer to local constituency are more likely to reflect the demand for local services. People are more willing to pay for services which they find to be responsive to their priorities, especially if they have been involved in the decision making process (Ibid).

Moreover, decentralization of local decision making and accountability can help to link cost and benefits, and thus improve efficiency. This is because local governments are closer to voter consumers and can be more flexible and responsive to local preferences for public services and for various kinds of taxes and user charges.

In addition urban centers in developing countries face a rapidly growing demand for urban services as a result of continuing rapid urban population growth. However the capacity of urban local governments to respond to this increasing demand for urban service is very limited. To be able to respond adequately for local government, it requires mobilization of resources from different sources and of different actors, this in turn, needs greater autonomy to decision making, which calls for decentralization of functions and responsibilities at different government levels.

Generally the above mentioned reasons for the adoption of decentralization have also led to the come into being of different definitions by Scholars on the area.

#### **2.1.1.2. Definition of Decentralization**

Though the practice of decentralization has widely been recognized since 1970s in developing countries, there have been fewer consensus among scholars in defining the concept. The concept defies any universally accepted definition. But in contrast to this fact, there are some commonly used definitions of the term (Conyers, 1986; cited in Adarkwa, 2005).

Tamakloe (1986); cited in Adarkwa, 2005, defined decentralization as empowering various segments of society especially the disadvantaged groups to participate through dialogue, in national and local decisions that affect the quality of their lives. Therefore decentralization is only an instrument for achieving an objective and not an end in itself.

Decentralization is any act through which a central government formally transfers powers to actors and institutions at lower levels in a political-administrative and territorial hierarchy. Decentralization reforms usually focus on strengthening both central and local governance in ways that support the objectives of democratization, greater efficiency and equity in the use of public resources and service delivery, and national unity (Manor 1999; Ribot 2001).

Rondinelli (1978), defined decentralization as a transfer of responsibility for planning, management and mobilization and utilization of resources from the central government, and its agencies, to subordinate units or levels of governments, semi-autonomous public

authorities or corporations, area wide regional or functional authorities or non-governmental private or voluntary organizations.

For Conyers (1990), decentralization is the transfer of power and/or authority to plan, make decisions, raise and allocate resources, and/or manage public functions from a higher level of government to lower ones.

Decentralization, or decentralizing governance, refers to the restructuring or reorganization of authority so that there is a system of co-responsibility between institutions of governance at the central, regional, and local levels according to the principle of subsidiarity, thus increasing the overall quality and effectiveness of the system of governance while increasing the authority and capacities of sub-national levels (UNDP, 1997).

### **2.1.1.3. Forms of decentralization**

Different forms of decentralization can be distinguished primarily by the extent to which authority to plan, decide, and manage is transferred from the central government to other organizations and the amount of autonomy the “decentralized organizations” achieved in carrying out their tasks. There are four major forms of decentralization.

**Deconcentration:** is a type of decentralization which involves passing down only administrative discretion and/or work load to local officers of central ministries. Its distinguishing characteristic is the fact that the authority or responsibility for specific functions has been shifted by the central government to the lower level administrations, but few decisions can be taken without reference to the center (UNDP, 1997). The least extensive form of decentralization, but an important step in highly centralized countries, is to deconcentrate central government institution. In a deconcentrated system, institutional arrangements make service delivery more responsive to users needs, and the delivery process is more efficient and effective.

Despite its limitations, deconcentration, if carried out properly (e.g., central government must provide its local representatives with the means to adequately carry out their devolved functions,) can help to improve the efficiency and effectiveness of public good provision and

service delivery. Presumably, the local representatives are closer to the local populations and can better respond to the local interests than decision-makers in the capital city.

**Delegation:** involves the passing down of some authority and decision making power to parastatals. Delegation usually occurs when the central government finds it difficult to promote high priority development projects and programs that seemingly could not be achieved by either the private sector or the central govt. Delegation remains a limited form of decentralization. The difference between it and full political decentralization is that the lower level organizations to which power is transferred remain ultimately accountable to a central government (UNDP, 1997). It is a more extensive form of decentralization than deconcentration, and it is one way to balance local and national government interests.

Delegation implies the transfer or creation of broad authority to plan and implement decisions concerning specific activities or a variety of activities within specific boundaries to an organization that is technically and administratively capable of carrying them out without direct supervision by a higher administrative unit.

**Devolution:** is the strongest form of decentralization which involves the separation of the local units of government from the central government. Devolution grants decision-making power to sub-national political entities and allows them to enforce an independent authority to plan and implement project and programs (UNDP, 1997).

This form of decentralization seeks to create or strengthen independent levels or units of government through devolution of functions and authority. Through devolution the central government relinquishes certain function or creates new units of governments that outside direct control (Rondinelli et al., 1984).

Devolution forms the foundation for political decentralization in that it usually involves the transfer of responsibility to Municipalities that elect their own mayors and councils, raise their own revenues and are able to make investment decisions independently of the central government.

According to UNDP (1997), devolution has certain fundamental characteristics. First, local units of government are autonomous, independent and clearly perceived as separate levels of government over which central authorities exercise little or no direct control. Second, the local governments have clear and legally recognized geographical boundaries within which they exercise authority and perform public functions. Third, local governments have corporate status and the power to secure resources to perform their functions. Fourth, devolution implies the need to "develop local governments as institutions" in the sense that they are perceived by local citizens as organizations providing services that satisfy their needs and as governmental units over which they have some influence. Finally, devolution is an arrangement in which there are reciprocal, mutually beneficial, and coordinate relationships between central and local governments.

**Privatization:** Privatization is the transfer of tasks formerly performed by state agencies to the private sector. Its advocates argue that since power is being transferred from the central government to private firms, it is decentralization since it increases customer's choices (Monor, 1999).

It is the transfer of some planning and administrative responsibility, or of public functions, from government to voluntary, private, or non-government institutions. In some cases, governments may transfer to parallel organizations such as national industrial and trade associations, professional organization, political parties, or cooperatives- the right to license, regulate, or supervise their members in performing function that were previously controlled by the government.

In other cases, governments may decentralize by shifting responsibility for producing goods or supplying services to private organizations a process often called "Privatization" (Rondinelli and Cheema, 1983)

Generally, decentralization is a relative, complex and multidimensional process. It is relative in that it describes the distribution of state resources (responsibility, finance, personnel or discretionary authority) between various institutional actors within the state and/or society

against some normative mode in space or time. It is a complex process in that it incorporates and is impacted upon by political, economic, institutional and cultural factors (Olowu, 2001).

Having the general understanding of decentralization, the following sub-topic provides issues of urban governance, definitions, functions, and models which are the bases for analyzing decentralization in urban setting.

### **2.1.2. Urban Governance**

The term urban governance is used to refer to both the institutions that are involved in the running of urban governments as well as the major tasks performed by these institutions. The institutions referred to are the network of government and non-government organizations operating in urban areas, including central, state, and provincial governments, Municipal authorities, public utility corporations, and a wide array of institutions of civil society, such as private businesses, professional and trade associations, voluntary and community organizations (Castells, 1983; Mbaogunje, 1990; Davey, et al., 1997; cited in Meheret, 1999).

The term also embraces the functions conducted by governmental and non-governmental organizations in an urban setting. Broadly, the functions relate to the supervision, financing, planning and execution of socio-economic policies by the nexus of organizations in urban areas. Specifically, these policies emphasize the following: providing infrastructure essential to the efficient operation of cities; providing services that develop human resources improve productivity and raise the standard of living of urban residents; regulating private activities that affect community welfare and the health and safety of the urban population; providing services and facilities that support productive activities and allow private enterprise to operate efficiently in urban areas (Davey, et al., 1997; cited in Meheret, 1999).

Literatures (Meheret, 1999; Dereje and Wondimu, 2002) indicate different models of urban governance, but the three major ones are discussed in the following way.

## **Models of Urban Governance**

Each model of urban governance having its own organizational characteristics and features can be opted for depending on concrete realities of countries and/or cities.

### **2.1.2. 1 Mayor-Council Model**

In the mayor-council model, both the mayor and the council of the city are elected for the same period. Both have equal powers and authority and they are often full-time office holders. The mayor serves as the chairperson/president of the council and chief executive officer of the city administration. The council is responsible for making laws and approves the budget. In the 'strong' mayor model, the mayor can have a veto power over the budget and important Municipal appointments (Snider, 1950; National Civic League, 1996; cited in Meheret, 1999).

The main strength of the mayor-council model is that there is a formal division of duties and roles between the mayor and the councilors. In other words, it clearly fixes responsibility and functions between the two. Citizens are better served because the two bodies have collective responsibility and can be held accountable by their constituency (Meheret, 1999).

The major weakness of the model is that appointees may often be "Pawns to the leadership with sacrifices of city development and interests of residents for personal or political gains". Mayors may also lack professional qualities (Minas, et al., 1999; cited in Dereje and Wondimu, 2002).

### **2.1.2.2 Commission Model**

In this model, major services and functions are headed by separate commissions. The commissioners are elected and stay in office for a definite term. All of them heading different departments constitute the city government and thus become its policy-making and executive apparatus (Macdonald, 1960; cited in Meheret, 1999).

To make up for their deficiency in professional talent, commission-led governments often employ career public personnel recruited on the basis of merit. However, it has not always

been easy to insulate merit-based employees from undue political influence and manipulation. In addition to unwarranted political pressure on public employees, the lack of effective coordination of Municipal services stands out as the single most important problem of commission city governments.

### **2.1.2.3 Council-Manager Model**

It is the result of an endeavor to make distinctions between political and management roles and activities. It considers management as a hired hand to politics to implement the decisions made in the best of the managerial skills (Minas, et al., 1999; cited in Dereje and Wondimu, 2002).

The council-manager model consists of an elected council accountable to the people at large and a professional administrator appointed by the elected body. The council is responsible for formulating Municipal legislation and policies and approving the budget. It does not involve itself in the day-to-day affairs of the Municipality. This task is left to the manager who in turn recruits and appoints qualified staff in the different departments of his/her administration. There is bound to be limited political pressure on the manager and the permanent staff because he/she is judged on the basis of performance rather than loyalty to powerful politicians (Snider, 1950; National Civic League, 1996; cited in Meheret, 1999).

The council-manager model is the most popular alternative in many places and it is proven to be the best arrangement for speedy urban development (Meheret, 1999; Minas, et al., 1999). According to (Meheret, 1999), this model has some typical advantages. First, it blends politics and professionalism in city governance. That is there will be a combination of politically accountable council with a technically and professionally competent management structure. Second, it gives for an independent and merit-based municipal public service whose performance is judged by results alone. The terms and conditions of employment of the municipal service are governed by a separate legislation outside of the national civil service law. This guarantees the independence of the service and enhances its commitment to serving the tax-paying public rather than elected politicians. Third, separates policy-making from

policy-implementation. Also it reinforces checks and balances in the system and helps each actor to devote full time and attention to the accomplishment of its respective mission.

In the current governance structure of the city of Addis Ababa, the mayor-council system is adopted. Both the mayor and the council of the city are elected for the same period. The mayor is the chairperson of the council and chief executive officer of the city administration. And the council is responsible for making laws and approval the budget. There is a formal division of duties and roles between the mayor and the councilors that is it clearly fixes responsibility and functions between the two. The two bodies have a collective responsibility which held them accountable to their constituency.

Generally, some city government models are important for the implementation of decentralization programs. This is possible based on the openness, accessibility, and responsiveness of the system in service provision. Hence decentralized urban governance is a means for the effective provision of services at local level. The following sub-topic is about the role of decentralization in enhancing the delivery of efficient services at local level.

### **2.1.3. Decentralization and service delivery**

Service delivery is the systematic arrangement of activities in service giving institutions with the objective of fulfilling the needs and expectations of service users and other stakeholders with the optimum use of resources. Service delivery improvement contributes to the establishment of administrative machinery that can face the challenges of the 21<sup>st</sup> century (Tsfaye, 2007).

Decentralization enhances the sensitivity and responsiveness of public administration to the local environment by placing the planning, financing, management and control of service provision at the point where services are provided, and by enabling local leadership develop organizational structures and capabilities that take into consideration the local environment and needs. Decentralization will improve government's responsiveness to the public and increase the quality and quantity of services it provides (Ibid).

Locally elected leaders know their constituents better than authorities at the national level and so should be well positioned to provide the public services local residents want and need. It enhance effectiveness and efficiency in the planning, monitoring and delivery of services by reducing the burden from central government officials who are distanced from the centre where needs are felt and services delivered.

Decentralization reduces delays as well as indifferences in satisfying the needs of the clientele are achieved (Rondinelli and Cheema, 1983). Decentralization can also create competition among local governments to better satisfy citizens needs (World Development Report 1999/2000).

Decentralizing governance, from the central government to the local units is a means of tackling the entrenched and prevalent problem of poverty and lack of income affecting wider sections of the population thereby impeding endeavors to embark on socio-economic development (Tegegne and Kasahun, 2007).

In decentralized governments who are accompanied by local elections, government responsiveness increases markedly, improving the quantity, speed and quality of service delivery (World Bank, 1996, cited in Tesfaye, 2007).

According to Shah (1998), developing countries public administrations are far better under decentralized systems because some of the oversight and decision making functions are moved to local governments, which have the information and incentives to efficiently reform them. Local communities possess significant amount of tacit knowledge, which could be suppressed by centralized rule, for planning and implementing local micro projects. They are capable of highly productive innovations, and can often deliver services more efficiently than conventional bureaucracies (World Bank, 1995).

#### **2.1.4. Concept and definition of land administration**

Land is undoubtedly an important resource and an engine for enhancing economic growth as it is key to all human survival. From land people get food, shelter, social status, employment,

income and power. It is the basic resource of production on which all actors carry out their socio-economic activities. As the world's population continues to grow and as urbanization process increases rapidly, there is a pressing demand for land (Nsama, 2007).

In urban areas the most easily and immediately approached source of revenue is the tax on real property (land and house), which can be better assessed and maximized by knowing the particulars of the occupants of land parcels (Daniel, 2006).

Establishing appropriate land administration systems is important to promote economic development, social coherence and environmental sustainability. Security in land rights is seen as a basic element for generating a societal economy based on the value of these rights. Land is increasingly seen as an asset (Enemark, 2003).

#### **2.1.4.1. Definition of land administration**

Land administration is the regulatory framework, institutional arrangement, systems and processes that encompass the determination, allocation, administration and information concerning land. It includes the determination and conditions of approved uses of land, the adjudication of rights and their registration via titling, the recording of land transaction, and the estimation of value and taxes based on land and property (Lyons et al, 2001; cited in Solomon A. and Mansberger R., 2003).

Land administration is the operational functions of land management for making and implementing land policies; protecting, acquiring, using, transferring and distributing rights and interests in land; and carries out the distributive functions by planning, organizing, coordinating, directing and controlling the use of land (GTZ 1998, cited in Torhonen, 2003). Such operational functions are defined, monitored and enforced by the traditional authority systems, political, economic, environmental and cultural factors of the community including their world views, values, aspiration, interests, belief systems, and goals within an institutional framework (Torhonen, 2003). Appropriate land administration systems then provide the basis for sound land management towards economic, social and environmental sustainability.

Government implements land policy with various instruments, of which land administration and land management are the most significant (Torhonen, 2003). Land management is a positive and creative activity that aims at sustainable land use, which implements land policy by means of land administration. On the other hand, land administration is an implementer that follows the law and enhances it. Land administration functions in the developing world took place outside of the land registration/ cadastre sphere where the majority of the land is under customary and informal tenures. This is in contrast with situations in the developed world where land registration and cadastre play a primary role in land administration (Torhonen, 2003).

#### **2.1.4.2. Components of land administration**

##### **i. Land register**

A land register is a set of records of rights in land. It is the result of a process known as land registration in which the evidence of ownership of rights to the land is recorded and guaranteed. A right is something to which some person or group of persons is entitled. The function of land registration is to provide a safe and certain foundation for the acquisition, enjoyment and disposal of rights in land. It creates security for title to land and facilitates and supports the wider land and mortgage markets (UNECE, 2005).

The process of land registration should provide order and stability in society by creating security not only for landowners and their partners but also for national and international investors and moneylenders, for traders and dealers, and for governments. Although systems of land registration are frequently directed at protecting the interests of individual landowners, they are also instruments of national land policy and mechanisms to support economic development (Ibid).

Theoretically, there are two main legal land registration types: *Deeds registration*, where documents in the register are the evidence of title, and *title registration*, where mostly the register itself serves as the primary evidence.

## ii. Cadastral systems

A Cadastre is parcel based and up-to-date land information system containing a record of interests in land (e.g. rights, restrictions and responsibilities) (FIG, 1995; cited in Enemark, 2003). It is a public register of the quantity, value and ownership of the land and property in a country compiled for the purpose of legal registration of rights and taxation. Thus cadastral systems include the interaction between the identification of land parcels, the registration of land rights, the valuation and taxation of land and property and the present and possible future use of land.

It is distinguished from a land register in that the latter is fundamentally concerned with the ownership and legal rights that are attached to the land, while the cadastre focuses on a wider range of attributes. Cadastre usually includes a geometric description of land parcels linked to other records describing the nature of the interests, ownership or control of those interests, and often the value of the parcel and its improvements (UNECE 2005). Enemark (2003) has stated that, the concept of cadastre is difficult to identify. It may be designed in many different ways, depending on the origin, history and cultural development of region or country. It may also be established for fiscal purposes (valuation and taxation), legal purposes (conveyancing), to assist in the management of land and land-use control (planning and administration) and enables sustainable development and environmental improvement.

A fiscal register records data in cadastres established for taxation purposes. Thus, cadastre is used as a general term denoting official land records, which may be classified further in to at least legal and fiscal cadastres. Today most cadastral registers around the world are linked to the land value/ taxation area and the area of securing legal rights in land (Enemark 2003).

Generally, cadastral systems are the basic building block in any land administration systems or infrastructures concerned with the process of determining, recording and disseminating information about tenure, value and use of land when implementing land policies (FIG 1995).

Ting and Williamson (1999) identify different phases in the humankind to land relationship depending on the different rates of development of countries. They established a cumulative model of cadastral developments: (i) land as wealth, (ii) land as commodity, (iii) land as

scarce resource, and finally (iv) land as a scarce community resource. They conclude that "each of these phases in the humankind/land relationship elicited a corresponding layer of complexity in the function of cadastral systems from a simple record of ownership and fiscal tool, to a cornerstone of land markets and then increasingly detailed land-use planning"; and that "the world is at different points in the continuum.

Many developing countries are only just establishing more formal cadastral records for fiscal and also land market purposes while western nations are rushing to create multi-purpose cadastres that take a community approach to sustainable development issues whilst maintaining private ownership" (Ibid).

Enemark (2005) has indicated that land administration comprises an extensive range of systems and process to manage:

### **iii. Land ownership/ Tenure security**

The allocation and security of rights in lands, the legal surveys to determine parcel boundaries, the transfer of property or use from one party to another through sale or lease, and the management and adjudication of doubts and disputes regarding rights and parcel boundaries.

### **iv. Land value**

The assessment of the value of land and properties; the gathering of revenues through taxation; and the management and adjudication of land valuation and taxation disputes.

### **v. Land use**

The control of land use through adoption of planning policies and land use regulations at national, regional and local levels; the enforcement of land use regulations, and the management and adjudication of land use conflicts.

The role of land administration infrastructure is thought more evident in developing countries. In these countries the infrastructure supports the operation of land markets, the use and creation of capital, land use planning, land taxation systems, urban infrastructure and to a large

extent most of the natural resource management through the provision of spatial frameworks providing topography, land tenure, value and use (Enemark, 2005; Yigremew, 2007).

#### **2.1.4.3 Benefits of a good land administration system**

UNECE (2005) has listed out some benefits of having good land administration systems. Building effective and enduring land administration systems requires long-term investment and continuing support. Although land records are expensive to compile and to keep up to date, a good land administration system produces many benefits. In simple terms, secure title and an efficient land market lead to more credit and investment leading to greater productivity and economic growth and hence to higher incomes and less poverty.

##### **a. Guarantee of ownership and security of tenure**

The compilation of land records and the judicial processes that must be gone through in order to bring land information onto the registers should provide formal identification and, in some systems, legal proof of ownership. The public registers should contain all essential juridical information allowing anyone viewing the system to identify third-party rights as well as the name of the land owner.

##### **b. Support of land and property taxation**

Land and property taxes are a potential source of public revenue and are often collected by and used to finance local government. Much of the input data needed for the creation of mass valuation models will be found in the cadastre or land registers. Since the cadastre should provide full cover of the land, all properties can be included and none should be omitted.

##### **c. Provide security for credit**

Certainty of ownership and knowledge of all the rights that exist in the land give confidence to banks and financial organizations when they provide funds for land owners to invest in new projects. Mortgaging land is one way to acquire capital for investing in improvements. Landowners can borrow money to construct or improve buildings and infrastructure, improve their methods and management of the land, or develop new industries and businesses. Mortgage banks need up-to-date land and property information in order to be able to guarantee loans.

#### **d. Develop and monitor land markets**

Cheap and secure ways of transferring real property rights allow those dealing in land to do so with speed and certainty, while those who do not wish to sell their land can have their rights protected.

#### **e. Reduce land disputes**

Often disputes over land and its boundaries give rise to expensive litigation and can lead to a break down in law and order. The courts and advisers spend much time in resolving these matters. Many land disputes can be resolved through access to definitive land information. Hence building a good land administration system in urban areas is important for handling different land administration functions which in turn can be a tool for controlling the land use in urban settings.

## **2.2. Empirical Literature: Decentralization and land administration in Ethiopia**

### **2.2.1 Decentralization process in Ethiopia**

#### **2.2.1.1. The Ethiopian government system until 1991: An overview**

Ethiopia had been a unitary system of government with the emperor, the “kings of king” at the apex of power. Because of difficulties of communication and the absence of a modern centralized administrative apparatus the authority of the king of king may have been more symbolic than real. The appointed regional leaders enjoyed relative autonomy in the running of their local affairs so long as they paid tribute (Asmelash, 2000).

Emperor Haile Selassie I laid the foundation for a modern local government system, more than half a century ago. The imperial regime recognized provincial administration by creating a four-tier local government structure that included *teklay gizat*, *awraja*, *wereda* and *mikitil werda* levels of administration.

The first comprehensive administrative decree No. 1 of 1942 defined the power and role of the ministry of interior as the principal central government department to supervise local government throughout the country (Asmelash, 2000). Local government authorities were

appointed by the central government to act as the representative of the imperial throne in the periphery. The system was very much centralized because local government units had no authority over their budgets and could not undertake development on their initiative (Meheret, 2007; Vander Loop, 2002; Asmelash, 2000).

This kind of government structure hardly lends itself to democratic politics and participatory development at the local level. As a result, the tradition of a centralized and unitary state has persisted for a long period countervailing the evolution of a participatory and decentralized governance structure (Meheret, 2007).

Following the overthrow of the monarchy, the Derg government assumed power in 1974. However, it did not have a better record at decentralizing power from the center to the periphery and continued with the system of centralized government. It reinforced the tradition of a centralized state by instituting a Marxist-Leninist ruling party that imposed tight control on state and society. The promulgation of a radical land reform law transferred ownership of rural land to the government. The "Extra Housing and Urban Land Proclamation" also helped to nationalize extra houses and urban land owned by land lords (Asmelash, 2000, Vander Loop 2002; Meheret, 2007).

These new developments required new administrative structures to implement them. Thus, peasant associations with a mandate to implement the rural land proclamation enforce security as well as undertake minor development activities were established at the kebele level. In the urban areas, kebeles and higher councils were established as part of the hierarchy of urban administration. Nationalization of private businesses, including small and big factories, banks, insurance companies etc, helped to curtail the rule of the state in the economy, that is economic management and planning became state dominated (Ibid).

In 1987 the Derg established the Institute of Nationalities, which drafted a constitution that established five autonomous regions and 25 administrative regions with 354 sub-provinces awrajas thereby abolishing woredas as administrative tiers. Though the objective of granting autonomy under the Derg for the 5 regions (Tigreya, Afar, Somali, Aseba and Gambella) was to respond to the demands of opposition groups through granting self-rule, no significant

progress has been made in allowing the participation of the regions in the administration. With the failure of the so-called decentralization reform effort under the Derg regime, the country was thrown into further turmoil that precipitated the collapse of the regime and its replacement by the EPRDF in may 1991 (Fukuri and Markakis 1994; cited in Meheret 2007; Kumera, 2006).

Under both the Imperial government and Military rule, efforts that aimed to ensure empowerment and participation of citizens through decentralization did not materialized. Neither officials were elected nor were they accountable to local people. The country remained under a centralized system of government with the objective of building strong centralist state in all aspects. Therefore, woredas and Municipalities were considered more like deconcentrated units of government administration or field agents of the central state instead of true local governments with adequate authority within their territorial jurisdiction (Meheret, 1998; Kumera, 2006; Vander Loop, 2002). In 1987, the main structures for public service delivery were transferred from woredas to Awrajas, so only peasant and urban dwellers association were remained who are neither mandated to play the role of woredas nor have the capacity to render required services to the local population (Kumera, 2006).

### **2.2.1.2. The present system of government in Ethiopia**

The present government has declared Ethiopia a federal state comprising nine regional states and two autonomous administrative areas. Since the early 1990's, a policy of decentralization that divides power and responsibilities between the central and regional governments has been put in place.

In 1992, the Transitional Government of Ethiopia embarked upon a decentralized political, administrative, and economic structures and power. The government enacted proclamation No. 7/1992 which established the national regional self Government. This proclamation established fourteen self administering regional governments on the basis of settlement, language, identify, and willingness of nations-nationalities and peoples. That is, the designation of the regional states is based on ethnic considerations with the aim to solve or prevent (potential) ethnic or political tensions in various parts of the country. Later as a result of

willful merging the number of national regional states reduced to nine. The decentralization process involves both the devolution of political (legal) and financial powers from the federal to the lower units. With regard to the political and legal powers, the regional governments, as relatively autonomous governments, have the power to make legislation and policy decisions regarding many activities.

All the regional governments have been given substantial formal powers to plan and execute social and economic programs in their localities. The organization of regional governments follows the same pattern as the central government with elected assemblies that make laws and policies, a judicial branch of government and an executive administration that is responsible for the day-to-day running of the region.

There are five levels of government in the Ethiopian federal structure viz, the federal, regional, zonal, woreda and kebele levels of government. State functions have been formally divided between the federal and regional governments where by the central government is responsible for national issues of concern, such as defense and national security, currency and foreign affairs, while regions are responsible for drawing and implementing budgets; providing public services such as primary and secondary education and health; carrying out socio-economic and infrastructure development at regional and local levels. Both the federal and regional constitutions provide for decentralized governance structures that guarantee periodic elections and popularly elected councils at all levels of administration (Meheret, 2007).

In sum, the major focus on general decentralized process in the above discussion is that the process is a system of government which affects economic, social, and political conditions in the country. In this regard, the system inevitably affects both urban and rural areas in many different aspects. Urban service delivery is also one of such areas which will be affected by this system of governance.

### **2.2.1.3 Process of land administration in Ethiopia: An overview**

During the last periods research and debates on land tenure in Ethiopia has gave little attention to the land administration aspect but more to policy and laws. However, the case is that issues

of equitable access, proper utilization, transfer, efficient allocation, and management of land to a large extent depend on land administration systems and practices. In Ethiopia, since long time, there have not been formally established systems, institutions and practices dealing with land administration in the country (Yigremew, 2007).

For many years, there was lack of government institutions principally dealing with land administration issues. The Ministry of Land Reform and Administration, established around the last days of the Imperial regime; that ended in 1974 was an exception. Since the fall of the Imperial regime and the 1975 land reform, land administration, issues were handled by many agencies without proper delimitation of powers and duties. During the Derg time Ministry of Agriculture, Ministry of Interior, political cadres, mass organizations and local administrative units were involved in land administration matters.

The land situation through out much of the Middle Age (Era of the princes) was influenced by the absence of a permanent capital city, a factor that has prevented to great extent the emergence of urban property in land until the establishment of Gonder around 1636. Several short-lived capitals such as Lalibela, Debre-Birhan, etc existed only for a few reigns. A real breakthrough came only after the establishment of Addis Ababa the capital city of the county in 1886 (Daniel, 2006; Pankrust 1966; Solomon K., 2002).

Following the establishment of Addis Ababa as the permanent capital of Ethiopia, Emperor Menilik II granted large tracts of land to the aristocracy. The neighborhoods, or Safars, in which the aristocracy resides, were for the most part, called after their names.

The legal recognition of private ownership of urban land for the first time in 1907 through the systematic land registration and issuance of title deeds was a major step towards the privatization of urban land.

The principle of private ownership of urban land, which was laid down by Menelik, was further consolidated during the reign of Haile- Silassie (Solomon G., 1994; Solomon K., 2002). In 1907 an Urban Land decree with 32 articles was ratified for the first time. The decree authorized Ethiopians and foreigners, for whom the Emperor gave permission to purchase land in Addis Ababa.

Title deeds were introduced for the first time. Purchase of land from both the government land and individual holders was allowed. The purchaser was required to register their land and get them mapped by a surveyor which could then be included in the cadastre of Addis Ababa. The registration of urban land and the granting of land charters as of 1907 removed the air of impermanence and insecurity in land ownership in A.A (Bahiru 1997; cited in Solomon K., 2002).

Emperor Haile-Silassie also issued a decree in 1932 while private ownership of land was legally recognized; the aim of this particular decree was to improve the land tax system of the city of Addis Ababa. The virtual monopoly of urban land and houses by a few land lords and the lack of access to land of the majority of the urban dwellers were the major reason behind the radical restructuring of urban land policy during the Derg administration.

Government ownership of urban lands and extra urban house (proclamation No. 47 of 1975) was issued in July 1975. As per the proclamation, a person requiring land for the purpose of building a dwelling house was to be granted free of charge up to 500m<sup>2</sup> in accordance with the directive of the then Ministry of Urban Development and Housing (MUDH), though the limit on urban land grant was considerably lowered in subsequent years. Ownership of only a single dwelling house, transfer of private houses by succession, sale and barter was permitted. All extra houses became government property and no person, family and organization was allowed to obtain or collect income from urban land or house rent (Solomon K., 2002).

After the fall of the Derg, the economic policy of Ethiopia was issued in November 1991. Urban land remains under the control of the government and shall be distributed for who want to construct houses and other developments. Urban land lease holding proclamation No. 80 of 1993 was issued in December 1993. According to this proclamation all urban lands except those previously used for the construction of residential houses are governed by the lease policy (Solomon G., 1994; Solomon K., 2002)

In 1991 the EPRDF government had formulated the free market policy and other structural adjustments. The economical structural adjustment program and decentralization policy have empowered the regional governments and the Addis Ababa City Administration. It was as part

of these over all economic and political reforms that regional states were granted autonomy and public lease hold policy as well as legislation was adopted.

In 1997 rural land administration law (proc No. 89/1997) was enacted at the federal level. This law gave regional governments with the power of land administration. However land administration is not yet given the status of a task deserving a specific national institution. (Yigremew, 2007).

In relation to land, the Federal Government and the States have different responsibilities. While the task of the Federal Government is to 'enact laws for the utilization and conservation of land and other natural resources,' the States are entrusted with the administration of land and other natural resources in accordance with Federal laws. Therefore, Regional States have established Land Administration agencies.

There has been a growing concern that lack of land use and land administration institutions is negatively impacting on the use and management of natural resources. Moreover, tenure security and all its theoretical or real benefits have gained more attention by the government itself, by donor and other concerned agencies. As a response to such growing concerns and pressures land administration is getting some increasing attention. Regional states beyond enacting laws have started taking measures to wards establishing land use and land administration systems (Ibid).

In Addis Ababa the tasks of land development and administration, government housing supply and administration, government office building construction management were all lumped up as tasks of a single department of the city administration named Bureau of Urban Development and Construction. Such institutional arrangement was so overloaded with so many tasks lacking focus trying to do many things at a single office. As a result no attention was given to land development, land market survey and leased land use supervision. Nor was titling and registration task given due attention. Moreover, land supply and hence investment as well as housing was very much crippled (Abay, 2005).

It was then realized that a separate responsible bodies are needed to perform major tasks in land administration, land development and for housing and infrastructure integration.

When decentralization was incorporated in the new charter as basic principle and policy direction to restructure the city administration, the new charter gave new broad legislative, judiciary and financial and administrative power to Sub-City or district Municipalities in administrative, financial and political aspects. Hence, all city government departments of government and Municipal tasks were required to decentralize their powers and tasks.

Thus, the land development and land administration organs had decentralized significant part of their power and tasks to the district organs that were given mandate or autonomy in matters of lease contract implementation, supervision, titling, land inventory data, controlling illegal settlement, providing land for short-term use, protecting public land etc. Therefore this will help to bring about quick response, strict supervision and easy access to land data.

#### **2.2.1.4 Decentralized service delivery at Sub-City level**

A decentralized system of government is a recent phenomenon in Ethiopia. By this process introduced in the immediate aftermath of the May 1991 regime change, two levels of government, federal and regional, became operational.

This became a frame work for instituting a decentralized approach in governance and the prime responsibility for the delivery of basic services falls within the regional governments (FDRE constitution,1995). At the same time, the county embarked on the task of economic adjustment and reconstruction through economic reforms (Hamdok, 2003; Kumara, 2006). Reform was made to limit the role of the state in the economy through privatization and focus on strategic and regulatory functions and to reduce the role of central government by shifting responsibilities to regional governments in particular (Befekadu, 1994; Kumara 2006).

The 1995 federal constitution states that each regional state can devolve adequate decision-making authority and control over resources to lower levels of government in order to promote decentralization and bring government closer to the people. The constitution provided legal

bases for woreda administration as important local government unit and required regional states to grant adequate power to the lowest units of government so that the later serves as democratic organs of the government.

However, for nearly a decade (1992-2001/2002), the decentralization known as devolution initiative was limited to the self-governing regions in the sense of exercising devolved powers and functions as stipulated in the pertinent provisions of the federal constitution and other laws (Tegegne and Kasahun, 2007).

Woreda (district) decentralization has been initiated as one of the reform measures in the country underlining poverty reduction. Ethiopia's sustainable development and poverty reduction program (SDPRP) has components of governance and decentralization as its building blocks. In the document decentralization has been defined as one of the pillars of the Ethiopian poverty reduction strategy (MOFED 2002b, cited in Kumera 2006).

It was indicated that decentralization is a method of achieving. In charging the regions with the responsibility of providing social services and carrying out poverty reduction programs, it is believed that decentralization brings about higher efficiency and better accountability in service delivery. It is also viewed as an effective way of bringing the decision-making process closer to the people, which enable the people to participate directly in their own development (Ibid).

As part of the national decentralization process, Addis Ababa has been entitled to the self-governing local authority with a chartered status by proclamation No. 87/1997. The proclamation identifies the organs of the city and the woreda administration. The powers of the city government among others include the formalization and execution of economic and social development programs and to levy and collect taxes and duties on revenue sources reserved to it (Vander Loop, 2002).

Based on the revised charter of Addis Ababa city Government proclamation No. 311/2003 Article 13 (1) and 66 (2), the organizational structure of the city government has been revised. Proclamation No. 1/2003, which is based on the decentralized system of government, the

central city administration, woredas and kebeles were rearranged in to the central city administration, sub cities, and kebeles. Responsibilities of the Municipal and non-Municipal executive bodies are differentiated as part of the current reform in urban administration. There are 10 Sub-city and 203 kebele administrations. While sub cities are the second administrative stratum of the city, kebeles are the third. The delineation of sub-cities is based up on the physical size, geographical position, number of population, distribution of a variety of services and resources, and of administrative convenience (Proclamation No. 1/2003).

Decentralized land service delivery at Sub-City level is come into being after the revised Addis Ababa city administration charter proclamation No.1/2003. It has given decentralized mandate to sub-cities in administering Municipal services (land administration) like lease contract implementation supervision, titling, land inventory data, controlling illegal settlement, providing land for short term use, protecting public land etc.

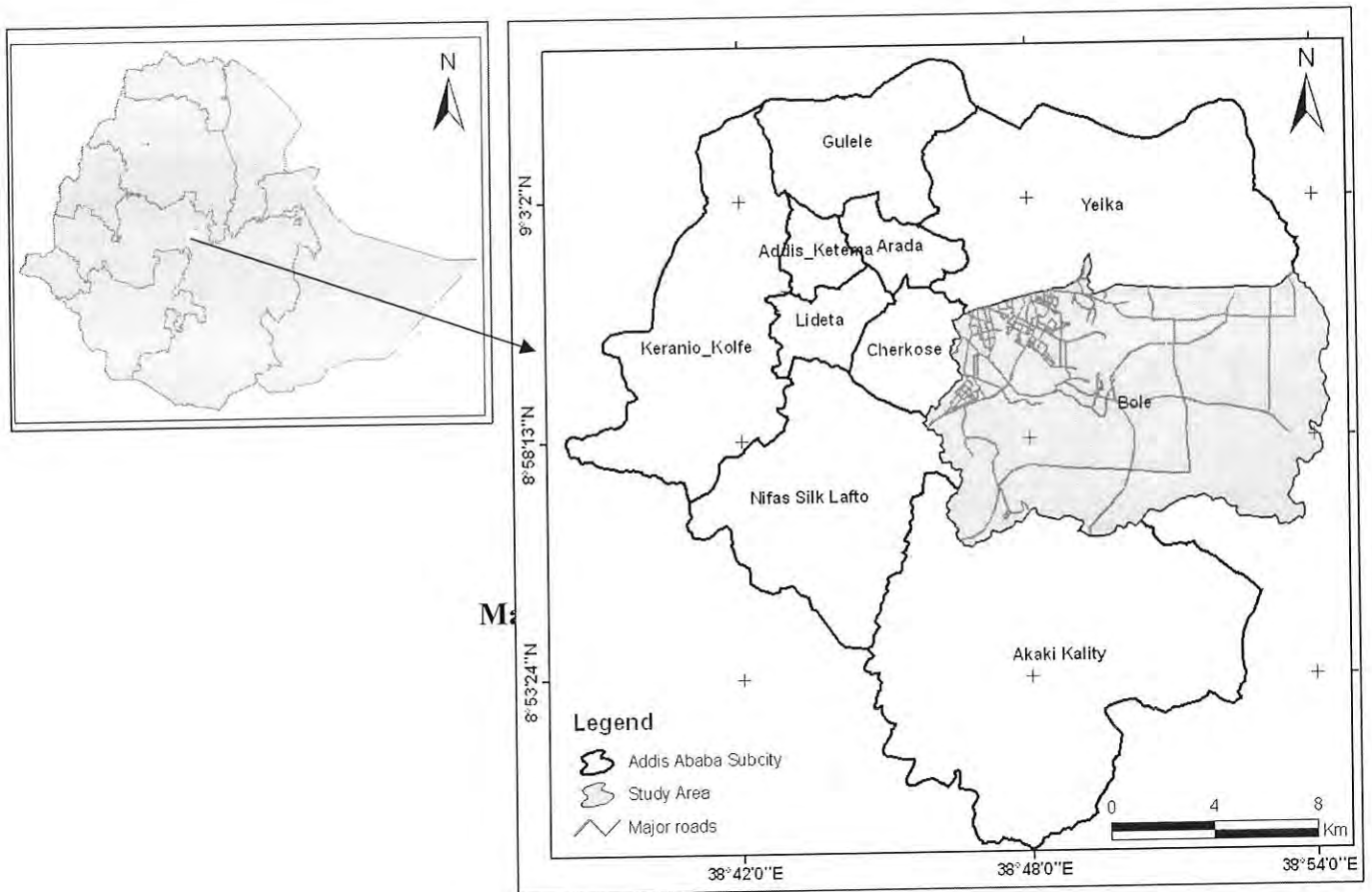
## **Chapter Three: Background of the Study Area**

Addis Ababa, with a total area of 540sq.Kms and total population of about 3.5 million currently is a primate city in Ethiopia. Currently, as it was earlier, the city is the capital of Federal Democratic Republic of Ethiopia (FDRE) and seat of various international organizations, including African Union, which replaced the Organization of African Union (OAU). When it comes to the internal morphology of the city, it is divided into ten Sub-Cities and each Sub-City has a legal person in the city. The Sub-Cities are listed as follows: i) Arada Sub-City; ii) Addis Ketema Sub-City; iii) Ledeta Sub-City; iv) Qirqos Sub-City; v) Yeka Sub-City; vi) Bole Sub-City; vii) Aqaqi-Qaliti Sub-City; viii) Nifas silk-Lafto Sub-City; ix) Kolfe-Qeranio Sub-City; and x) Gulele Sub-City. Owing to the purpose of this study appropriate attention has been given to Bole Sub-City (Negarit Gazeta, 2003).

### **3.1. Physical, Demographic, and Scio-Economic Characteristics**

#### **3.1.1. Location and area**

The absolute location of Bole Sub-City is  $8^{\circ}56'25''$ - $9^{\circ}3'1''$  North and  $38^{\circ}47'36''$  -  $38^{\circ}54'0''$  East. Relatively, Bole Sub-City is bordered in the North by Yeka Sub-City; in the West by Qirqos Sub-City; in the South by Aqaqi-Qaliti Sub-City; and in the East by Oromiya National Regional State. The Sub-City has 11 kebeles (smallest administration unit) and total area of 5,629.51 ha. The following map provides the location of the sub-city (Bole Sub-City Strategic Plan, 2004).



**Map 1:** Location of the Study Area

**Source:** GIS and Remote Sensing Department, Science Faculty, AAU

### 3.1.2 Land use

The Sub-City consists of one of the major expansion areas of the city according to master plan of Addis Ababa. As such, the Sub-City serves various purposes. The following table summarizes the different purposes of land in the sub-city (Bole Sub-City Strategic Plan, 2004).

**Table 3.1** Land use profile of Bole Sub-City

No.	Land use	Hectare
1	occupied by residential area	2319.2
2	reserved for housing expansion	152.27
3	green area	1620.15
4	delineated for Industrial zone	519.23
5	occupied by Industries	272.08
6	land reserved for social services	244.77
7	currently occupied by social services	48.07
8	land reserved for the central municipality	85.12
9	urban agriculture	215.02
10	contingency	153.6
<b>Total</b>		<b>5,629.51</b>

**Source:** *Bole Sub-City Strategic Plan, 2004/2005-2006/2007.*

Table 3.1 is land use profile of the Sub-City. Residential area holds 2319.2 hectares, which is 41% of the total area of the Sub-City; 152.27 hectares is reserved for housing expansion; Green area holds 1620.15 hectares; 519.23 hectares is delineated for industrial zone where as 272.08 hectares are occupied by Industries; land reserved for and occupied by social services is 244.77 and 48.07 hectares of land respectively; urban agriculture also holds 215.02; and land for other purposes is 153.6 hectares.

### 3.1.3. Population

Bole Sub-City is one of the ten Sub-Cities in Addis Ababa which is established by proclamation and has a chartered status. The Sub-City has a total population of about 280,000 peoples (Bole Sub-City Strategic Plan, 2004).

### 3.1.4 Economy

Although Bole sub-city is believed to be a place where wealthy people of the city reside, there is no as such better economic development different from other Sub-Cities in Addis Ababa. This is manifested by unemployment, acute housing shortage; inadequate environmental sanitation, illegal settlement and street trade, which are widespread in the Sub-City (Bole Sub-City Strategic Plan, 2004).

### **3.1.5 Trade and Manufacturing Industry**

Bole Sub-City is an attractive place for the development and expansion of various enterprises, currently, the sub-city has 3 hotels with international (with star) standard, 177 large industries, 222 cottage/ handicraft industries, 3018 retail trade shops 46 medium standard hotels and about 75 Super markets are found. Moreover, there is conducive environment for the development of MSEs in the Sub-city for example, sanitation and beautification activities, sale of fruits and vegetables, metal works, woodworks, among others (Bole Sub-City Strategic Plan, 2004).

### **3.1.6 Local Development**

The Sub-city has also incorporated rural kebeles which are not yet connected with road networks. Although, Bole Sub-city has about 1000 km all types of roads, but only 605 km is asphalted. This indicated that the Sub-city is in its early stage in the development of roads. Moreover, in the expansion areas of the Sub-city infrastructure and services like education, health, water, electricity, telecommunications are almost non-existent (Bole Sub-City Strategic Plan, 2004).

### **3.1.7 Social Services**

Generally speaking, the Sub-City is characterized by having inadequate social services like lack of clean and safe environment, education, health, recreation centers for youth; inadequate water and electricity distribution, poor transport services. These all witnesses the low level development of the sub-city in terms of social infrastructure. Currently the Sub-City has 33 religious institutions, 2 women associations, and 12 local and international NGOS are working on various social issues to ameliorate the existing social problems in the Sub-City (Bole Sub-City Strategic Plan, 2004).

#### **Health**

Bole is one of the backward sub-cities in terms of health facilities in Addis Ababa. Health coverage of the Sub-City is 50%, of which government health institutions make up only 25%; the rest 75% is covered by private sector health institutions. When it comes to their geographical distribution, most of the institutions are concentrated in the center of the sub-city, neglecting the expanding areas of Bole (Bole Sub-City Strategic Plan, 2004).

**Table 3.2** Summary of Health Institutions in Bole Sub-City

Type of Health Institution	Number	Ownership
Hospitals	4	Private
Health Center	1	Government
Health Extension	2	Government
Higher Clinics	9	Private
Pharmacy	22	Private, Factory, NGO, Government
Special Clinics	13	Private

**Source:** *Bole Sub-City Strategic Plan, 2004/2005-2006/2007*

From table 3.2, there are 4 private hospitals, 9 higher clinics, and 13 special clinics. The table indicates that most of health institutions in the Sub-City are dominantly owned by private sector which is the result of decentralization of health services. But the problem is private sector health institutions are by far much expensive than the government institutions. So as most people are poor in the study area, government regulation becomes very important (Bole Sub-City Strategic Plan, 2004).

### **Education**

It is obvious that education is one of the many inputs for sustainable development. In light of this, the present government of the country put in place a new education policy which will enhance human capital of the country. However, at present, Bole Sub-City is witnessing inadequate learning environment because the increasing number of students shortage of educational facilities, including buildings. This condition seriously damage the vision of producing capable, responsible, and disciplined man power which otherwise support the development endeavor of the sub-city in particular, and the city in general (Ibid).

**Table: 3.3** Summary presentations of educational institutions in Bole Sub-City

S.N	Type of Education Institution	Ownership	Total Number	Total Number of Teachers			Total Number of Students		
				M	F	Total	M	F	Total
1	Primary	Government	7	132	240	372	6254	8389	14643
		Public	3	79	38	117	2310	2646	4956
		Private	20	244	188	432	4626	4274	8900
2	Secondary	Government	2	169	36	205	4239	4286	8525
		Private	6	87	5	92	852	894	1746
3	Kindergarten	Government	1	1	1	2	8	7	15
		Private	47	11	294	305	2657	2518	5175

Source: *Bole Sub-City Strategic Plan, 2004/2005-2006/2007*

Table 3.3 is about the distribution of educational institutions in Bole Sub-City. In this sector also private institutions are dominant: In Primary school from the total 30 schools, government ownership holds only 23%. While 67% is owned by private and public ownership is 10%. There are 8 secondary schools that 25% is government ownership while 75% is of private. There are also 48 Kindergarten schools of which 98% is private ownership and only 2% is government. Generally almost all education institutions in the Sub-City are run by the private sector.

### 3.1.8 Employment

Due to the closeness in the number of female and male population in the sub-city attention has paid to the provision of equal employment opportunities for female and male population. Hence from the total employees women constitute 57.2% (which is 15% in general) in inferior work positions, while 23% are working in the higher level jobs. This shows that more needs to be done to raise the employment opportunity of the sub-city (Ibid).

The above indicated activities and services performed in Bole Sub-City has mainly attached to the utilization of land which in turn needs efficient land administration system.

## **Chapter Four: Major Findings and Discussions**

This part of the study provides the major empirical findings and discussions on the topic at hand. It is divided into six major parts - powers and duties of the Sub-City Administration structures; man power capacity; service delivery processes and their performance; characteristics of sampled respondents; and customers' views and discussions on the service delivery process.

### **4.1 Powers and Duties of Sub-City Administration Structures**

#### **4.1.1 Structure of the Sub-City**

Previously on charter proclamation No. 87/1997 of Addis Ababa City Government, the city administration bodies were the city council, executive committee, and other implementing agencies as well as the judiciary organized on city, woreda and kebele bases.

But there were many implementation problems on charter proclamation No. 87/1997. Thus, Addis Ababa City Administration improvement and development project has been organized with the objective of assessing the city's major development challenges as well as suggesting solution for policy decisions. Based on this study, a new revised charter proclamation No. 311/2003 has issued. It has one major objective of reviewing the administrative structure of city that could bring good governance and development in the metropolis.

On revised Charter Proclamation No. 311/2003, the city administration is entitled for major objectives like introducing democratic and good governance; upgrading the status of the city being the capital of Federal Government, and permanent place for many international and continental organizations and making Addis Ababa a convenient place for living etc.

Particularly, on the revised charter article 13 (1) and 66 (2), the structure of the city government has been changed. Thus the city administration bodies are organized in city, Sub-City, and Kebele level. On city level the structure include: city council, mayor, city cabinet, and the judiciary as well as the general auditor.

Regarding Sub-City level, the Sub-City council, chief executive person and the standing committee are Sub-City administration bodies. On the other hand, concerning Kebele level kebele council, Kebele chief executive person, Kebele standing committee, kebele social court are included.

By Proclamation No. 1/2003 ( establishment of Sub-City and Kebele administrative bodies), which is based on the decentralized system of hierarchy of the revised charter, the central city administration, woredas and kebeles were rearranged in to the central city administration, sub-cities, and kebeles. Therefore, ten Sub-city and 203 kebele administrations came into existence, while Sub-Cities are the second administrative stratum of the city, kebeles are the third. The delineation of Sub-Cities is based on physical size, geographical position, number of population, distribution of a variety of services and resources, and of administrative convenience (Negari Gazeta, 2003, Proclamation No. 1/2003).

Currently, regarding the structure of the Sub-City, the line offices (Trade and Industry Bureau, Education and Civil Service Bureau, Finance and Economic Development Bureau, Health Bureau, General Manager (responsible for the execution of Municipal services), and Kebele Administration) are directly accountable to the chief executive of the Sub-City (Appendix II).

#### **4.1.2 Duties and Responsibilities of Sub-City Administration**

In the proclamation it is indicated that accountability of a Sub-City administration is to the residents of the Sub-City and to the City Government and they have a delegated powers and functions (Negari Gazeta, 2003, Proclamation No. 1/2003). The major functions are:

- preparation of overall plans, work programs and projects.
- responsible for the implementation of policies, laws, standards and the decisions of superior City organs of power as well as the maintenance of security in the Sub-City.
- allocating the budget set aside to it and disburse and follow up whether the execution thereof is as per the Public Finance Administration Law; assess and collect the taxes and duties; collect Municipal service charges.
- directing and coordinate the operations of the Sub-City 's executive and Municipal bodies;

and create conditions in which service delivery is to be improved.

- ensures policies, laws and the operation of the City Government are known within the Sub-City and ensure the maintenance of historical relics as well as the growth and promotion of Culture, art and fine arts.
- administering infrastructural facilities and ensure their availability and accessibility to the residents of the Sub-City and ensure the availability of a proper maintenance and supervision therefore as well as ensure that road construction and maintenance works and traffic safety is in place.
- managing the lands in the Sub-City; prevent and do away with unauthorized constructions as well as administer and supervise houses under the ownership of the City Government.
- co-ordinates the Kebeles in the Sub-City and give capacity-building assistance to them.

Responsibilities of the Municipal and non-Municipal executive bodies are also differentiated as part of the current reform in urban administration. This was done by Proclamation No. 2/2003, on the establishment of executive and Municipal service bodies.

Thus Municipal services include water and sewerage service, road construction service, fire and unforeseen accident service, land development and administration service, city beautification and other activities fall under the jurisdiction of the city administration (ACA Proclamation No. 2/2003 article 2 (4)).

Based on the charter the authority and responsibility to coordinate and lead Municipal services is given to the city's General Manager who is the executive person of Municipal services. On the same proclamation article 24 (1) and 37 (1), executive organs are mostly led by the coordinating executive body.

The executive organs which are established as legal persons include: Civil Service Commission, Urban Management Institute, Productivity Improvement Center, Tourism Commission, Investment Authority, Environmental Protection Authority, Environment Development Office, Revenue Agency, Youth and Sports Commission, Women's Affairs Office, Public Prosecution Office, Addis Ababa Police Commission, and Mass Media Agency.

Both the executive and Municipal service organs are accountable to the city Mayor. On Sub-City level, they are accountable to the Sub-City chief executive. And on Kebele level to the Kebele Chief executive body.

Based on the above background issues, the study has focused on decentralized Municipal service delivery which has been given attention by the revised charter of the City Government. Municipal services previously given by the central city administration has now decentralized to Sub-Cities and Kebeles. Even if there is still functional relationship between central Municipal, Sub-City and Kebele bodies, full power and responsibilities are devolved to lower hierarchies of the city administration.

From the decentralized Municipal services the study has focused on Sub-Cities land administration services specially services given at Bole Sub-City. In order to see the effects of decentralization in land administration services, five different services which are currently delivered at Bole Sub-City are selected. The selection of these services is based on the high number of customers in these categories and also because of the need to make them representative of all the services given by the department. Thus these service types include land registration/titling, land boundary dispute, land/property transaction, payment of compensation and preparation of substitute land and registration of mortgages.

#### **4.1.3 Sub-City Land Administration Department: Powers and Duties**

Sub-Cities have been given power and duties to administer the land under their jurisdiction by Proclamation No. 2/2003 and as amended by Proclamation No.18/2004. These duties and responsibilities are divided into three parts, thus the structure of land administration department in sub-cities does follow it. These are administration of sub-cities land; development of sub-city land; and transfer of land according to the lease law. For the purpose of this study, power and duties of the first two will be indicated below (Negari Gazeta, 2003, Proclamation No. 1/2003).

##### **1. Land Administration**

It is assumed that urban land is a scarce and valuable resource for urban development. Thus the Sub-Cities have been given special purpose in administering their land effectively and

efficiently. Most of the activities under this category are delivery of land related services to the customers. These are:

- preparation of title deed for land possession and/or certificate of house ownership in accordance with the city Master plan and local development plan, laws, register it on immovable register and issue same for the possessor of or house owner;
- transfer of land possession and/or house ownership in accordance with the law;
- register mortgage of land possession and/or house ownership as well as order of court injunction and ensure that transfer of same is not executed before the mortgage or injunction order is set aside or the time has lapsed;
- render and execute decision in accordance with law where boarder disputes arise between possessors;
- work as a registrar concerning property mortgaged with banks;
- provide information service concerning land possession and/or house ownership, including examination of land possession and /or house ownership records and acquisition of photo copies of same by any one requesting up on payment of service charge;
- organize records of land possession and/or house ownership, maintain and protect same, and transfer immediately copies of the new records to the principal archives of the city Government Land Development and Management Authority;
- prepare format of payment for building tax, land rent and transfer same to each Kebele ;
- survey land and houses that are not registered on cadastral records, encode the new measurement to the computer data base; organize and record land base map;
- ascertain periodically the legality of those changes made on the records of land possession and/or house ownership and their implementation up on approval by the legally authorized body; and
- use the execution of the activities of the management of land possession and/or house ownership in accordance with the service delivery directive; respond to complaints in accordance with the directive issued for grievance handling.

## 2. Development of Sub-City land

The duty of developing land within their localities is also delegated to the Sub-Cities. The following comprises the detailed powers and duties:

- study local development plan based on the city master plan and implement same upon approval, establish projects to develop land and perform land development works, and, where necessary, contract out same to governmental or private organization and inspect and cause works to be done;
- design detailed land development implementation strategy in the sub-City by assessing local development plans within the context of objective realities;
- perform land preparation works in harmony with the Mater Plan of the City and the respective local development plan in order to be able to respond to land allocation requests to be submitted to the City Government Land Development and Management Authority or the sub-City Land Development and Management office;
- prepare land for development by performing tasks of design and plan executing in those areas where compensation has been paid for and are cleaned, or are already vacant; study the infrastructural needs for land to be so prepared and, in partnership with other concerned bodies, create conditions for meeting them, as well as prepared and submit performance report and necessary budget for land preparation;
- prepare and submit documents for payment of compensation by collection data for houses to be removed for reasons of development, and cause the removal of properties for which compensation has been paid according to the decision of the appropriate body;
- collect, organize, analyze and submit data necessary for the payment of compensation, through substitute plot of land, substitute house, and /or money; and implement it as per the decisions taken;
- prepare land for those ones cleared requiring substitute plot of land and issue to them possession title deeds; and
- prepare and submit dwelling houses for those who are entitled as a result of land clearance

## 4.2 Bole Sub-City, Land Development and Administration Department:

### Man power capacity

In the three teams (land ownership and information administration; lease administration; and land development) of the Land Development and Administration Department of the Sub-City there are 71 employees. Each team has different number of manpower based on the type and complexity of work load. Table 4.1 below shows the profile of total man power in the Department.

**Table 4.1** Staff Profile, Bole Sub-City, Land Development and Administration Department

S. No	Post	Qualification	Total number of staff required	Actual number of permanent staff
1	Department Head	First Degree	1	1
2	Team Leader	Firs Degree	3	2
3	Planner & technician	1 Degree & 6 diploma	7	4
4	Surveyor	Diploma	14	7
5	Land Transfer Staff	Diploma	22	15
6	GIS worker	Diploma in Surveying	1	1
7	Draftsman	-	1	-
8	Computer technician and Data clerk	1 Diploma & 1 12 <sup>th</sup> grade complete	2	2
9	Economist	Diploma	1	1
10	Lease staff	3 Diploma, 3 12 <sup>th</sup> grade complete 2 read and write	8	8
10	Others		8	7
<b>Total</b>			<b>71</b>	<b>48</b>

**Source:** *Bole Sub-city Human Resource Department*

As it is indicated in the Table, from the total number of 71 positions only 48 are occupied by workers, while 23 are vacant. These vacant positions are being covered by contract workers. Hence, there are significant number of positions which are not filled in with permanent employees in the Land Development and Administration of the study area. In addition, among the three sections, Lease Administration section more or less has fulfilled the required staff as compared with the other two sections.

Regarding qualification of the workforce, 4 are First Degree holders, 31 are College Diploma and the remaining is below College Diploma. Thus, 8% of them are First Degree holders, while the majority (65%) attended College Diploma, and 27% of the workforce completed primary and secondary level education. Therefore, Table 4.1 indicates that the Department lacks skilled personnel which otherwise effectively work in various land administration units in the study area.

### 4.3 Service delivery processes and their performance

The Sub-City land development and administration department delivers many land related Municipal services. Thus the study has focused on five major services which are discussed below.

1. Preparation of title deed for land possession,
2. Boundary dispute settlement,
3. Property/land transaction,
4. Compensation (property and land), and
5. Mortgage registration.

Hence, for the assessment of land service delivery process in Bole Sub-City, information from the Land Administration officials and two consecutive years plan and implementation of these services are included.

**Table: 4.2.** Bole Sub-City Land Administration Department, Planned and Executed Services for 9 Months

S. N	Service Type	2005/06		2006/07		2005/06	2006/07
		Planned	Imp.	Planned	Imp.	Imp. %	Imp. %
1	Title Deed/ cadastral map	1610	999	5129	6723	62.05	131
2	Boundary Dispute Settlement	230	84	135	165	36.6	122
3	Property/Land Transfer	890	423	2442	4127	47.53	169
4	Compensation and Substitute Land for Relocation	-	35	850	994	-	117
5	Mortgage Registration	180	350	2525	1336	194.44	53

**Source:** Land Development and Administration Department, Bole-Sub-city

Table 4.2 shows the performance of the Sub-City Land Development and Administration Department on the five services for the nine months time of 2005/2006 and 2006/2007. The plan achievement is measured by the actual number of activities done.

#### **4.3.1 Preparation of title deed for land possession/cadastral map**

Based on the Addis Ababa City Government revised Charter Proclamation No.311/2003, decentralization program has been launched in Addis Ababa by giving some power and authority as well as Municipal function to be delivered at sub-city level. Particularly the land administration function which is one of the Municipal services have been started to be given at Sub-City level. Although there are some functions which are still held centralized, the Sub-City organs have a full fledged power over the administration and delivery of land administration services. From the total services given to Sub-City administration, land registration and titling is one of them.

In preparation of title deeds, the study give due attention to the responsibilities of the Sub-City in:

- 1 Issuing individual title deeds for cooperative buildings
- 2 Issuing title deeds for condominium houses
- 3 Giving title deeds for land holdings which do not have legal recognition starting from the imperial period. People possess land/house for a very longer period of time that they may or may not pay tax for their possessions.
- 4 Changing of Imperial land holding certificates (certificates before Proclamation No. 47/1967).
- 5 Title deeds/ cadastral map for individuals who expand their previous land holding

The City Administration has issued directive No.1/2005 which will be a guideline for doing the activity of cadastral map or preparing title deeds. These services are handled by the project called backlog work project which is in charge of issuing cadastral maps for the dwellers of the Sub-Cities.

Previously before land services were decentralized to Sub-Cities, issuing of cadastral map was also held centralized i.e. it was the duty of Land Development and Administration Authority

of the Municipality. Thus there was difficulty of handling issuing of the entire cadastral maps/titling of the city. Because of this a huge backlog of applications for titling did occur at the center in those times. In order to finish these backlogs, the activities are now given to Sub-Cities by including their powers and duties on the proclamation explained earlier. In addition even if almost all responsibilities are given to Sub-Cities, they do not have the power to decide on big investments. The work flow for issuing cadastral map is attached on Appendix III.

In Bole Sub-City for the cadastral maps and other 9 activities, one team, land ownership administration and information team, is organized under the manager of the department. The team has one technical section, agreement completion section, file and record section, and backlog works project section. Detail activities of the team include: Giving copy of original Maps; plan agreement verification; Survey land and houses that are not registered on cadastral records; partitioning or merging of possession; preparation of bill for building tax and land rent; Transfer of land possession and/or house ownership; register mortgage of land possession and/or house ownership as well as order of court injunction; execute decision in accordance with law where boarder disputes arise between possessors; and also backlog works project.

Considering the performance of the team, as shown in Table 4.2, the team has implemented, 62% (for the year 2005/2006) and 131% (for the year 2006/2007). During the interview session it was made clear that this amount of activity is mainly done for issuing individual title deeds for cooperative buildings, changing of Imperial ownership certificates (certificates before Proclamation No. 47/1967), and title deeds for individuals who expand their previous land holding as well as title deeds for lease lands but not for old occupations with out any legal documents. The land administration manager also explained that giving cadastral maps for old land ownerships or for possessions done after the 1996 inventory of the city land, who do not come for tax or sale are not included in the cadastre, thus were not given title deeds. He also adds, the project from its initial period could not get enough attention Viz, less/no man power assigned, interrupted for some months, these mainly resulted in the weak implementation of the project. Therefore what is currently considered as illegal settlements, about sixty thousand illegal houses in Addis Ababa, are not given due attention in Bole Sub-City.

If land is registered, more people will get access to credit as they could produce the documents they need for collateral. Land developers also will benefit from an efficient land registration, because it reduces their transaction cost. The most expected output or outcome of the system will be a cadastral map and cadastral roaster. This map should be sufficiently accurate for exact boundaries and the ownership of real property (cadastre) to be shown (Daniel, 2006).

According to the Land administration official of the Sub-City, there is inadequately functioning cadastre or land registration system and some places are not clearly known by the Sub-City because of lack of sufficient land inventory. This could also result in low amount of revenue collection from property tax; sales of the houses and application for registration are not treated properly, thus encouraging illegal procedures of transactions; some of the customers do not have title or certificate of ownership to their property, which inhibit incentive to urban development; land disputes may not get quick and legal solution; squatter settlements or illegal constructions may increase; planning and implementing development projects may also be affected by lack of sufficient information..

Every land administration system should include some sort of land registration, which most of the time is a process for recording rights on land. Thus, land registration provides safe and certain foundation of the acquisition, enjoyment and disposal of rights in land (ECE, 1996; Daniel, 2002).

Currently, it is estimated that there are about sixty thousand illegal houses in Addis Ababa. In recognition of the problems of shortage of land supply, bureaucratic procedures under the centralized regime, the city administration had decided to formalize illegals that were built before 1996. The urban houses and land administration guideline No. 1 legalized all houses built before 1996 regardless of their having a permit or not so long as they do not violate the city master plan (Abay,2005).

At the time of decentralization of legalizing, titling and registration Municipal function to Sub-Cities, a project was planned to issue 350,000 cadastral maps for the residents of Addis Ababa (AACA, backlog on titling guideline No.1/2005). These were backlogs from previous periods of centralized system of administration. For Bole Sub-City about 14,000 cadastral maps were

needed to be issued within the shortest time possible. According to the land administration department officials within three years only about 5,000 maps are given to Bole Sub-City residents.

In Bole Sub-City, implementing guideline No.1 land achieving the required number of maps has become very challenging because of lack of adequate man power and basic facilities. Application for land administration services like title deed by the residents is not fulfilled with efficient and shorter time set. Though the activity is a continuous and permanent activity of urban land administration systems, issuance of cadastral map is held as a project. So considering this activity as a temporary responsibility has also created challenge on the existing performance and future efficiency in terms of building capacity on necessary facilities.

After the effort by the city administration to register land and buildings by way of cadastre system before 10 years ago, land inventory is not undertaken in the city as a whole. Neither it was updated nor used effectively for different purposes as it was supposed to. Hence, many registered and titled houses are now expanded, modified, or transferred without being titled and registered accordingly. Moreover, many new houses are now built and sizable land is included.

According to the Department Manager, most big buildings in the Sub-City are not transferred or sold; hence, they are not registered. Only previously identified houses, new buildings given by lease, and houses on transaction are registered. Even some titles are identified forged or distorted. For example currently one kebele (kebele 14/15) some residents' cadastral maps are found to be forged.

In the sub-city, the main problem with regard to titling and registration is that they are not recognized as vital instruments of urban development and marketing of land and housing in a market economy. Hence, they are neglected in terms of allocating expertise and equipment. Even if the sub-city has high demand for registration of land holding there is less supply of the service. When holders of land and house apply for title to prove their holding right or when they apply for the updating the status of their property they do not get proper answers. It is

obvious that urban land without title could not be developed, cannot get loan from the banks and other financial institutions.

The cadastral system is a parcel-based information numbering system. The system should consist of records and maps which would enable to show not only property ownership but also all related information about the parcel of land that is used for better management of the land. The existing cadastral system in the Sub-City is not well functioning and does not include all the land under different ownership. Accordingly, the inefficient cadastral or land registration system, lack of regular land inventory, and timely updating has resulted in limited service delivery in land development and administration.

In the service delivery directive, as a principle for provision of cadastral maps, about 8 hours (491 minutes) per person is enough. This is very different from what practically is seen from the sampled respondents' answers that is the range from one to two years. With problems of efficient and qualified man power, lack of facilities, and absence of organized cadastral system, people are seen spending lots of time to get the service. Also since land registration is voluntary for old occupants, while it is obligatory for new acquisitions, the management of registration lacks completeness in terms of spatial coverage, up datedness, and accessibility.

#### **4.3.2 Boundary dispute settlement**

Disputes among individuals in relation to rights and access to land are one of the problems. Land disputes also occur when a land owner has taken some land from the roads side or other government holdings. In these cases the individual holding will be measured and compared with the cadastre system.

In Bole Sub-City, boundary dispute handling is done by the same department stated in the above services. That is the land-ownership administration and information team is in charge of the service delivery. Here there are seven steps to be performed and get final result of the dispute. But the major responsible bodies are the planner and surveyor. The work flow of dispute handling in the Amharic Version is attached on Appendix IV.

According to the Service Delivery Improvement Directive of the Land Administration Department, handling disputes took 2 days and 890 minutes per customer. In other words, a customer takes 2 days and 890 minutes to get the service. Table 4.2 provides planned and implemented performance in the area of dispute handling. Based on the Table, two consecutive years performance is indicated and in 2005/06 the plan for providing the service was 230 customers, while the implementation was 84 customers or 36.6% of what was planned. In the next year (2006/07), the plan went down to 135 customers, while the implementation was 165 customers, which is 122%.

As indicated earlier, land titling and registration are among the primary tools of land management for the purposes of monitoring land markets and recording land ownership. Therefore, lack of a reliable system of land registration would lead to various bottlenecks including boundary disputes. More specifically, land disputes could not get quick and legal solutions and even they are sometimes beyond the administrative and technical capacity of the sub-city. The sampled respondents indicated that they didn't get proper and timely answer for their application.

#### **4.3.3 Land/Property transfer**

Real property or property related to land; especially buildings can be transferred from one owner to another; hence their registration is handled by the Department. From the information obtained from the Sub-City, there are three major reasons or ways of transfer: sale, inheritance, and gift. The work flow of property transfer in the Amharic Version is attached on Appendix V. The Land Development and Administration Department performance, on Table 4.2, for the two periods is 47.53% (2005/2006) and 169% (2006/2007). The land administration manager has indicated that land/property transaction is a service which has currently higher than other services. He adds that the sub-city is doing its maximum effort to satisfy this demand. On the service delivery directive the process of land ownership transfer took on average 1 day and 275 minutes per one transaction. It seems that the time set to provide the service is short, though it is difficult to compare this time with previous (before decentralization) periods simply because of lack of data as to how and when this service has been delivered. On top of this, the service delivery process before decentralization didn't have time frame.

On the other hand, land that is registered is easier to transfer and therefore more salable. It can also be an important source of revenue to the Municipality. Once facts are recorded and individuals are given titles or documents, land will be bought and sold with fewer obstacles and helping to increase the pace of development. This is possible with the system built to issue documents quickly and efficiently. Also land ownerships with defined titles do not get the service properly.

Data from Table 4.2 for the years 2005/2006 and 2006/2007 indicates that it has registered 4,550 transfers. This shows an average transfer registration of 2275, which seems small as compared to the total population of the sub-city. The whole process of registering transfer of real property generally should take 29 hours only.

Limited land transactions i.e. easy transaction of land is an important condition for the development of land markets, and thus the real estate sector. Without clear property rights, land transactions (at least in formal ways) are restricted.

#### **4.3.4 Compensation/Provision of substitute land**

In the administrative structure of the department, payment of compensation and provision of substitute land is the responsibility of the land development team. It prepares compensation for old and expansion area residents who are going to be relocated because of development plans and also gives substitute land for the same people.

The responsibility of the team is developing an area of land and making it ready for different services. The compensation payment and information service section is responsible for gathering of information on residents who are going to be relocated. Payment of compensation for building demolished is done here. The work flow of compensation process in the Amharic Version is attached on Appendix VI.

The performance, as indicated in Table 4.2, for the year 2005/2006, there was almost no such activity done. But for the year 2006/2007 117 % was performed. On service delivery directive

document, the standard for this activity, from land study and preparation up to map provision for developers, the process took about seven days. But before these happened residents living on the selected area must be relocated.

The team has some major functions and responsibilities delegated to it:

- 1 Preparation of auction for lease land
- 2 Preparation of compensation for existing and expansion area residents who is going to be relocated because of land development plans
- 3 Preparation of replacement land for relocated land for relocated people
- 4 Handover of land for investors
- 5 Base map work
- 6 Based on land development plan, regularizing the cadastral maps.

Since most of the activities done under this team are development oriented, the team participate the society and sector offices. The team under decentralized system of governance has its own structure as well as the work force. The organizational structure includes two major units: Physical planning and Compensation and information units. Totally, it has seven permanent and three contract employees.

Generally, Physical planning unit is responsible for the preparation of replacement land for the relocated residents. For people who are relocated because of development the preconditions (preparation of total land needed to be relocated, demarcation, and cadastral map). The compensation payment and information service section on the other hand is responsible for gathering of information on residents who are going to be relocated and payment of compensation for building being demolished.

In compensation payment and delivery of a substitute land, sample respondents explained that people who relocated from their ownership of land did not get their compensation payment and the land on time. From the sampled respondents it was understood that the implementation of the compensation and replacement land is not done simultaneously. There is a situation that compensation is given but not the land and the vice-versa.

Generally, in the sub-city the compensation payment procedure and the land provided to the residents is not in line with proclamation, the guideline, or the service delivery directive. The standard for payment of compensation is about 15 days and 4 hours.

Guideline issued on the issue of compensation and provision of substitute land indicates that urban land demanded for development which is important for majority benefit can be taken by the government. Any person relocated from his/her possession is entitled to compensation payment and replacement land for the property and other interests. The guideline also include that the valuation of compensation entitlement is revised per two years of time interval which is made for the purpose of assessing the existing market situation. In Bole sub-City and the Municipality as a whole, the trend of evaluation of actual market price of construction is weak. Currently, there are inflated market prices as compared to the previous time. This has made the people complain and argue with the Sub-City repeatedly. During the survey there were some customers coming to the land administration department because of the imbalance between their compensation and current market price of re-building the demolished houses.

#### **4.3.5 Registration of mortgage**

The sub-city gives a service related to registration of properties that are used as collateral to borrow money from financial institutions. The land ownership administration and information team, which deals with land registration, makes sure that the property in question is free from any disputes and verifies all the evidences, such as title (certificate), taxation receipts, etc. before such registration. The work flow of mortgaging process in the Amharic Version is attached on Appendix VII.

The land administration department has planned 180 for the year 2005/2006 and performed 350, which is 194.4 %. In this budget year the mortgage registration is by far better than other services. However for 2006/2007, the performance is very much less. As it is seen from Table 4.2, the Sub-City planned in the above specified year to give service for 2525 customers, but when it comes to implementation the service was provided to 1336 customers, which is 53% of what was planned. Based on the statistics, there is a huge gap between what was planned

and implemented. However, in the service delivery directive the standard time needed for this service is only 115 minutes, which is the smallest time compared to all the rest services under investigation.

Lack of access to mortgages i.e. lack of clear property rights and titles are a major obstacle in getting mortgages which also restricts real estate transactions. There is clear evidence that titling programs have resulted in more mortgages.

The sampled respondents indicated that previously, at the beginning of the decentralization process, service delivery was relatively encouraging with fast and efficient answer from the department. Also in the current year (2006/2007), the performance is very low as compared with the service seekers. Mostly customers need the registration of mortgage in order to get loan from financial institutions by holding the legal ownership of the land as collateral. The mortgaging of real property allows capital to be used for many different forms of investment that would be a good start for poverty alleviation in the city as well as the nation generally.

Land registers must be kept up to date in order to support the mortgage market. It is essential that lenders are not affected by unregistered encumbrances. One of the key drivers in a land-market-based economy has been housing finance, allowing house owners to use the capital value of their home to fund other economic activities.

Land and property represent a significant proportion of the tangible capital of a country and can be used as collateral to secure large amounts of debt. A well-functioning mortgage market benefits the economy through greater access to capital for development, a more mobile workforce and growth of employment in the construction sector (UNECE, 2005).

Land is regarded as one of the best forms of collateral. Systems for enabling land to be used for this purpose need to be reliable and efficient, both for the economic development of society as a whole and for the prosperity of individual property owners. Loans based on real property as security constitute a large part of the credit market in many economies, especially in household investment, since the money for purchasing or improving homes often comes through mortgages.

Generally, the plan and implementation of services in the Sub-City are normally done for nine months of time. Although the Sub-City has high number of service seeker, more than 500 per day, the plan is very small. This means that there are so many people who could not get the service. As it can be seen from Table 4.2, most of the Sub-City's performance for the year 2006/2007 is above 100 % and this does not mean that it satisfied the customers. The main reason is during planning, activities are not considered in relation to the number of service users. This also has another implication in terms of follow up and control of the Central Land Development and Administration Department in these lower offices. The discrepancy between the Department's performance and customers' complaint indicates that people are still highly unsatisfied by the service delivery situation.

#### 4.4 Characteristics of sampled respondents

The major characteristics of respondents in this study are sex, age, marital status, educational level, and occupation.

##### 4.4.1 Sex and age of respondents

**Table 4.3** Sex and Age (grouped) of respondents

Sex			Age		
Item	Frequency	Percent	Item	Frequency	Percent
Male	56	74.7	24-34	4	5.3
Female	19	25.3	35-44	33	44.0
Total	75	100.0	45-54	24	32.0
			55-66	14	18.7
			Total	75	100.0

**Source:** Survey Data

Table 4.3 shows the distribution of respondents by sex and age. Based on the table, majority of respondents are male, constituting 56 (74.7%), on the other hand, the rest 19 (25.3%) are female. In addition, the Table shows grouped age of respondents ranging from 24 to 66 years. As the Table shows 5.3% of respondents are between the age group of 24-34, 44% are between the age group of 35-44, 32% are between the age group of 45-54, and 18.7% are between 55-66.

Majority 57 (76 %) of respondents are in the age category of 35-54, indicating maturity of respondents in providing relevant data. Hence the Table indicates the diversity of respondents both sex wise and age.

#### 4.4.2 Marital status

**Table 4.4** Marital status of respondents

Item	Frequency	Percent
Never married	8	10.7
Currently married	61	81.3
Widowed	2	2.7
Divorced	4	5.3
Total	75	100.0

**Source:** *Survey Data*

Table 4.4 shows distribution of respondents in terms of marital status. Hence 10.7% of the respondents are never married, 81.3% are currently married, 2.7% are widowed, and 5.3% are divorced. According to the table, majority of respondents (81.3%) are currently married.

#### 4.4.3 Levels of education of respondents

**Table 4.5** Levels of education of respondents

Item	Frequency	Percent
Primary school	9	12.0
Secondary school	16	21.3
Collage Diploma	27	36.0
First degree	17	22.7
Masters Degree & above	6	8.0
Total	75	100.0

**Source:** *Survey Data*

Table 4.5 shows educational status of respondents. Form the total respondents 12% are primary school, 21.3% secondary school, 36% college diploma, 22.7% first degree, 8% Master Degree. The majority of the respondents have college diploma which indicates the credibility of data gathered. In addition, the composition of respondents includes a good number of people who have qualified with first and second degrees which increases the relevance of the data.

#### 4.4.4. Main occupation

**Table 4.6** Main occupation of Respondents

Item	Frequency	Percent
Employed	36	48.0
Self-employed	31	41.3
Unemployed	1	1.3
Pensioned	7	9.3
Total	75	100.0

**Source:** *Survey Data*

Table 4.6 includes the main occupation of respondents. These are 48% are employed in (government, private and NGO), 41.3% are self-employed, 1.3% is unemployed, and 9.3% are pensioned. Majority of the respondents are employed in different institutions

Based on the above mentioned characteristics of the sampled respondents, the following part of the study will present discussions of the data gathered on five services.

### 4.5 Discussions on the service delivery processes

According to Nkwae (2006), Decentralized land administration: brings land administration services closer to the people, promotes information symmetry, helps to ensure that the system is more answerable to the local community, ensures more liable and up-to-date records of land through greater community involvement, and improves understanding and appreciation of people's needs by the local land administration.

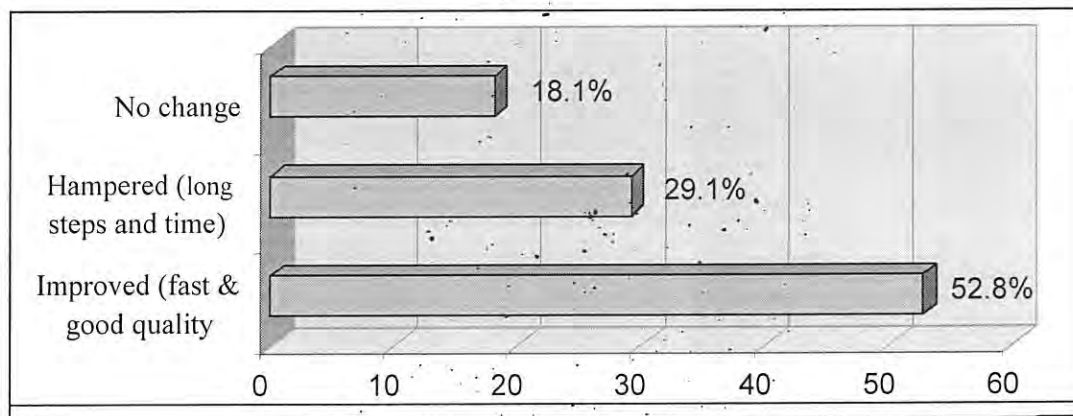
However, in Bole Sub-City, land administration services have various difficulties to meet the needs of its customers. The sample respondents in Bole Sub-City, land administration department has been asked about the situation of land services in the sub city. They raised many problems and challenges in relation to service delivery process which are going to be discussed.

#### 4.5.1 Inefficiency of service delivery process

Service seekers in the department evaluated the inefficiency of service delivery process by the presence of long bureaucratic procedures, small number of service providers as compared to the large number of service seekers, lack of capacity of service providers, corruption, long appointments and others.

#### 4.5.1.1 Change in the service delivery after decentralization

During the survey respondents were asked whether or not the service delivery process in the land administration has been improved after decentralization. The objective of this was to assess whether the transfer of such services to Bole Sub-city has improved accessibility of customers to land administration services. Hence, the following Figure shows the distribution of respondents in their perception of service provision on the selected service types after decentralization.



**Fig. 1** Distribution of respondents in their perception after decentralization

**Source:** *Constructed based on survey Data*

Based on Figure 1, most of the respondents (52.8 %) indicated that the service provision is relatively improved after the services have come down to the local area. The improvement is in terms of proximity to their local area thereby saving time and cost to go to the central land administration. And yet the improvement supports the positive argument towards decentralization in improving service delivery. Contrary to that, a good number of respondents (29.1%) alleged that even after decentralization of such municipal services, the service provision has been hampered. The allegation, therefore, is contrary to the argument that decentralization help facilitate fast, efficient and equitable service provision. The rest 18.1% of the contacted respondents reported that the service provision process, whether at central or local (Bole Sub-city) level, has shown no improvement and it is the same old story.

#### 4.5.1.2 Participation

Involving community participation is said to be one of the core components of decentralization to ensure efficient and equitable service delivery to citizens. Moreover, decentralization stimulates and facilitates bottom-up initiatives in the planning and administration of service delivery. In line with this theoretical background, respondents were asked about conditions of their participation.

**Table 4.7** Involvement/participation of customers in service delivery process

Have you been participated?			Getting Solution/incorporation of customers ideas		
Item	Frequency	%	Item	Frequency	%
yes	20	27	yes	5	25
no	54	73	no	11	55
Total	74	100	sometimes	4	20
			Total	20	100.0

**Source:** *Survey Data*

Table 4.7 shows conditions of participation of customers in various discussions regarding improvement of the service delivery process. The Table indicates majority (73%) of respondents didn't involve in any discussion regarding service provision of the land administration. On the other hand, 27% have been involved in discussion as to how the service was delivered. The Table also shows from the 20 respondents 25 % reported that the idea they raised during the discussion of customers was incorporated into the service delivery process. However, 20% reported that the incorporation of ideas they raised is sometimes considered in the service delivery process. On the other hand 55% of respondents indicated that though they were participated in the discussion regarding service provision, their ideas have not been incorporated in the process. Based on the analysis made, in there is little room for participation and discussion of clients pertaining to service delivery process which otherwise one of the benefits of decentralized service delivery. In addition, though some customers have got the chance to participate in the discussion, their ideas are not satisfactorily considered by the Department to improve the process of service provision.

### 4.5.1.3 Pre-conditions for service provision

In the Land Development and Administration Department there are various preconditions need to be fulfilled by service seekers before asking the particular service. Hence the four services: Property Transfer, Mortgage, Cadastral map provision, Boundary dispute, have clearly stated preconditions in the Service Delivery Improvement Directive. However, compensation and provision of substitute land service has no clearly stated preconditions as to what the customers fulfill before coming to the Department. The preconditions for the four services are stated below.

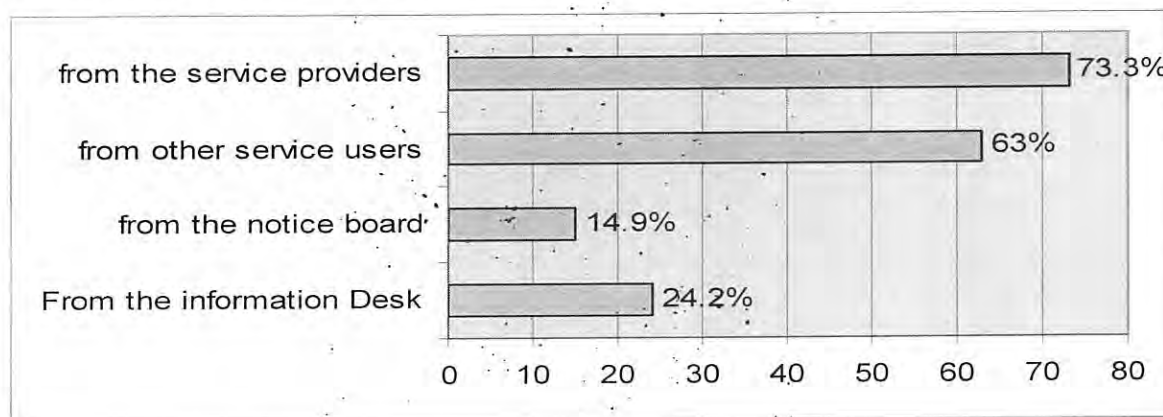
**Table 4.8** Preconditions for the delivery of the five services

No	Type of service	Preconditions
1	Property Transfer	a) Legal document which shows agreement b) Original cadastral map together with its copy Renewed Identity card/ passport
2	Mortgages	a) Letter of loan agreement from bank b) Receipt for service charge c) Renewed ID. Card/ passport, original and photocopy d) If client is agent, legally recognized letter of the agent.
3	Cadastral map provision	<p><b>3.1. Cadastral map provision for holdings before 1975</b></p> <p><i>If the cadastral map issued during Haile Silassie I period:</i></p> a) Original cadastral map b) Tax bill for the period before 1996G.C c) Copy of receipt for the payment of installation of water and electric power services before 1996 <p><i>If the customer has no cadastral map during Haile Silassie:</i></p> a) The customer should get confirmation letter about holding right <p><i>If court order or governmental provision:</i></p> a. Land tax paid for three consecutive years before June 1996. b. Copy of receipt for the payment of installation of water and electric power Services. c. Neighbors' confirmation as to how the land acquired. <p><b>3.2 Cadastral map provision for holdings during the Derg regime</b></p> a) Land tax paid for the holding for two consecutive years b) Documents which indicate the land holding <ul style="list-style-type: none"> <li>• The land whether or not provided by kebele/woreda administration</li> <li>• Whether the land is procured from peasant associations</li> <li>• Gift from peasant association</li> </ul>
4	Boundary Dispute	a) If the dispute is settled by court, letter of order written for the sub-city b) Photo copy of the cadastral map

		c) Original and photocopy of Identification card of the client d) If client is agent, legally recognized letter of the agent
5	Compensation and provision of substitute land	❖ There is no any pre-condition customers should fulfill stated by the sub-city regarding compensation and provision of substitute land.

**Source:** *Bole Sub-City Service Delivery Improvement Directive, 2006*

Table 4.8 shows the various preconditions for each service set by the Land Development and Administration Department. However, during the survey respondents were asked whether or not they have information about the preconditions. Accordingly, 30 (40.5%) have the information when they come to the sub-city for the service. On the other hand, 44 (59.5%) of the respondents have no such information. In addition, service-seekers were asked as to where they get information on the preconditions. Hence, the following figure shows distribution of respondents in terms sources of information about the preconditions for the four services.



**Fig. 2** Respondents sources of prior information on preconditions

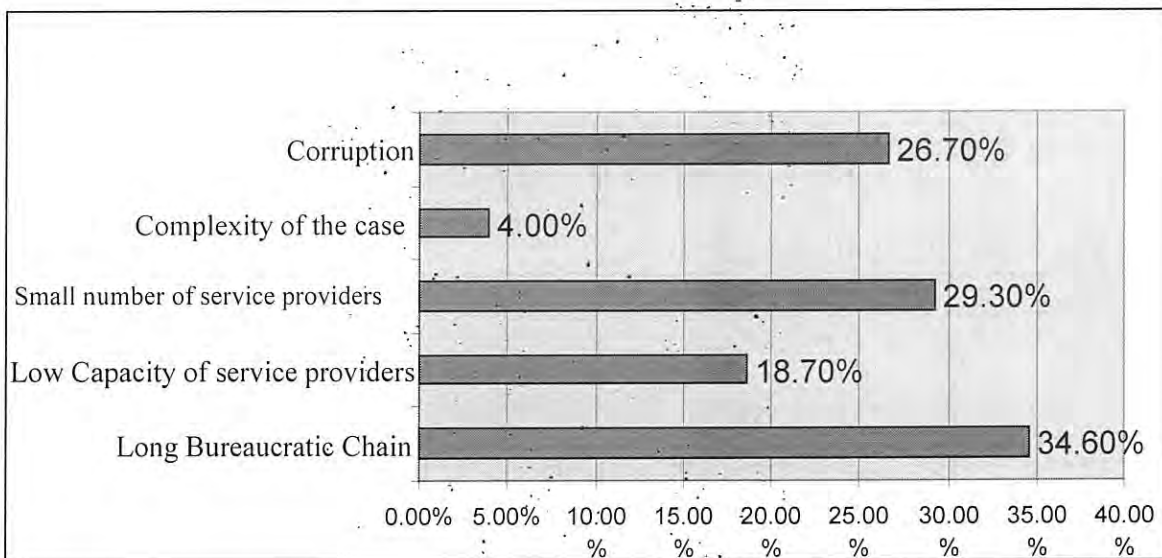
**Source:** *Constructed based on survey Data*

As indicated in Figure 2, majority of the service seekers, 73.3 % did get the preconditions for the service delivery from the service providers. On the other hand, 63% reported that they did get the information from other service users (customers), the rest which hold the small proportion 14.9% and 24.2% said from the notice board and from the information desk, respectively. Hence it is clear that the majority of respondents have got such information from service providers which increase workload of the existing staff. Thus there is little room for transparency or information provision regarding the preconditions needs to be fulfilled when customers come to the department during service days.

#### 4.5.1.4 Slow working procedures and long appointments

Taking the implementation of decentralized governance of land services by Proclamation 1/2003 as a base, respondents were also asked about the conditions of the work procedures and decision making processes in the study area.

When they indicated the problems they face, from the total 75 sample respondents, 34.6 % has responded that land administration department in its service delivery provision process has long and time consuming bureaucratic procedures (Figure 3). They have indicated that the bureaucracy is manifested by different conditions like giving long appointments, closing offices during the customers' service day for example having a meeting. The service providers also do not perform any thing until the appointed customer come and ask for. They indicated that the department seems working with out schedule and clear work procedures. Generally they have big complaints for the inefficiency of the bureaucracy which hampered their plan of getting the service with minimum amount of cost and time. And it makes them to have gloomy view for the decentralized program of the Sub-City.



**Fig 3.** Reasons for Inefficient Service Provision

**Source:** *Constructed based on Survey Data*

In services like land administration which are given high economic and cultural value by the society, people are more sensitive and emotional if they are not well served and also given

good attention. In the sample respondents most people answer that there is weak, management and coordination among the work units as well as the delay of customers without any concrete reasons. They also reported that most of the employees lack good manner or hospitality. Even if the customers do have strong and positive attitude to have decentralization in service delivery, the situation Bole which is different from other sub-cities, make them complain the service delivery process generally.

In addition, respondents were asked of their opinion on the time they spent to get services. Table 4.9 shows the range of periods respondents spent in the department.

**Table 4.9** Date of Application to get service

Item	Frequency	Percent
1-6 months	28	38.4
6 months to 1 year	16	21.9
1-2 years	25	34.2
2 years and above	4	5.5
Total	73	100.0

**Source:** *Survey Data*

In government institutions civil servants play a key role in implementing decentralized administration. As indicated in Table 4.9, from the total 73 respondents 38.4 % indicated they have been waiting for services for about 1- 6 months, while 21.9 % for about 6 months to 1 year, 34.2 % between 1-2 years, and 5.5 % two years and above.

On the other hand, based on the decentralization principle of fast and efficient service delivery process, the Sub-City Land Administration Department has set standardized time in which service can be delivered.

**Table 4.10** Standard time required for each service provision per person

No.	Type of service	Time standard for service provision per person
1	Land/property transfer	29 hours
2	Provision of cadastral maps	491 minute
3	Resolving boundary dispute	2 days and 890 minutes
4	Payment of compensation and substitute land provision	15 days and 4 hours and 10 minute
5	Mortgage service	115 minutes

**Source:** *Adapted from Bole Sub-City Service Delivery Improvement Directive, 2006*

According to Table 4.10, for land/property transfer the time set is 29 hours; for provision of cadastral maps: 491 minute/person; for resolving boundary dispute: 2 days and 890 minutes/person; payment of compensation: 15 days and 4 hours and 10 minute; and for mortgage service: 115 minutes/ person. However, Table 4.9 indicates respondents' response in the time they spent to get service from the sub-city's Land Administration Department is higher than what is expected.

Decentralization is said to bring short and efficient decision making to the local people. The case is reversed in Bole Sub-City. Land administration officials indicate that the problem is because of capacity deficiency and less number of available man power. But what is also seen is the problem of accountability. Employees most of them are contract and even the permanent staff do not have clearly stated accountability and some are inclined to work with favoritism and corruption.

The respondents were also asked of their opinion on the general service delivery situation. Table 4.11 shows distribution of respondents in terms of their perception about the speed of service delivery for the five services selected for this study.

**Table 4.11** General Evaluation of the service delivery process

Item	Frequency	Valid Percent
<b>Moderate</b>	22	29.3
<b>Slow</b>	48	64.0
<b>Very slow</b>	5	6.7
<b>Total</b>	75	100.0

**Source:** *Survey Data*

Accordingly, about 6.7% reported that the service delivery was very slow, indicating the longer time they wait. On the other hand, 64% reported slow, and the rest 29.3% indicated that the process of service delivery is moderate which is an evaluation given for medium performance. Hence, it is clear that majority (70.7 %) of service-seekers indicated that the service delivery is slow. Therefore, the above finding doesn't support the argument that decentralization facilitates speedy service delivery process.

Generally in the Sub-City, even if the existing hierarchies of work are very short, decisions are delayed for longer time. Further the working condition seems much disorganized. Employees or their supervisors are seen hesitating to do their duties effectively and efficiently. For this the reason may be lack of clear guidelines or capacity constraint that broadens the inefficiency of service provision.

#### **4.5.1.5 Limited organizational capacity**

On Figure 3 above, 29.3% of the sample respondents indicated that the incompatibility of the number of service providers (employees) to the large number of the customers/service seekers is creating big challenge in service delivery process. Being vast and an expanding part of the city, the problem in Bole Sub-City is different from other sub-cities by the presence of large number of people in need of land administration services. The sampled customers complained that the capacity of the sub-city is not enough. They argued that the Sub-City has a design problem that at the beginning, the size of the population and the service delivery capacity in terms of the number of staff was not compatible. Hence, there might a need to split the sub-city into two different sub-cities or districts. Because of the small number of service providers customers are obliged to stay long in a day and return back with out any solutions. Even some times there are no employees who could give customers enough and reliable information.

The Sub-City officials also accepted that the Land Administration Department has constraints in man power to deliver efficient service to the customers. Although there is total number of 71 employees (permanent and contract), compared to the demand for services like 500-600 customers per day, number of workers cited above, is limited for adequate delivery of land administration services in the study area.

Decentralization is more effective if the resources for its implementation are fulfilled. Decentralization can be a way of improving access to services, tailoring government actions to private needs, and increasing the opportunities for state-society interactions. Local governments will only be effective, however, when they have access to human and other resources needed to undertake the services assigned to them.

A central rationale for decentralization is that, by moving government closer to the people, it brings public sector activities and decisions in line with popular preferences. The human resource is a critical component of decentralizing government, but rarely enters the decision calculus of decentralization design. The civil service is often recognized as an afterthought rather than seen as essential to successful decentralization. Human resource management should be seen as an essential component in the design of decentralization rather than a separate, stand-alone process.

The problem in the study area is that before decentralizing authorities and responsibilities to the sub-city, prior activities are not well performed. The process has been undertaken after some studies, though in depth preparation was not there. Thus, equal number of manpower was assigned to the ten expansion and non expansion areas which created problem for the effective and efficient delivery of land services especially in expanding Sub-Cities. For decentralization to be functional different capacities were needed to be built for local governments. These capacities can be man power and logistics.

Bole sub-city is one of the expansion areas in the city that it has large number of customers as compared to other non-expansion areas. This is because the fact that new places are given for the purpose of residential, investment and other uses. And there are also building of houses legally and illegally. So the sub-city has to give various kinds of land related services and control for the illegal ones.

The three land Administration Department teams which are Land Holding and Information Administration; Lease Administration; and Land Development have a total of 71 workforces. Each team has different number of manpower based on the type and complexity of work load. As it is indicated in Table 4.1 from the total number of 71 posts only 48 are on work and 33% are vacant. These vacant posts are being covered by the contract workers (there are about 40 contract employees in the department), which is out of the structure and man power requirement of the department. Most contract workers are a contract period of for at least 3-4 years. Even with this situation the available man power could not coup up with the demand for the service. The sub-city officials indicate that even it became very difficult to give only information to the people.

Thus, most of the people in need of the services will be delayed for longer period without adequate answers.

The sampled respondents have also been asked about the quality of service providers in the department. In Figure 3 above, 18.7% responded that capacity of service providers is not enough for what they are working. Capacity here explains the time it took for employees to understand customers demand, to explain the required formalities with out any ambiguity and facilitating the decision making process.

In this regard, the study identified the presence of capacity gap in the existing man power of the department. For civil servants to deliver the higher-quality services envisioned under decentralization, they need to have the capacity in terms of educational qualification. This involves both individual and institutional elements. First, the success of decentralization depends on the ability of individual civil servant. The devolution of public service responsibilities requires both a broader variety of skills and a greater depth of knowledge in specific areas.

From the required 8 degree holders, there are only 4. For diploma graduates 47 are needed but only 30 are available. Having larger work load (high number of service seekers) in the department, the sub-city has obliged to hire contract employees, which is almost half of the present number of permanent staff. The technical knowledge of lower level employees is also creating a big gap in decision making power if the higher level supervisors. The Department Manager during the interview session indicates that issues to be solved even at record office are coming to him. This will deter the performance of the department as a whole.

Naturally, decentralized land administration systems will only be effective if there are adequate human, technical and financial resources to operate the system at the local level (Barnes, 2003). Transfer of responsibility is effective only if there is the capacity to assume responsibility. Unfortunately, in the sub-city there is a severe lack of local capacity. Most people, including members of local governments lack the capacity to perform. In land management, local authorities need to be able to survey land, maintain records and manage local land administration.

In Bole Sub-City, there is also problem of logistics for effective implementation of decentralization process. This has also an impact on the effectiveness of the work force in the department. Offices for the sub-City civil servants were not built in the first place. No one can get the sub-city's functioning bodies at the same place. That is offices are rented from private owners and Housing Agency. When we see the land administration department, which is the main focus of this study, the office set up is very difficult for employees to perform their tasks. There is one big hall for every staff as an office to work with a very congested situation. They sit face to face to the customers. Files of the customers are found in the same place with the employees. Any one can go and talk to them, no separation at all. This makes the working condition disorganized, tiresome and mistakes might occur because employees might lose attention on their work.

Other logistics facilities like pick-up cars for site work, computer, photocopy machine, printer and other stationary materials are in great deficient in the department. It was heard that some times the customers are seen buying some office facilities.

Therefore the decentralization process, which in principle is an effective tool for bringing services closer to the people could not happen in Bole Sub-City since human and institutional capacity are a key in implementing decentralized service delivery.

In the study area or generally our country, decentralization is a new phenomenon and since we are on the way to development the occurrence of shortage of these inputs is obvious. In the future when we get some experience of decentralized governance service delivery or other good benefits of decentralization will materialize.

#### **4.5.1.6 Corruption**

Decentralized governance is an important tool to reduce corruption and bring about development since it helps to break the monopoly of power at the national level by bringing decision making closer to people. Localization strengthens government accountability to citizens by involving citizens in monitoring government performance and demanding corrective actions. Localization is a means to make government responsive and accountable to

people and help reduce corruption and improve service delivery. Efforts to improve service delivery usually force the authorities to address corruption and its causes.

However, one must pay attention to the institutional environment and the risk of local capture by elites (Shah, 2006). In the institutional environment typical of some developing countries when institutions of participation and accountability are weak or ineffective and political interference in local affairs is rampant, decentralization may increase opportunities for corruption.

Corruption is an exercise of official powers against public interest or the abuse of public office for private gains. Public sector corruption is a symptom of failed governance.

In the study area, it was indicated that decentralization could be a reason for corruption. The respondents indicated that there were problems of corruption. They have reported that every fast service delivery process in the land administration department is connected to some sort of benefit or favor. Mostly rich and well to do people get fast and efficient service than the majority poor who have nothing to give. Corruption in the Sub-City is done through expeditors who have close contact with each and every staff in the department.

During conducting the survey some questions were asked on the issue of corruption as one of the reasons impeding efficient delivery of land administration services. From the total sampled respondents, 48.6 % (Table 4.12) have responded that they were asked some amount of money to get service.

**Table 4.12** Response on the offer to give some money to get service

Item	Frequency	Percent
Yes	34	48.6
No	36	51.4
<b>Total</b>	70	100.0

**Source:** *Survey Data*

On top that, respondents indicated that service providers in the Department are always reluctant to serve the poor without some sort of money for facilitating service provision which is additional cost to the majority of the poor in the study area. From the total sampled respondents, 87.2% reported that because of their refusal to give money, they are getting more

It was also indicated that recruitment of contract employees, which is a normal trend in the Sub-City, would have its own influence of the accountability of employees. Since they do not have permanent record, in addition to being negligent, they will also have the courage to commit some mischief activities.

Therefore, the above discussion indicates that corruption retarded efficient and equitable land service provision in the study area. With regard to efficiency, corruption affected proper utilization of resources (budget, human power). Equity, on the other hand, implies equal distribution of scarce Municipal service, i.e. land administration services to all residents.

#### 4.5.1.7 Views on the system of grievance handling

One of the main objectives of decentralization drive is enabling local governments to provide quality and efficient services at decentralized levels of government. So in order to see the effectiveness of decentralization on service delivery, assessment on the perception of clientele with regard to service provision is one method. This is made possible by checking on to the presence of avenues for expressing dissatisfaction with delivery of services. According to Proclamation No. 2/2003, and as amended on Proclamation No. 18/2004, the land administration department is responsible to respond to complaints in accordance with the directive issued for grievance handling. So based on this Proclamation, the department has prepared on the service delivery directive which indicates the establishment of grievance handling system.

The study has used these issues as a base for asking the customers about their opinion on the existing grievance handling system in the Sub-City. Different approaches have been used to understand the general view of customers.

**Table 4.13** Knowledge of customers whether there is grievance handling system

Item	Frequency	Percent
yes	48	65.3
no	26	34.7
Total	74	100

**Source:** *Survey Data*

Table 4.13 has made clear that 65.3% of the total customers know where to go if they have some complaints in the service delivery process. The rest 34.7% didn't know even it is possible to raise complaints. It seems that more than half of the respondents do know the system of grievance handling. But there is a confusion on customers understanding of 'grievance handling' that most of them take it as going upward like the immediate supervisor of the staff with whom they had grievance. In actual situation there is a grievance handling committee which has members from different sections. In this case customers don't know this committee. Thus it was understood that most people do not have access to the committee generally.

**Table 4.14** Courage to use the system/approaching higher body

Item	Frequency	Percent
yes	2	2.6
no	46	97.4
<b>Total</b>	48	100

**Source:** *Survey Data*

In Table 4.14, although most clients who has complaints on service delivery process, for them to go and apply for higher bodies is very unusual that for one thing they assume to get their complaints getting attention from higher bodies is unthinkable and for other thing, they assume that things may get worse. So from the total respondents 97.4% didn't approach any higher body.

Decentralized service delivery system if need to be successful should include a system of hearing customers complaints of their dissatisfaction with the delivery of services. This situation will help to improve weak performances and generally increases the efficiency of service delivery and at the same time helps the decentralized system to get people recognition and trust.

According to Proclamation No. 18/2004, Sub-Cities has given responsibility to handle grievances raised on land services. Thus for this duty, grievance handling committee is organized for the land development and administration department. The members of the committee are staffs of different sections in the department itself.

In Bole Sub-City officials have indicated that there is weak coordination among these bodies that this relationship is putting negative influence on service delivery process and on development of the sub-city land administration generally.

The weakness of the Municipal land development and administration authority is that even from the start of the decentralization process there was a big organizational problem occurring in Bole Sub-City which could not get solution for longer period. In this regard the Sub-City officials put that although it was known that in Bole Sub-City there is a big gap between the service provision system and the demand than other sub-cities, the central land development and administration authority could not give it due attention. Many customers in the questionnaire and the sub-city land administration professionals have suggested that Bole Sub-City should be divided into two different sub-cities. This is because of the imbalance between the number of customers and service providers.

To make some amendments the central department did not put any effort. Though repeated questions are asked by the sub-city, they are reluctant to go and visit the hard situation occurring in the sub-city. This is one situation of the weak relation found between the two bodies.

The situation of the sub-city and kebeles is not different from above. There is a strong coordination problem in terms of information exchange and other regulatory activities. The Kebele offices are responsible in regulatory activities in their surroundings. Because of weak coordination between these institutions always problems of illegal settlement occur.

Sub-cities do not have the capacity to register open places and notify to the kebeles for controlling illegal persons. Especially in expansion areas illegal persons are using this weakness like Kebele 16/18 Kebele 21/22, Kebele 17/19/21, and Kebele 14/15 are facing this problem. Kebeles are also unable to differentiate the legal settlements and the illegal ones because of lack of reliable information from the Sub-City.

On the other hand Sub-City officials indicated that, sometimes Kebeles do not feel that they are responsible for such activities. And the Sub-City is obliged to inform them based on some

observations coming from the community. Currently some efforts are being under taken by the Sub-City officials to make their relationships smooth and clear.

Generally, there is weak communication in solving administrative bottlenecks and controlling illegal settlements among these three hierarchies that could facilitate the service delivery efficiency of the Sub-City.

# Chapter Five: Conclusion and Recommendations

## 5.1. Conclusion

In Ethiopia decentralization of land administration is a very recent phenomenon. In Addis Ababa the decentralization derives is started on 2003. So even if major changes are not expected some basic things must be done. Efficient and effective delivery of urban services to the city dwellers is the major drive to start the decentralization process in Addis Ababa. With this, one of the Municipal services, land administration, is assigned to the Sub-Cities. Based on this fact, the study has tried to see the situation of land service delivery in Bole Sub-City. Thus it was observed that even if the principle of decentralization is beneficial to the effective delivery of services, in the Sub-City the implementation is being hampered by some bottlenecks.

Land administration infrastructure is very crucial in developing countries. In these countries the infrastructure supports the operation of land markets, the use and creation of capital, land use planning, land taxation systems, urban infrastructure and to a large extent most of the natural resource management through the provision of spatial frameworks providing topography, land tenure, value and use.

Land is a scarce natural resource in urban areas because of rapid urbanization process. In urban areas the most important source of revenue is the tax on real property (land and house). Also most of human activities are attached to land.

Bole Sub-City is one of the fast expanding areas in the City having high number of real estate development, cooperative house building, and substitute land provision for relocated people from the center of the city, etc. It is also is the widest Sub-City with high number of residents and different government and non governmental organizations, all of which are in need of land service provision from the Sub-City.

Decentralized land administration in Bole Sub-City is initiated with the main objective of creating fast, efficient and transparent land administration service delivery system for the dwellers, land developers, and other organization. In the Sub-City institutional capacities and

arrangements have greatly affected the process of decentralized land administration systems. The poor performance in title registration, mortgage and transaction, absence of efficient cadastral system, inefficient, unaccountable and non-transparent bureaucracy with corruption have been greater hindrance to land administration system.

The human resource is a critical component of decentralizing government, but in Bole Sub-City was not included in the decision calculus of decentralization design. From the very beginning of decentralizing land services to the Sub-City the total residents or land service clients, amount of activities or work load (being an expansion area), was not considered. So the study has indicated that there is serious constraint in terms of man power quality and quantity.

Other logistical problems are also responsible for the poor service delivery in the Sub-City. Offices of the Land Development and Administration Department are overcrowded to the extent that working has become impossible. Lack of office facilities are also obstacles for effective delivery of services in the Department. Among others, poor and slow decision making procedures, the intention of employees to receive benefit from customers (corruption), and lack of accountability and responsibility of the existing staff are also problems impeding the decentralization program in the sub-city.

The planning system in the department is not in line with the existing work load. There is huge gap between satisfying the needs of the clients and the performance of the department in each service type. Even if it is clear that there is a capacity constraint, planning very few activities and performing more than expected doesn't indicate good achievements.

There are many benefits that result from the operation of a good land administration system. Good practice include guarantee ownership and security of tenure; support land and property taxation; provide security for credit; develop and monitor land markets; protect land resources and support environmental monitoring; facilitate the management of state-owned land; reduce land disputes; improve urban planning; and produce statistical data.

Unlike the theoretical perspective, in Bole Sub-City it is possible to say that land registration, dispute settlement, property transaction, mortgaging and compensation activities are not given due attention. These activities are important elements of urban land development also for the city improvement in general. There are land holdings without title deeds, creating obstacles on transfers, mortgaging and on the improvement on the plots or construct new ones. Squatter settlements are also accelerating because of poor management and lack of up to date land records.

Though it is early to judge, it seems that the current performance of the decentralized service delivery weak given those challenges. And it is true that decentralization is not an overnight effort, thus the Sub-City's performance will be better when it started to gain some capacity and experience.

From the above conclusion on Bole Sub-City land administration system, the study recommends the following points.

## **5.2. Recommendations**

- Since Bole Sub-City consists some of the peripheral kebeles of the city it is always expanding. Thus, its service delivery scope is widening from time to time having high number of real estate development, cooperative house building, and substitute land provision for relocated people from the center of the city, etc. Thus the Sub-City needs some decision to satisfy the needs of its population. This could be done by creation of a forum or a study group which also involved the customers' opinions that could bring sustainable solutions for the current challenges of the Sub-City.
- The relation between the hierarchies of the city government in land administration aspect should be strengthened. The central bodies should give strong attention to Sub-Cities and for Kebeles. There should be central land registration system which could control the city land use from the center. Having central registration system is important for planning of the city for various developments and also to control illegals

and squatter settlements. This information is also should be linked with wide area network that helps the sharing of information between the three hierarchies.

- Institutional and capacity constraints are the major barriers of the service delivery process. Permanent works are being done by temporary workers. Thus if the work is permanent, it should be covered by the permanent employee. To alleviate the capacity constraints hiring professionals and upgrading the existing man power with reliable trainings is useful. Hence, institutional issues have to be given prime importance including qualified staff for land valuation, land title, registration and dispute settlement. Ethical trainings also be given to aware the employees the dangers of corruption on national economy.
- The Sub-City at least should have its own permanent offices situated at the same place. This will make the service delivery process fast and fruitful. Further office facilities and equipments should be made available.
- The practice of hearing customers' comments, their grievances and their involvement in some development planning is crucial for better and effective delivery of services.
- Preparation of cadastral maps for old possessions, splitting/merging of land ownerships as well as cadastral maps for condominium or cooperative are continuous activities in any urban land management, so in Bole Sub-City attention should be given to make the activities on permanent basis. This will help to know the total land under the sub-city, which is a base for urban development planning.
- The Land Development and Administration Department is not working according to the service delivery directive which indicates standards for each service given there. So control and supervision from the center should be strengthened to achieve the expected result. In addition to this each employee should need to have specific duties and responsibilities (job descriptions) to make them accountable for the assigned duties.

- Finally this study touches only some aspects of the service delivery process in Bole Sub-City. So it is limited in scope and coverage. Further research could be done based on the findings.

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**Addis Ababa University**  
**Graduate and Research Program**  
**Department of Regional and Local Development Studies**

**Questionnaire**

Dear Respondent,

The intention of this research questionnaire is to collect useful data from you, the respondent, with regard to the implementation of decentralized land administration system in Bole Sub-City. It assesses efficiency and effectiveness and problems faced in administering and delivering land services in the Sub-City. The data gathered will be used for academic purpose, i.e., for the requirement of the partial fulfillment of Masters of Art (M.A.) Degree in Regional and Local Development Studies. Hence, you are kindly requested to provide genuine responses for the questions.

Thank you.

**General Information**

Respondent No.....

Date.....

Name of Area.....

Time.....

**Part I. Information on Personal Data of the Respondent**

Sex	Age	Educational Status (Code A)	Marital Status (Code B)	Occupation (Code C)	Residence Type (Code D)	Kebele	Sub-City
M=1 F=0							

**Code A**

- 1= never any schooling
- 2= literate (reading and writing)
- 3= traditional (religious)
- 4=primary school incomplete
- 5= primary school completed
- 6=junior school incomplete
- 7= junior school completed
- 8= senior secondary school incomplete
- 9= senior secondary school completed
- 10= vocational/technical
- 11=college diploma
- 12=first degree
- 13=post graduate
- 14= other, specify

**Code B**

- 1= never married
- 2= married
- 3 = widowed
- 4= divorced

**Code C**

- 1= employed (government, private, NGO ...)
- 2= self employed
- 3=unemployed
- 4=pension
- 5=other, specify \_\_\_\_\_

**Code D**

- 1=personal property
- 2=kebele
- 3= private
- 4=Housing Agency

**Part II Information on Land Registration (land ownership with no cadastral map)**

**Q. 2.1.** Do you have house and land holding title or cadastral map?

- 1= yes
- 2= no

**Q.2.2.** If your answer for Q2.1 is 2, when did you apply to get a cadastral map for your land holding?

- 1= before 6 months
- 2= before 1 year
- 3= before 2 years
- 4= before 2 years and above
- 5= others \_\_\_\_\_

**Q.2.3.** If your answer for Q2.2 is 1 and if your case is going to be finished, please give your opinion why the service delivery process is fast and efficient \_\_\_\_\_

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**Q.2.4.** If your answer for Q 2.2 **3 or 4**, which of the following do you think is the reason?

- 1= I couldn't fulfill the necessary documents to get the map
- 2= problem of Nortek and GIS information
- 3= small number of service providers as compared to the service seekers
- 4= some employees are not willing to work without some benefit
- 5= lack of capacity of employees
- 6= vague preconditions and work procedures for service provision
- 7= there is no information desk which can make service provision easier

- 8= too long bureaucratic hierarchies which make service provision cumbersome  
9= all  
10= others, please specify \_\_\_\_\_
- 

**Q.2.5.** Is your land holding right given to you during the imperial period (a map which needs to be changed)?  
1= yes            2=no

**Q.2.6.** If your answer for Q2.5 is 1, how long is the time since you have applied?

- 1= 1 month- 6 months  
2= 6 months-1 year  
3= 1 year - 2 years  
4= 2 years and above  
5= others \_\_\_\_\_

**Q.2.7.** If your answer for Q2.6 is 2, what do you think is the reason for not getting your case finished on time?

- 1= because the department is not well organized with necessary office facilities  
2= because of lack of well qualified man power  
3= too long bureaucratic procedures  
4= small number of service providers as compared to the service seekers  
5= some employees are not willing to work without some benefit  
6= vague preconditions and work procedures for service provision  
7= there is no information desk which can make service provision easier  
8= all  
9= others, please specify \_\_\_\_\_
- 

**Q.2.8.** Generally how do you evaluate the situation of service provision in the department?

- 1= fast and efficient  
2= moderate  
3= slow  
4= others \_\_\_\_\_

**Q.2.9** What is your general opinion on the amount of payment you are required to pay for services in the sub-city?

- 1= very high  
2= high  
3= moderate

4= low  
5= very low

**Q.2.10.** Do you notice the difference between the service delivery system when it was given by the municipality and after it has given to the sub-cities?

1= yes                      2= no

**Q.2.11.** If your answer for Q2.10 is 1, what changes have you seen on the service delivered?

1= improved with faster and good quality  
2= hampered with longer steps and longer time it took  
3= has no change  
4= others, \_\_\_\_\_

**Q.2.12.** If your answer for Q 2.11 is 1, please indicate some of your observations?

\_\_\_\_\_  
\_\_\_\_\_

**Q.2.13.** If your answer for Q 2.11 is 2, what do you think is the reason?

1= too long bureaucratic procedures  
2= low capacity of the service providers  
3= small number of service providers as compared to the service seekers  
4= complexity of the case  
5= because of high corruption  
6= others, please indicate specifically \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

**Q.2.14.** Have you ever been asked to give some money or other forms of favors to get Your case accomplished?

1= yes                      2= no

**Q.2.15.** If your answer for Q 2.14 is 1, what was your response

\_\_\_\_\_

**Q.2.16.** If your answer for Q 2.14 is 1, do you face a situation that your case become pended and took much time to get accomplished?

1= yes                      2= no

**Q.2.17.** If you are not satisfied with the service given at some steps, do you know where to for the next higher step?

1= yes                      2= no

**Q.2.18.** If your answer for Q2.17 is 1, did you approach any higher body (customers complaint desk) for the problems you faced ?

1= yes, I approach

2= no, I didn't approach

**Q2.19.** If your answer for Q 2.18 is 1, did you get an immediate response from these bodies?

1= yes

2= no

**Q.2.20.** How do you evaluate the hospitality of the service providers in the land administration department?

1= very good

2= good

3= poor

**Q.2.21.** During the process to get your case accomplished, did you face any problem which are not included here from the side of service providers?

1= yes

2=no

**Q.2.22.** If your answer for Q 2.21 is 1, please specifically explain the problems

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**Q. 2.23.** Is there any occasion that the sub-city land administration department has gathered all the customers for general discussion on some issues and related problems?

1= yes

2= no

**Q.2.24.** If your answer for Q 4.23 is 1, how frequently do you gather? \_\_\_\_\_

**Q.2.25.** Do you notice that your complaints or problems which has been discussed in the gathering has given some solutions?

1= yes

2=no

**Q.2.26.** Did you notice that the sub-city in its service provision encourages its customers to give their comments and feeling regarding the quality, efficiency and effectiveness of the service provision as well as the problem they face?

1= yes

2= no

**Q.2.27.** Do think there are some solutions for the problems and challenges you faced during the times you come to the department?

1= yes

2= no

**Q.2.28.** If your answer for Q 2.27 is 1, please indicate your opinion.

- \_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_

**Q.2.29.** If you have any ideas and comments which are not included in the questionnaire or some points which need further explanation?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

### **Part III. Information on land boundary disputes**

**Q.3.1.** Please indicate the reasons (activities) that make you go to the sub-city's land administration.

- 1= land/boundary disputes occurred on my plot
- 2= transfer (sale, purchase) of land use
- 3= to get replacement (cost & land) for my previous holding
- 4= court blocked my ownership
- 5= to settle bank loan
- 6= others \_\_\_\_\_

**Q.3.2.** If your answer for Q 4.1 is 1, do you know what formalities to fulfill?

- 1= yes
- 2= no

**Q.3.3.** If your answer for Q 4.1 is 1, how long is the time since you have applied?

- 1= 1 month- 6 months
- 2= 6 months-1 year
- 3= 1 year - 2 years
- 4= 2 years and above
- 5= others \_\_\_\_\_

**Q.3.4.** If your answer for Q 4.1 is 1, what is the reason for land dispute?

- 1= my neighbor has taken some land from me
- 2= the sub-city has given my holding to other person

3= others \_\_\_\_\_  
\_\_\_\_\_

**Q.3.5.** If your answer for Q 3.4 is 2, what is the reason for the sub-city to give your land to others?

1= the Sub-city has given my land holding to other person during GIS registration

2= Mistake had done when the Nortek map was taken from the Air Plane

3= others \_\_\_\_\_

**Q.3.6.** Is your problem solved now?

1= yes

2= no

**Q.3.7.** If your answer for Q 3.6 is 1, please indicate the service delivery situation in the sub-city \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Q.3.8.** If your answer for Q 3.6 is 2, which of the following do you think is the reason?

1= because the department is not well organized with necessary office facilities

2= because of lack of well qualified man power

3= too long bureaucratic procedures

4= small number of service providers as compared to the service seekers

5= some employees are not willing to work without some benefit

6= vague preconditions and work procedures for service provision

7= there is no information desk which can make service provision easier

8= all

9= others, please specify \_\_\_\_\_  
\_\_\_\_\_

**Q.3.9.** Generally how do you evaluate the situation of service provision in the department?

1= fast and efficient

2= moderate

3= slow

4= others \_\_\_\_\_

**Q.3.10.** Do you notice the difference between the service delivery system when it was given by the municipality and after it has given to the sub-cities?

1= yes

2= no

**Q.3.11.** If your answer for Q 3.10 is 1, what changes have you seen on the service delivered?

- 1= improved with faster and good quality
- 2= hampered with longer steps and longer time it took
- 3= has no change
- 4= others, \_\_\_\_\_

**Q.3.12.** If your answer for Q3.11 is 1, please indicate some of your observations?

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**Q.3.13.** If your answer for Q3.11 is 2, what do you think is the reason?

- 1= too long bureaucratic procedures
- 2= low capacity of the service providers
- 3= small number of service providers as compared to the service seekers
- 4= complexity of the case
- 5= because of high corruption
- 6= others, please indicate specifically \_\_\_\_\_

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**Q.3.14.** Have you ever been asked to give some money or other forms of favors to get Your case accomplished?

- 1= yes
- 2= no

**Q.3.15.** If your answer for Q 3.14 is 1, what was your response

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**Q.3.16.** If your answer for Q 3.14 is 1, do you face a situation that your case become pended and took much time to get accomplished?

- 1= yes
- 2= no

**Q.3.17.** If you are not satisfied with the service given at some steps, do you know where to for the next higher step?

- 1= yes
- 2= no

**Q.3.18.** If your answer for Q3.17 is 1, did you approach any higher body (customers complaint desk) for the problems you faced ?

- 1= yes, I approach
- 2= no, I didn't approach

**Q3.19.** If your answer for Q 3.18 is 1, did you get an immediate response from these bodies?

- 1= yes
- 2= no

**Q.3.20.** How do you evaluate the hospitality of the service providers in the land administration department?

1= very good      2= good      3= poor

**Q.3.21.** During the process to get your case accomplished, did you face any problem which are not included here from the side of service providers?

1= yes      2=no

**Q.3.22.** If your answer for Q 3.21 is 1, please specifically explain the problems

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**Q. 3.23.** Is there any occasion that the sub-city land administration department has gathered all the customers for general discussion on some issues and related problems?

1= yes      2= no

**Q.3.24.** If your answer for Q 3.23 is 1, how frequently do you gather? \_\_\_\_\_

**Q.3.25.** Do you notice that your complaints or problems which has been discussed in the gathering has given some solutions?

1= yes      2=no

**Q.3.26.** Did you notice that the sub-city in its service provision encourages its customers to give their comments and feeling regarding the quality, efficiency and effectiveness of the service provision as well as the problem they face?

1= yes      2= no

**Q.3.27.** Do think there are some solutions for the problems and challenges you faced during the times you come to the department?

1= yes      2= no

**Q.3.28.** If your answer for Q 3.27 is 1, please indicate your opinion.

- \_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_

**Q.3.29.** If you have any ideas and comments which are not included in the questionnaire or some points which need further explanation?

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#### **Part IV. Information on Property Transaction**

**Q.4.1.** Please indicate the reasons (activities) that make you go to the sub-city's land administration.

- 1= land/boundary disputes occurred on my plot
- 2= transfer of ownership (sale, purchase) of land use
- 3= to get replacement (cost & land) for my previous holding
- 4= court blocked my ownership
- 5= to settle bank loans
- 6= others \_\_\_\_\_

**Q.4.2.** If your answer for Q 4.1 is 2, do you know what formalities to fulfill?

- 1= yes
- 2= no

**Q.4.3.** If your answer for Q 4.1 is 1, how long is the time since you have applied?

- 1= 1 month- 6 months
- 2= 6 months-1 year
- 3= 1 year - 2 years
- 4= 2 years and above
- 5= others \_\_\_\_\_

**Q.4.4.** If your answer for Q3.3 is 1 and if your case is going to be finished, please give your opinion why the service delivery process is fast and efficient, \_\_\_\_\_

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**Q.4.5.** If your answer for Q 3.3 is **3 or 4**, which of the following do you think is the reason?

- 1= small number of service providers as compared to the service seekers
- 2= some employees are not willing to work without some benefit
- 3= lack of capacity and responsibility of employees
- 4= vague preconditions and work procedures for service provision
- 5= there is no information desk which can make service provision easier
- 6= too long bureaucratic hierarchies which make service provision cumbersome
- 7= all

8= others, please specify \_\_\_\_\_  
\_\_\_\_\_

**Q.4.6.** Generally how do you evaluate the situation of service provision in the department?

1= fast and efficient

2= moderate

3= slow

4= others \_\_\_\_\_

**Q.4.7.** Do you notice the difference between the service delivery system when it was given by the municipality and after it has given to the sub-cities?

1= yes

2= no

**Q.4.8.** If your answer for Q 4.7 is 1, what changes have you seen on the service delivered?

1= improved with faster and good quality

2= hampered with longer steps and longer time it took

3= has no change

4= others, \_\_\_\_\_  
\_\_\_\_\_

**Q.4.9.** If your answer for Q 4.8 is 1, please indicate some of your observations?

\_\_\_\_\_  
\_\_\_\_\_

**Q.4.10.** If your answer for Q4.8 is 2, what do you think is the reason?

1= too long bureaucratic procedures

2= low capacity of the service providers

3= small number of service providers as compared to the service seekers

4= complexity of the case

5= because of high corruption

6= others, please indicate specifically \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Q.4.11.** Have you ever been asked to give some money or other forms of favors to get Your case accomplished?

1= yes

2= no

**Q.4.12.** If your answer for Q4.11s 1, what was your response

\_\_\_\_\_

**Q.4.13** If your answer for Q4.11 is 1, do you face a situation that your case become

pending and took much time to get accomplished?

1= yes                      2= no

**Q.4.14.** If you are not satisfied with the service given at some steps, do you know where to for the next higher step?

1= yes                      2= no

**Q.4.15.** If your answer for Q4.14 is 1, did you approach any higher body (customers complaint desk) for the problems you faced ?

1= yes, I approach                      2= no, I didn't approach

**Q.4.16.** If your answer for Q 4.15 is 1, did you get an immediate response from these bodies?

1= yes    2= no

**Q.4.17.** How do you evaluate the hospitality of the service providers in the land administration department?

1= very good                      2= good                      3= poor

**Q.4.18.** Do you think the capacity of service providers is enough to give services for all customers

1= yes                      2= no

**Q.4.19.** During the process to get your case accomplished, did you face any problem which are not included here from the side of service providers?

1= yes                      2=no

**Q.4.20.** If your answer for Q 4.19 is 1, please specifically explain the problems

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**Q. 4.21.** Is there any occasion that the sub-city land administration department has gathered all the customers for general discussion on some issues and related problems?

1= yes                      2= no

**Q.4.22.** If your answer for Q 4.21 is 1, how frequently do you gather? \_\_\_\_\_

**Q.4.23.** Do you notice that your complaints or problems which has been discussed in the gathering has given some solutions?

1= yes                      2=no

**Q.4.24.** Did the working procedures and associated responsibilities for having land related service made clear to you?

1= yes                      2= no

**Q.4.25.** If your answer for Q 4.24 is 2, how do you solve the problems you face because of lack of information

1= from the information desk

2= from other service users

3= from the service providers

4= from the notice board

5= others, please specify \_\_\_\_\_

**Q.4.26.** Did you notice that the sub-city in its service provision encourages its customers to give their comments and feeling regarding the quality, efficiency and effectiveness of the service provision as well as the problem they face?

1= yes

2= no

**Q.4.27.** Do think there are some solutions for the problems and challenges you faced during the times you come to the department?

1= yes                      2= no

**Q.4.28.** If your answer for Q 4.27 is 1, please indicate your opinion.

- \_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_

**Q.4.29.** If you have any ideas and comments which are not included in the questionnaire or some points which need further explanation?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## **Part V. Information on Replacement cost for land ownership**

**Q.5.1.** Please indicate the reasons (activities) that make you go to the sub-city's land administration.

- 1= land/boundary disputes occurred on my plot
  - 2= transfer of ownership (sale, purchase) of land use
  - 3= to get replacement (cost & land) for my previous holding
  - 4= court blocked my ownership
  - 5= to settle bank loans
  - 6= others \_\_\_\_\_
- 

**Q.5.2.** If your answer for Q 5.1 is 3, do you know what formalities to fulfill?

- 1= yes
- 2= no

**Q.5.3.** If your answer for Q 5.1 is 3, how long is the time since you have applied?

- 1= 1 month- 6 months
- 2= 6 months-1 year
- 3= 1 year - 2 years
- 4= 2 years and above
- 5= others \_\_\_\_\_

**Q.5.4.** If your answer for Q 5.3 is 1 and if your case is going to be finished, please give your opinion why the service delivery process is fast and efficient \_\_\_\_\_

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**Q.5.5.** If your answer for Q 5.3 is **3 or 4**, which of the following do you think is the reason?

- 1= small number of service providers as compared to the service seekers
  - 2= some employees are not willing to work without some benefit
  - 3= lack of cooperation among offices responsible for payment of the replacement cost
  - 4= lack of capacity and responsibility of employees
  - 5= vague preconditions and work procedures for service provision
  - 6= there is no information desk which can make service provision easier
  - 7= too long bureaucratic hierarchies which make service provision cumbersome
  - 8= because of our complain on the amount of compensation
  - 9= all
  - 10= others, please specify \_\_\_\_\_
- 

**Q.5.6.** If your answer for Q 5.5 is 8, what do you think is the reason?

- 1= the amount of compensation is too small to build another house ( high value of current building materials)
- 2= we hadn't been given replacement land

3= others \_\_\_\_\_  
\_\_\_\_\_

**Q.5.7.** Generally how do you evaluate the situation of service provision in the department?

1= fast and efficient

2= moderate

3= slow

4= others \_\_\_\_\_

**Q.5.8.** Do you notice the difference between the service delivery system when it was given by the municipality and after it has given to the sub-cities?

1= yes

2= no

**Q.5.9.** If your answer for Q5.8 is 1, what changes have you seen on the service delivered?

1= improved with faster and good quality

2= hampered with longer steps and longer time it took

3= has no change

4= others, \_\_\_\_\_  
\_\_\_\_\_

**Q.5.10.** If your answer for Q 5.9 is 1, please indicate some of your observations?

\_\_\_\_\_  
\_\_\_\_\_

**Q.5.11.** If your answer for Q 5.9 is 2, what do you think is the reason?

1= too long bureaucratic procedures

2= low capacity of the service providers

3= small number of service providers as compared to the service seekers

4= complexity of the case

5= because of high corruption

6= others, please indicate specifically \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Q.5.12.** Have you ever been asked to give some money or other forms of favors to get Your case accomplished?

1= yes

2= no

**Q.5.13.** If your answer for Q5.12 is 1, what was your response

\_\_\_\_\_

**Q.5.14.** If your answer for Q 5.12 is 1, do you face a situation that your case become pended and took much time to get accomplished?

1= yes                      2= no

**Q.5.15.** If you are not satisfied with the service given at some steps, do you know where to for the next higher step?

1= yes                      2= no

**Q.5.16.** If your answer for Q5.15 is 1, did you approach any higher body (customers complaint desk) for the problems you faced ?

1= yes, I approach                      2= no, I didn't approach

**Q.5.17.** If your answer for Q 5.16 is 1, did you get an immediate response from these bodies?

1= yes                      2= no

**Q.5.18.** How do you evaluate the hospitality of the service providers in the land administration department?

1= very good                      2= good                      3= poor

**Q.5.19.** Do you think the capacity of service providers is enough to give services for all customers

1= yes                      2= no

**Q.5.20.** During the process to get your case accomplished, did you face any problem which are not included here from the side of service providers?

1= yes                      2=no

**Q.5.21.** If your answer for Q 5.20 is 1, please specifically explain the problems

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**Q. 5.22.** Is there any occasion that the sub-city land administration department has gathered all the customers for general discussion on some issues and related problems?

1= yes                      2= no

**Q.5.23.** If your answer for Q 5.22 is 1, how frequently do you gather? \_\_\_\_\_

**Q.5.24.** Do you notice that your complaints or problems which has been discussed in the gathering has given some solutions?

1= yes                      2=no

**Q.5.25.** Did the working procedures and associated responsibilities for having land related service made clear to you?

1= yes                      2= no

**Q.5.26.** If your answer for Q 5.25 is 2, how do you solve the problems you face because of lack of information

1= from the information desk

2= from other service users

3= from the service providers

4= from the notice board

5= others, please specify \_\_\_\_\_

**Q.5.27.** Did you notice that the sub-city in its service provision encourages its customers to give their comments and feeling regarding the quality, efficiency and effectiveness of the service provision as well as the problem they face?

1= yes

2= no

**Q.5.28.** Do think there are some solutions for the problems and challenges you faced during the times you come to the department?

1= yes      2= no

**Q.5.29.** If your answer for Q 5.28 is 1, please indicate your opinion.

- \_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_

**Q.5.30.** If you have any ideas and comments which are not included in the questionnaire or some points which need further explanation?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## **Part VI. Information on Bank Loan, Court Enforcements**

**Q.6.1.** Please indicate the reasons (activities) that make you go to the sub-city's land administration.

1= land/boundary disputes occurred on my plot

2= transfer of ownership (sale, purchase) of land use

3= to get replacement (cost & land) for my previous holding

4= court blocked my ownership

5= to settle bank loans

6= others \_\_\_\_\_

**Q.6.2.** If your answer for Q 6.1 is 4 or 5, do you know what formalities to fulfill?

1= yes

2= no

**Q.6.3.** If your answer for Q 6.1 is 4 or 5, how long is the time since you have applied?

1= 1 month- 6 months

2= 6 months-1 year

3= 1 year - 2 years

4= 2 years and above

5= others \_\_\_\_\_

**Q.6.4.** If your answer for Q 6.3 is 1 and if your case is going to be finished, please give your opinion why the service delivery process is fast and efficient \_\_\_\_\_

**Q.6.5.** If your answer for Q 6.3 is **3 or 4**, which of the following do you think is the reason?

1= small number of service providers as compared to the service seekers

2= some employees are not willing to work without some benefit

3= lack of capacity and responsibility of employees

4= vague preconditions and work procedures for service provision

5= there is no information desk which can make service provision easier

6= too long bureaucratic hierarchies which make service provision cumbersome

7= all

8= others, please specify \_\_\_\_\_

**Q.6.6.** Generally how do you evaluate the situation of service provision in the department?

1= fast and efficient

2= moderate

3= slow

4= others \_\_\_\_\_

**Q.6.7.** Do you notice the difference between the service delivery system when it was given by the municipality and after it has given to the sub-cities?

1= yes

2= no

**Q.6.8.** If your answer for Q6.7 is 1, what changes have you seen on the service delivered?

1= improved with faster and good quality

2= hampered with longer steps and longer time it took

3= has no change

4= others, \_\_\_\_\_

**Q.6.9.** If your answer for Q 6.8 is 1, please indicate some of your observations?

**Q.6.10.** If your answer for Q 6.8 is 2, what do you think is the reason?

1= too long bureaucratic procedures

2= low capacity of the service providers

3= small number of service providers as compared to the service seekers

4= complexity of the case

5= because of high corruption

6= others, please indicate specifically \_\_\_\_\_

**Q.6.11.** Have you ever been asked to give some money or other forms of favors to get Your case accomplished?

1= yes

2= no

**Q.6.12.** If your answer for Q6.11 is 1, what was your response

**Q.6.13.** If your answer for Q 6.11 is 1, do you face a situation that your case become pended and took much time to get accomplished?

1= yes

2= no

**Q.6.14.** If you are not satisfied with the service given at some steps, do you know where to for the next higher step?

1= yes

2= no

**Q.6.15.** If your answer for Q6.14 is 1, did you approach any higher body (customers complaint desk) for the problems you faced ?

1= yes, I approach

2= no, I didn't approach

**Q.6.16.** If your answer for Q 6.15 is 1, did you get an immediate response from these bodies?

1= yes

2= no

**Q.6.17.** How do you evaluate the hospitality of the service providers in

the land administration department?

1= very good

2= good

3= poor

**Q.6.18.** Do you think the capacity of service providers is enough to give services for all customers

1= yes

2= no

**Q.6.19.** During the process to get your case accomplished, did you face any problem which are not included here from the side of service providers?

1= yes

2=no

**Q.6.20.** If your answer for Q 6.19 is 1, please specifically explain the problems

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**Q. 6.21.** Is there any occasion that the sub-city land administration department has gathered all the customers for general discussion on some issues and related problems?

1= yes

2= no

**Q.6.22.** If your answer for Q 6.21 is 1, how frequently do you gather? \_\_\_\_\_

**Q.6.23.** Do you notice that your complaints or problems which has been discussed in the gathering has given some solutions?

1= yes

2=no

**Q.6.24.** Did the working procedures and associated responsibilities for having land related service made clear to you?

1= yes

2= no

**Q.6.25.** If your answer for Q 6.24 is 2, how do you solve the problems you face because of lack of information

1= from the information desk

2= from other service users

3= from the service providers

4= from the notice board

5= others, please specify \_\_\_\_\_

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**Q.6.26.** Did you notice that the sub-city in its service provision encourages its customers to give their comments and feeling regarding the quality, efficiency and effectiveness of the service provision as well as the problem they face?

1= yes

2= no

**Q.6.27.** Do think there are some solutions for the problems and challenges you faced during the times you come to the department?

1= yes      2= no

**Q.6.28.** If your answer for Q 6.27 is 1, please indicate your opinion.

- \_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Q.6.29.** If you have any ideas and comments which are not included in the questionnaire or some points which need further explanation?

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## Interview guide

### *General*

- ❖ Functions that are held centrally and functions decentralized to sub-cities.
- ❖ What preconditions are done before those activities are decentralized to sub-cities (please specify major activities done)?
- ❖ To achieve the objectives of decentralized land administration, what support do the central land administration give to sub-cities? (Passing policy directives, guidelines; technical support etc...)? Do you think the support is enough for the current working situation in the sub-City?
- ❖ Relationship between central LA department, Sub-City and Kebele administrative units (especially on major land administration activities).
- ❖ The imbalance between demand and provision of land administration services in the sub-city has created a condition for some *corrupted* employees and their supervisors to be benefited please explain.
- ❖ For what purposes do you use the cadastral system? eg. tax,
- ❖ Backlogs of previous period application for cadastral maps, what is the success for Bole Sub-City
- ❖ What is the current performance of customer complaint hearing committee?
- ❖ On what activities do your department has full decision making power?

### *Human resource, bureaucracy, corruption*

- ❖ Do you think the current **man power** (skilled & experienced) and **logistics** facilities are enough for your department? Total number of staff needed fulfilled, minimum standards achieved, how about contract employees?
- ❖ Do all staffs in the sub-city know their **duties and responsibilities** (having job description)? How do they are **evaluated, transferred**?
- ❖ Authority and responsibility of the sub-city to recruit, assign, promote, and to take administrative action.
- ❖ Do you think the organizational structure which you are currently working with is enough for the work load in the sub-city?
- ❖ Does the salary scale competitive enough with existing market situations; (incentives awards given)?

- ❖ Incentive to motivate employees to encourage the decentralized land administration activities
- ❖ Training for employees
- ❖ Bureaucracy, corruption your opinion

#### *Service Delivery: Land Registration*

- ❖ Major activities under this service
- ❖ Do you think implementation in this service is as per expected?
- ❖ Does the department has enough facilities (human resource, logistics etc) for the service
- ❖ Is cadastral system useful for this service?
- ❖ Major constraints
- ❖ Why big gap between the customers answer and the department implementation in planned services?
- ❖ What do you think is the reason for customer complains in service delivery process?
- ❖ What solution do you suggest?

#### *Boundary disputes*

- ❖ Major activities under this service
- ❖ Do you think implementation in this service is as per expected?
- ❖ Does the department has enough facilities (human resource, logistics etc) for the service
- ❖ Major constraints
- ❖ Why big gap between the customers answer and the department implementation in planned services?
- ❖ What do you think is the reason for customer complains in service delivery process?
- ❖ what solution do you suggest?

#### *Property Transaction*

- ❖ Major activities under this service
- ❖ Do you think implementation in this service is as per expected?
- ❖ Does the department has enough facilities (human resource, logistics etc) for the service
- ❖ Major constraints
- ❖ Why big gap between the customers answer and the department implementation in planned services?
- ❖ What do you think is the reason for customer complains in service delivery process?

- ❖ what solution do you suggest?

### ***Compensation for relocation***

- ❖ Major activities under this service
- ❖ Do you think implementation in this service is as per expected?
- ❖ Does the department has enough facilities (human resource, logistics etc) for the service
- ❖ Major problems
- ❖ Why big gap between the customers answer and the department implementation in planned services?
- ❖ What do you think is the reason for customer complains in service delivery process?
- ❖ what solution do you suggest?

### ***Bank/Mortgage***

- ❖ Major activities under this service
- ❖ Do you think implementation in this service is as per expected?
- ❖ Does the department has enough facilities (human resource, logistics etc) for the service
- ❖ Major problems
- ❖ Why big gap between the customers answer and the department implementation in planned services?
- ❖ What do you think is the reason for customer complains in service delivery process?
- ❖ what solution do you suggest?

### ***Constraints***

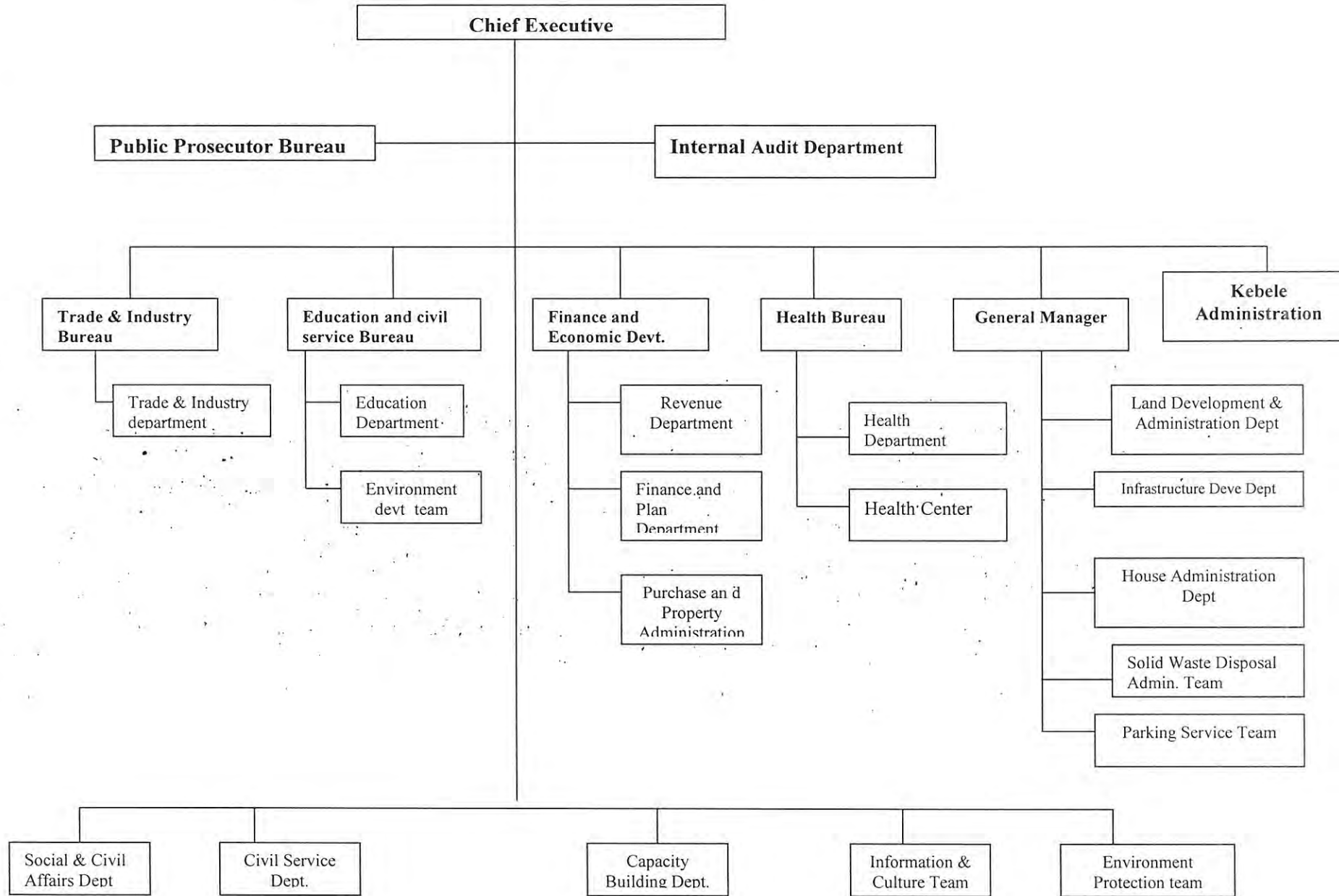
Structural constraints in the department

- ❖ Computerization of the system ( for example)
- ❖ Bottleneck from the central land administration department
- ❖ Capacity deficiency (HR, logistics)
- ❖ Lack of working guidelines

### ***Decentralization and service delivery***

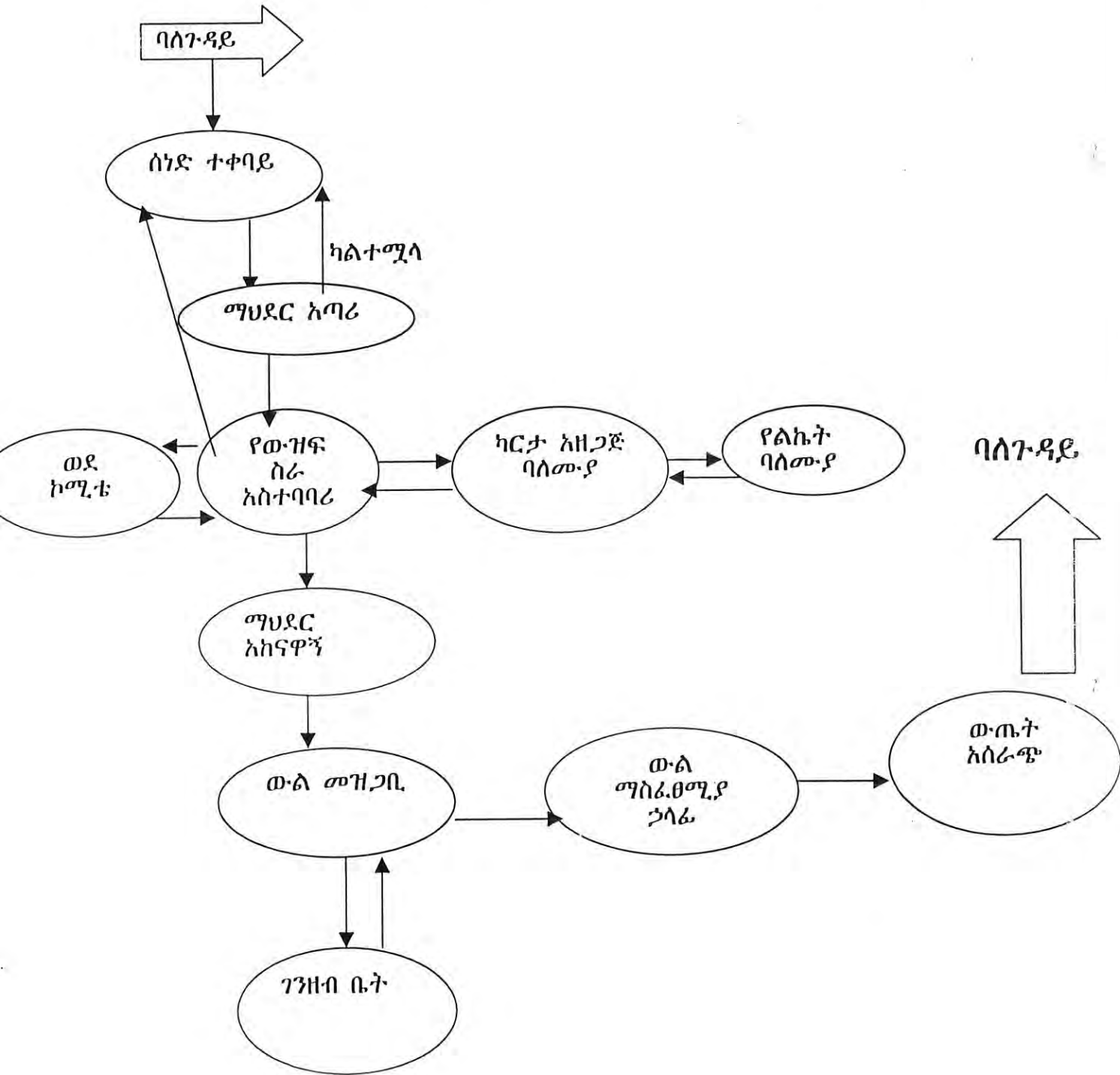
- ❖ What impacts does decentralization brings in the service delivery process
  - Fast decision making, Short work procedures, Due attention for efficient service delivery, others

**Appendix II: Organizational Structure of Bole Sub-City**



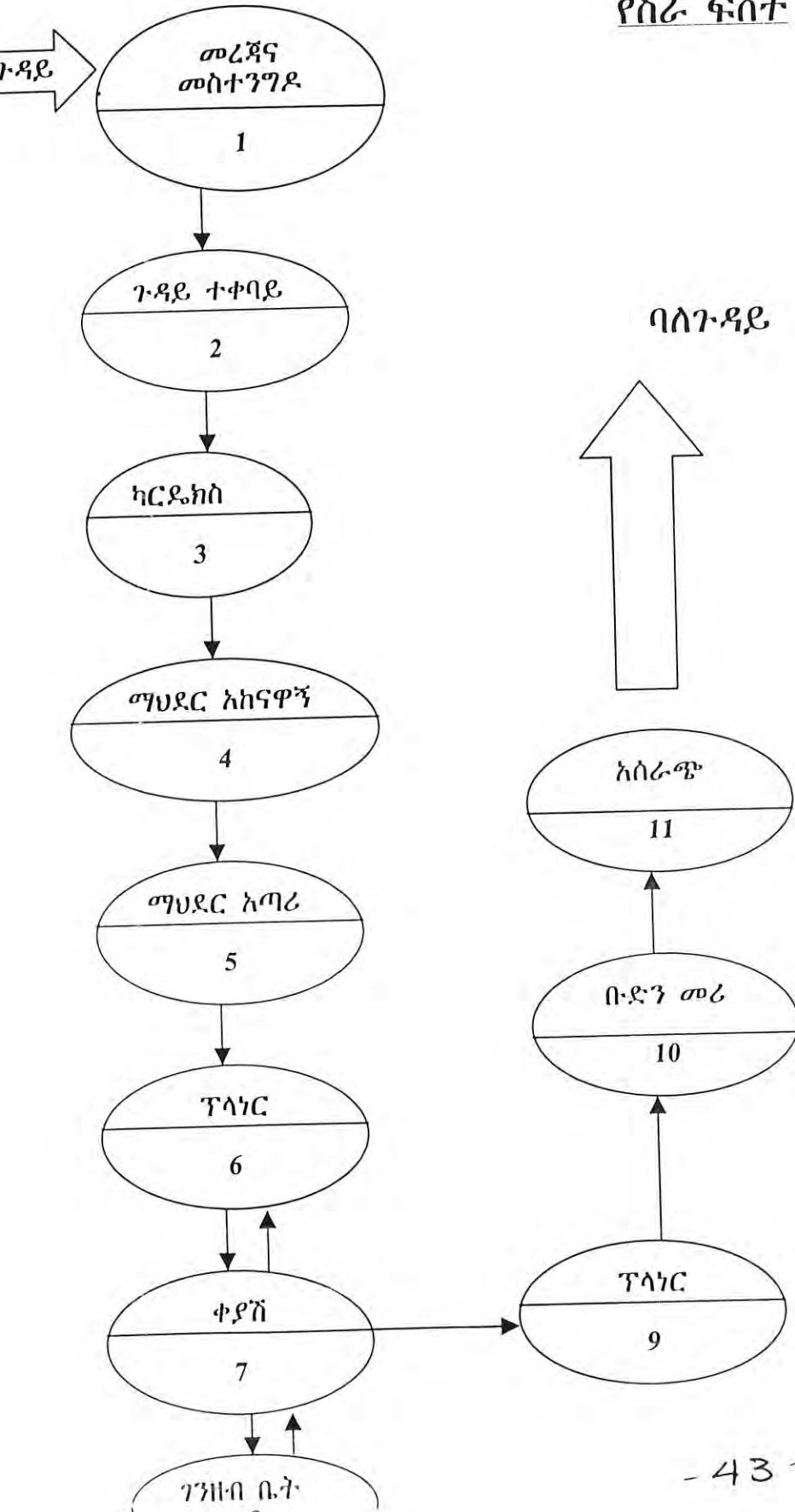
# Appendix III

## የሠነድ አልባ ይዘታዎች ካርታ የመስጠት አገልግሎት የሥራ ፍሰት



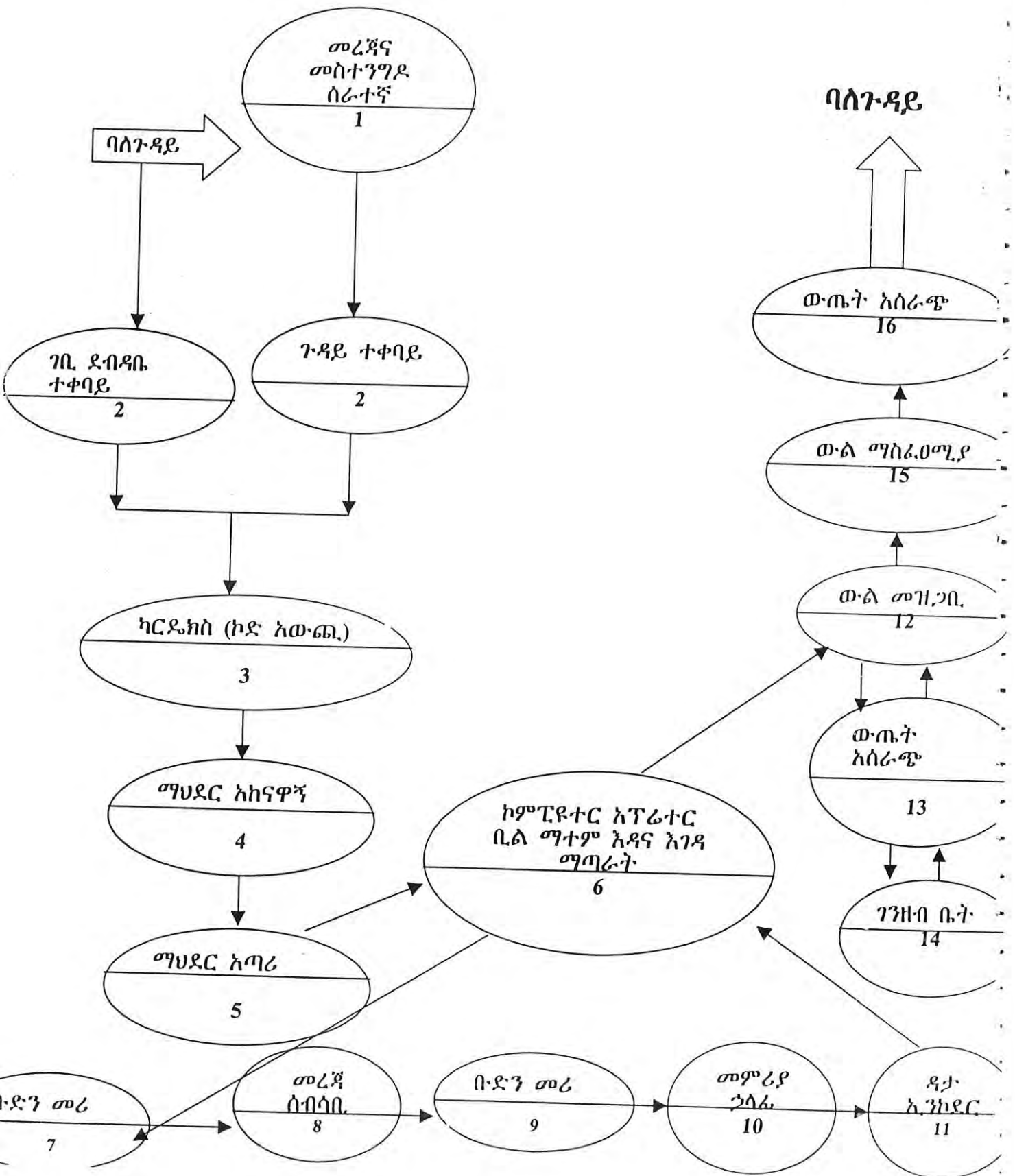
# Appendix IV

## 5.2 የወሰን ክርክር እና ሌሎች የፍርድ ቤት ቴክኒክ ስራዎች ትእዛዞች አገልግሎት የስራ ፍሰት

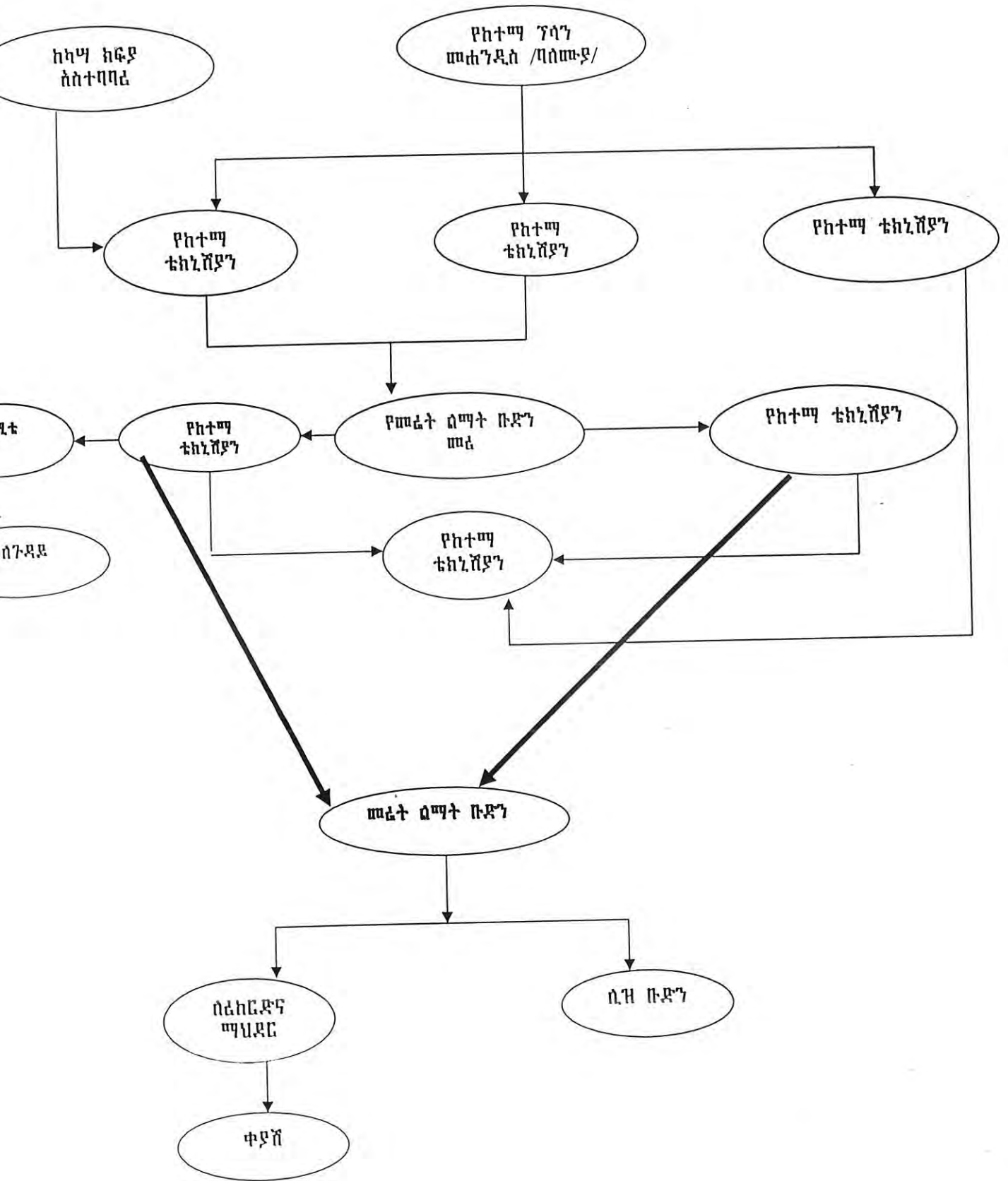


# Appendix V

## 1.2 የይዘታ ባለቤትነት ሥም ዝውውር አገልግሎት የሥራ ፍሰት



### 1.3 የጨዘካሰ ንባረንግ ስገሰገሰ-ቶቶ የሥራ ፍሰት

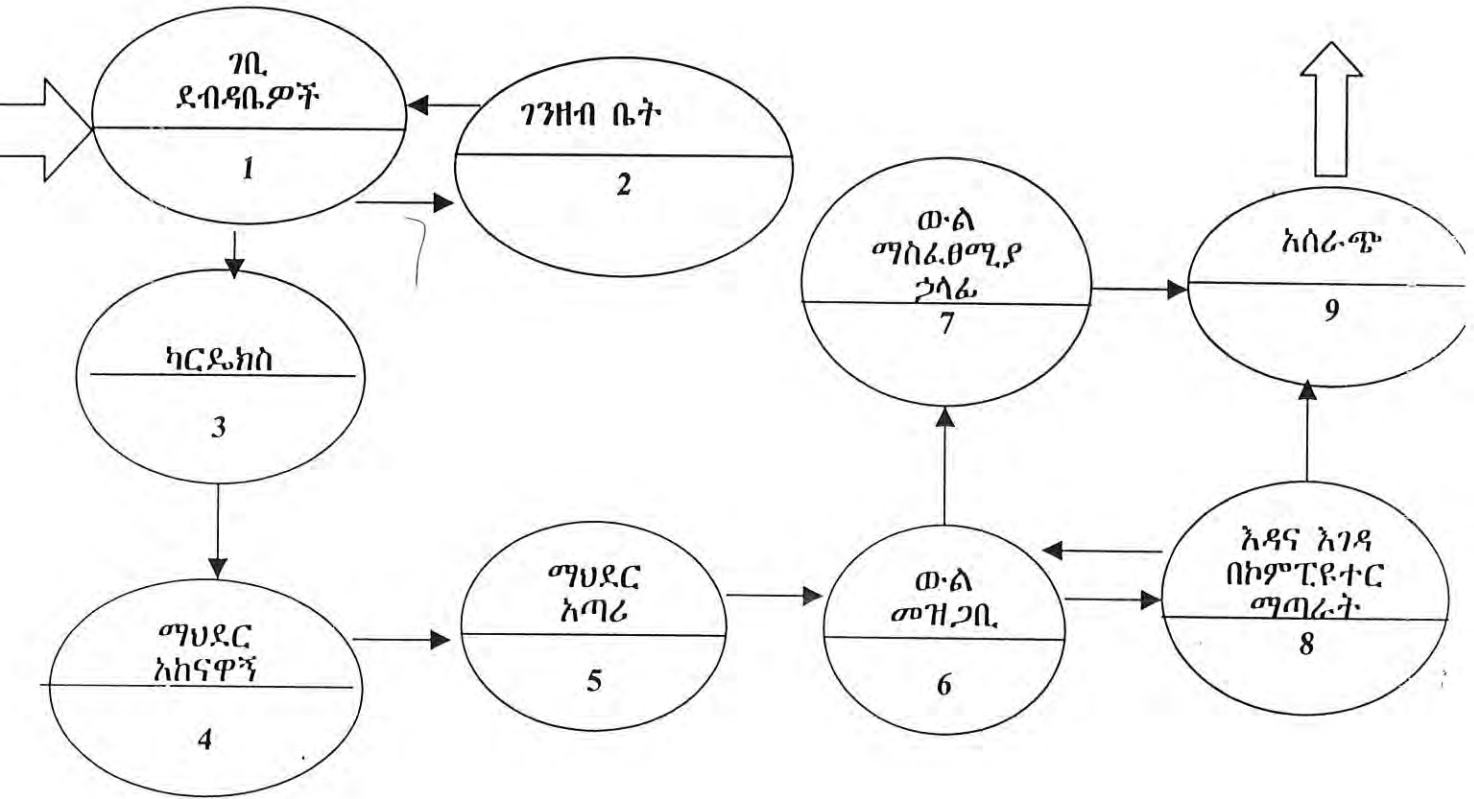


# Appendix VII

## 2.2 እዳና እገዳ ምዝገባ ወይም ስረዛ አገልግሎት የሥራ ፍሰት

ባለጉዳይ

ባለጉዳይ



## DECLARATION

This Thesis is my original work and has not been presented for a degree in any other university and that all sources of material used for this thesis have been duly acknowledged.



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Haimanot Debasu Ferede

This thesis is submitted for examination with my approval as University advisor.

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Dr. Solomon Mulugeta

August 2007