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Urban Land Administration and Management

**Relationship Between Premature Incorporation and Land Administration Performance;
the Case of Small Cities in Oromia, West Hararge Zone.**

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Declaration

I, Getahun Bekele Bonssa, undersigned here to declare that this thesis is my own original work and has not been presented in any other university before. All sources used for the preparation of the thesis have also been duly acknowledged.

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Confirmation

I have approved this thesis to be submitted for examination as an advisor.

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Abstract

It is natural that number of cities and population size of cities have inverse relationship. Our planet has few cities with large population size and many cities which increased in number as the population size gets smaller. The data about cities in Oromia Region reflects the same phenomenon. In 2014, out of the 629 cities in the region, 46 (7.3%) and in West Hararge Zone, 2 of the 31 which was 6.5% met the criteria to form complete form of urban governance in relation to their population size (indirectly city size). From the 629 cities in Oromia, 529 (84.1 %) and in West Hararge Zone 25 (80.6 %) were cities of the least grades which are currently given the name Municipal City Administration or Growing Municipal City Administration. This study is conducted to justify that there was premature incorporation of small cities that affected Land Administration Performance. In doing so, it tried to answer the following two questions mainly. The questions are: 'Were the small cities Prematurely incorporated?' and 'Was there significant relationship between land administration performance and city maturity level (expressed in terms of revenue collected by the cities)?'. In this study, both qualitative and quantitative approaches were applied. The study used data that ranged from 2005 to 2009 EFY. It was a longitudinal study. Nine cities which are serving as woreda administration seats were used as sampling frame of this study. The data was collected from all these cities. It was found that the cities were collecting about 53% of the revenue they planned to collect, the average annual budget gap of the cities was -5,327,069 Birr which was 2.68 times their average actual expenditure, fiscal gap of the cities were increasing from time to time, though revenue was specified as a criterion for incorporation, it was not considered accordingly when incorporating the cities, and the manpower in most of the cities was filled below 35% of their approved structure. The cities also lacked other logistics. The Kendall Tau-b and Spearman correlation analysis done also showed that there was moderate to strong association between revenue of the cities and their land administration performance. From these results, the study concluded that the small cities were prematurely incorporated and increase in revenue of the cities improves their land administration performance, though it is not the sole factor to do so. The study has forwarded recommendations. Among the recommendations forwarded were: due consideration shall be given to revenue while incorporating cities, types and standards of services based on city grades shall be prepared, the minimum share of capital expenditure in the cities shall be specified, the subsidy range that small cities get from woredas shall be clearly stated and the representation of the cities in the woreda council shall be reconsidered since the council is dominated by rural kebele issues. There shall be a policy which guides the regional urban development effort.

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Acronyms

MUDH – Ministry of Urban Development and Housing

MUDC- Ministry of Urban Development and Construction

OIUDB- Oromia Industry and Urban Development Bureau

UPIN – Unique Parcel Identification Number

UNECE- United Nations Economic Commission for Europe

FIG- International Federation of Surveyors

MCA- Municipal City Administration

GMCA- Growing Municipal City Administration

EC – Ethiopian Calendar

EFY- Ethiopian Fiscal Budget Year

WHZUDH – West Hararge Zone Urban Development and Housing

WHZULDM- West Hararge Zone Urban Land Development and Management

ODHDB – Oromia Urban Development and Housing Bureau

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CHAPTER ONE

1. INTRODUCTION

1.1. Background of the study

It is generally believed that urbanization and development are closely related. It is also obvious that most developed countries have the highest level of urbanization (Frew, 2014). In contrast, Africa, especially the Sub-Sahara is well known with its low level of urbanization. All agree on these facts despite the absence of uniform instrument to measure level of urbanization; since the threshold population to determine a settlement as an urban center is different in different countries (Frew, 2014). Conversely, when urbanization rate is considered, it is high in the developing countries when compared with the developed ones. However, it is agreed that the root cause of urbanization for today's developed states and the currently developing nations are different; industrialization for the former and expansion of informal services for the later respectively (Shlomo, 2012).

Ethiopia's urbanization has its own characteristics. Ethiopia is one of the least urbanized countries in the Sub-Saharan Africa with estimated urbanization level to be at 17 %. On the contrary, when urbanization rate is considered, it is estimated at 4.43 %. This rate makes it the fast urbanizing country whose urbanization level reaches 30% in the coming ten years (MUDH, 2013b). There are factors that facilitate the urbanization rate and thereby increase the urbanization level of Ethiopia. Among these factors the major ones are: increase in population in both urban and rural areas, rural-urban migration, the age structure of the population, expansion of higher and middle level education, investment concentration in urban areas. (Shlomo, 2012).

The other important characteristic of Ethiopia's urbanization is primacy. Addis Ababa is the primate city which constitute 22.9% of the urban population (*Summary and Statistical Report of the 2007 Population and Housing Census*, 2008). This is very large when it is compared to the number of towns, estimated to be about 1000 (MUDH, 2013b) in the country. That is why one of the issues in urban development policy of the country is to balance urbanization in Ethiopia (MUDH, 2012). The Federal system that the country has adopted also changed governance structure which was in place before 1991. Regional States and urban local governance based on

the principles of decentralization were formed as a result of this change. The national urban reform program has enabled Regional states to promulgate proclamations that ensure the legal ground for the establishment of urban local governments (*Urban Good Governance Program*, 2008). Additionally, the Federal Government has prepared the Urban Land policy directions and policy issues (*Land Development and Management Policy*, 2012) and promulgated how urban land should be administered by lease (Urban Land Lease Holding Proclamation No. 721/2011, 2011).

Today, there are two types of cities in Ethiopia: cities included in the urban reform program commonly known as reform cities and cities not included in the urban reform program commonly known as municipal cities or non-reform cities (MUDC, 2011a). Regarding the services given to residents, there are differences between the two types of cities. Those included in the urban reform program have state function i.e. have offices structured at the city level to execute state functions in addition to municipal function, whereas the municipal cities provide only municipal services. The state function in the municipal cities is provided by the sectoral offices structured at the Woreda level. Note that there are also differences in defining state and municipal functions among regions. For example, urban land administration and management is state function in Oromia, but municipal function in other regions (MUDC, 2011a).

When we come to Oromia Region, the Regional State has promulgated Proclamation No. 65/2003 to establish urban local governments for the first time. In Oromia Regional State, there were 629 cities that have got legal personality till 2014 (*Oromia Year Book*, 2014). These urban centers has been categorized into four grades based on their population size :1st grade more than 90,000 population , 2nd grade 45,000- 89,999 population , 3rd grade 10,000-44,999 population , and 4th grade 2000-9,999 population (The Urban Local Government Proclamation of the Oromia National Regional State No.65/2003, 2003). One has to note that classification of urban centers in different regions is different (MUDC, 2011a). Based on these population category, there are 6 first grade, 40 second grade, 54 third grade and 529 fourth grade urban centers (*Oromia Year Book*, 2014). Recently, the Regional State is working to restructure these cities according to the currently active proclamation, namely A Proclamation to Revise Oromia Regional State Cities Establishment Proclamation No. 195/2015 and Proclamation No. 196/2016 A Proclamation to Amend Oromia Regional State Cities Re- Establishment Proclamation No. 195/2015. These new proclamations

group cities in Oromia Region into six grades (A proclamation to revise Oromia Regional state cities establishment proclamation No. 195/2015). The details about the proclamations are presented in the analysis part of this study.

The land in all incorporated urban centers is managed by the same law promulgated at the Federal level, Lease proclamation No. 721/2011. The law mostly considers the cases of Addis Ababa and Dire Dawa cities and some cases of other relatively large cities. The regional states, on the other hand, when trying to make their laws in conformity with the federal, miss issues of their small cities which subjects the small cities to burden of laws which they cannot implement. Based on this observation, this study will try to investigate relationship of early incorporation of small cities on their land administration performance by analyzing the revenues the cities collect to execute their functions, the institutions governing these cities and the performance in their land administration.

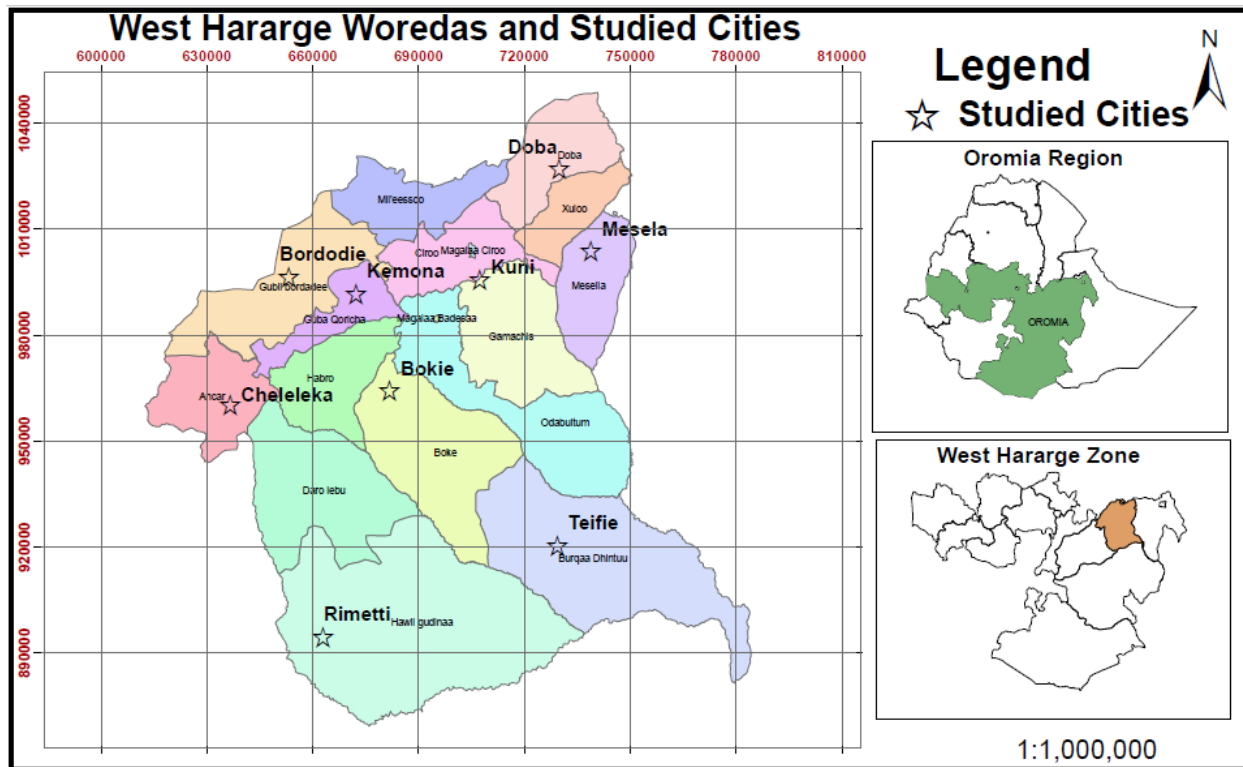
1.2. Brief Profile of the Study Area

Oromia Regional State currently has 20 Administrative Zones. West Hararge is one of the zones found in Oromia Regional State. It has an area of 17,778.91km² (*Chiro Structure Plan Study Report*, 2010). The main economic activities in the zone are agriculture, trade and service. The agricultural sector is known for the production of the cash crops like ‘chat’, coffee and fattened oxen commonly known as ‘Yeharer Senga’. The trade sector on its behalf, includes the wholesale and retailing trades of various commodities. The service sector is dominated by hotels, banks and restaurants. Trade is the main economic activity in small cities of the zone.

Currently, the zone has 31 cities that have legal personality. Among these: two are second grade cities, four are third grade cities and twenty-five are fourth grade cities. Chiro, which is one of the two second grade cities, is the seat of the zonal administration and Chiro Woreda Administration. Among the thirty-one cities of the zone, ten are serving as seats of Woreda administrations including Chiro Town. All the fourth grade cities which are currently restructured and renamed as Municipal City Administration or Growing Municipal City Administration are single kebele cities.

Related to land administration, all cities in the zone have land use plans. The Eastern Branch of the Oromia Urban Planning Institute, whose main office is located in Harar City, has prepared

these Plans. Now, in Oromia Regional State, land administration and management is the responsibility of Oromia Land Development and Management Agency which was established by Proclamation 179/2013. The Agency is accountable to the then Oromia Industry and Urban Development Bureau (OIUDB) which currently known as OUDHB. The Agency is structured from Region to kebeles in the reform cities and to city level in the non-reform cities. This made land administration state function in cities found in Oromia in contrast to some Regions which consider land administration as municipal function. Regarding the Lease system, cities in the zone are classified as lease cities and non-lease cities. Accordingly, two are lease towns and twenty-nine are non-lease towns till this study was conducted.



Location Map (Compiled by the Author)

1.3. Conceptual Definition

1.3.1. Premature Incorporation

In this study, early incorporation is a situation in which cities got legal personalities before they become mature enough to execute the functions and responsibilities expected of them. It could be related to minimal population size of the cities, the economic activity of the cities and their

governance. In this study, early incorporation was justified on the basis of revenue collected in the cities relative to their expenditures to execute their responsibilities and having clear governance structure which have legal grounds for their establishment and functioning. So, revenue was considered not only as a sum of money collected but also as a reflection of revenue bases that can generate stable income, vibrant economic activity, institutional strength, political leadership and capacity to cover reasonable expenditure of the town to sustain development.

1.3.2. Conceptual Framework of the study

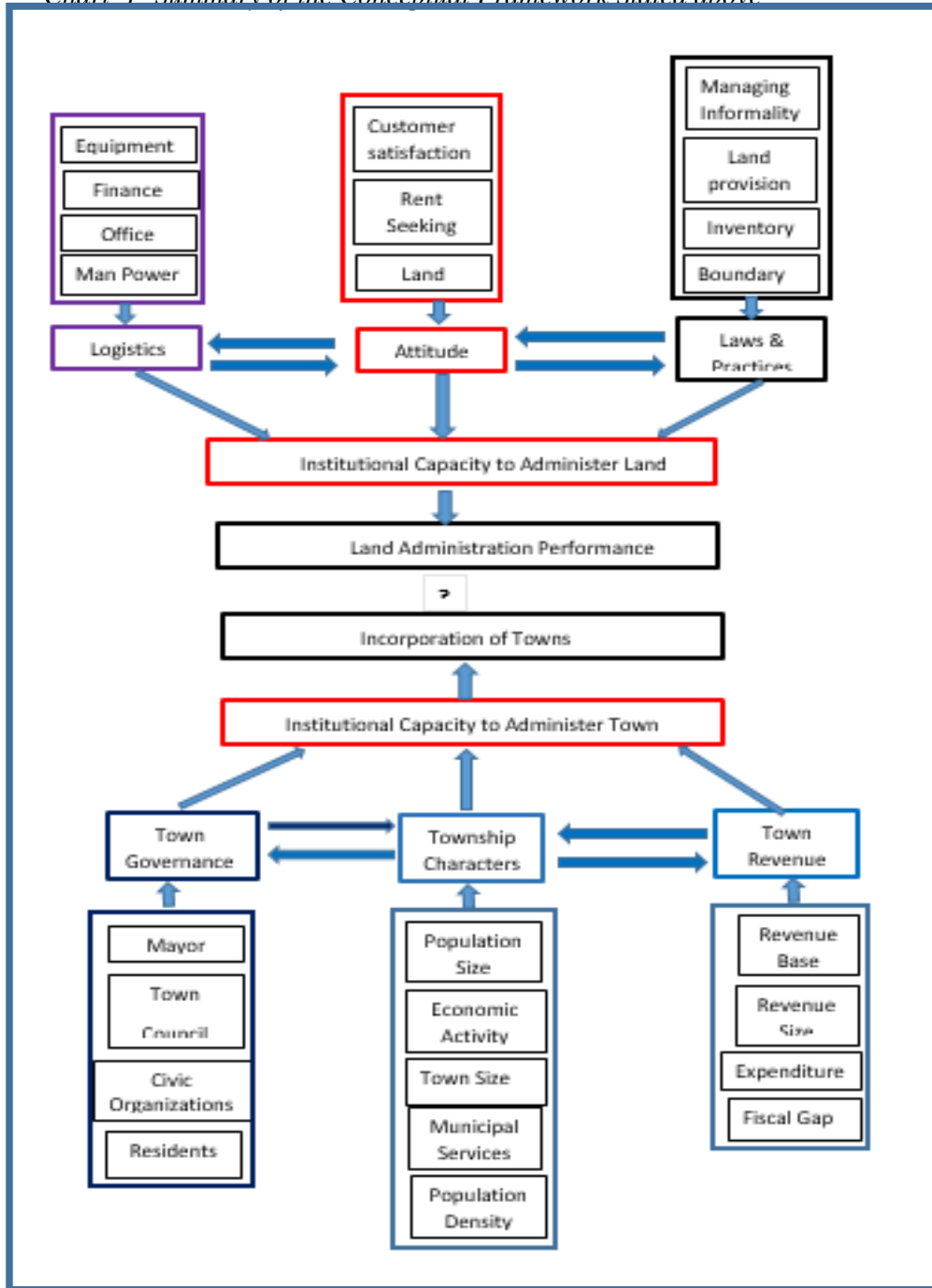
The institutional capacity to administer a city is the interplay of three variables: township characters, city revenue and Urban political leadership. The township characters include the population size, the economic activity, the density of settlement, the social and economic infrastructures, the size of the cities and other characters of cities. City revenue is the money collected from the revenue bases that are legally given to the cities to levy, collect and spend in order to provide municipal services to their residents and related administration costs accordingly. The political leadership is the urban governance established based on the principles of decentralization for the execution of laws, regulations and directives.

The three variables have interactions also. Township character determines the political leadership needed. For example, it determines the grades of the cities, the administrative hierarchies (sub-city, woreda, kebele) etc. On the other hand, though political leadership cannot change township character radically, it is vital in improving and sustaining township characters. Township character and revenue of cities are directly related to each other. Matured township character is vital in maximizing revenue and revenue is also vital to provide services and infrastructures for the residents of the city. Increased township character increases revenue and increased revenue if managed well will increase township characters. When the relation between political leadership and revenue is considered, political leadership can maximize revenue through strengthening community participation in local development, creating accountability and transparency in development activities, encouraging the willingness to pay taxes through local development expenditures and practicing legal enforcements impartially. Conversely, revenue influences the realization of development plans and goals. Hence, the trust the city community has on the political leadership. Overall, the linkage between land administration and the three variables, and the

interaction among them are very important for the healthy growth and development of cities. In this study, it was tried to identify that the small cities in West Hararge Zone had the institutional capacity to execute their responsibilities or not i.e. either they are early incorporated or not among other issues.

Land administration performance problem is a common problem both in big cities and small cities of our country. But, the causes attached to the problem may be somewhat different. Institutional capacity to administer land is one of the capacities needed to administer a city. Land administration performance is also linked to the three variables explained above. For example, the township characters determine the demand for land. This includes the type of demand for land (residence, commerce, infrastructure, manufacturing...) and the size of land for each type in a specific period of time. On the other hand, the revenue determines the capacity of the city to supply land. This includes the ability of the town to pay compensation, to develop and prepare the land and transfer it lawfully based on the demand. The political leadership in place also has major roles to play in decision making. The decision on resources, the commitment for the realization of policies, laws and directives and ensure satisfaction of residents and checking the sustainability and fairness of the city development can be stated. The diagram on the next page summarizes the conceptual framework of this study. In this study, the significance of the relationship between early incorporation and land administration performance was evaluated based on the data that were collected from the cities.

Chart 1- Summary of the Conceptual Framework Stated above



Source - Compiled by the author

1.4. Statement of the Problem

In West Hararge Administrative zone, there are thirty-one cities with legal personalities as of 2017. Among these, twenty-five were cities with grade four which were being restructured as Municipal City Administration or Growing Municipal City Administration while this study was underway. These cities were considered as small cities in this study. Nine of these small cities are currently serving as woreda administrative seats. When land administration of these small cities was concerned, it is characterized by complicated and interrelated problems of financial, administrative, institutional and technical incompetency which was further fueled by rent seeking behavior of the administrators and the professionals of the level. Each was explained shortly as follows just to show what the problem looked on the ground.

Lack of finance was considered the most serious constraint in these small cities. Both the politicians and the professionals at the city, woreda and zone levels complained that the cities did not have the financial capacity to pay compensation for land consolidation. Additionally, though few cities have the land through different mechanisms earlier of incorporation, the cities were expected to develop the land at least with basic infrastructures like roads, water and electric supply. There are no institutions to do so in these cities. The cost of developing the urban land was beyond the financial capacities of these cities. Surprisingly, in all lease-cities land is transferred on cost-recovery principle by fixing the initial price for tender. However, in these small cities since all of them are non-lease cities, the initial price for transferring land was the annual land rent being paid in the cities. This annual rent is obviously much lower than the cost for land development. The Federal Urban Land Development and Management Bureau suggested that in the urban expansion areas it was required 2,538,990 Birr to develop a hectare of land (*Urban Land Development and Management Bureau*, 2014). The transfer of land in these cities did not guarantee at least cost recovery. This was one of the major reasons for little or no supply of land for various purposes causing the proliferation of illegal land market.

The financial incompetency also affected city plan implementation greatly. Almost all the small cities were unable to provide the basic infrastructure like earthen access roads, implement land use changes due to inability to pay for property existing on the land. Additionally, present holders of the land were forbidden to improve their properties and construct additional ones because the use

of the land they held is changed in the basic urban plans. These situations strengthened conflict between the local governance and the residents, developing negative attitudes towards urban plans. Also resulted in the dislocation of social service institutions which could breed other problems.

The urban plans prepared for these cities were basic plans. Basic plans are implemented without any additional planning such as Local Development Plan and Urban Design. Though basic plans addressed the lack of technical capacity in the cities, on the other hand these plans have had characteristic of rigidity. On the basic plans, each block of land was stated and predetermined for a specific purpose which may not fit with reality of changing circumstances. The researches done on these cities in preparing the basic plans had said little about early incorporation of these cities with no solutions forwarded. Again, town boundaries were ideal lines which do not consider holdings of farmlands. In many occasions, holdings of farmers were split into urban and rural administrations. The administrative structures: mayor, kebele, kebele manager, municipality, kebele council were not as such clear what distinguishes them from the rural administration and what specific tasks they were to perform. Additionally, these small cities were known by poor logistics, they lacked from office to chairs and tables to work on.

These problems have resulted unwanted effects. In these cities informality and illegality were becoming normal. The laws to establish city administrations and to regulate land administration seemed incompatible with the status of the cities. Additionally, almost all of the urban reform documents focused on how to strengthen decentralization to the level of kebeles in cities contained in the urban reform program (bigger cities). The small cities, though many in number were ignored in this process. But, what clearly existed on the ground needed immediate intervention. Not doing so may result in expansion of informality and illegality and further weakens the role of these cities in social and economic development of the zone, the region and the overall goal of achieving balanced urbanization when thought nationally.

1.5. Research Objectives

1.5.1. General Objective

The general objective of this study is to investigate the effect of premature incorporation of small cities on Land Administration Performance of the cities.

1.5.2. Specific Objectives

The following are the specific objectives whose achievement are to meet the attainment of the general objective stated above.

1. Justify the revenue collected in the cities could support municipal and state (land) provision functions of the cities,
2. Examine the urban governance institutions (administrative, civil service, legal) of these cities in relation to major principles of decentralization,
3. Examine performance of land administration in the cities,
4. Evaluate the relationship between city revenue and land administration performance and
5. Forward recommendations for major problems identified in each aspect.

1.6. Research Questions

The following are the major questions this study focused on. These are:

1. Do the results of specific objectives 1 and 2 above showed the small cities were prematurely incorporated?
2. How did the land administration performance of the cities be quantified to measure their performance and how did the relationship with town revenue was assessed?
3. Was there significant relationship between revenue of the cities and the performance in their land administration? If there was, what was the type and magnitude of the relationship?

1.7. Significance of the Study

It is agreed that what we have as a country to foster our development are land and man-power, not capital. Therefore, any tier of government, especially the urban local ones should utilize land economically since it is a limited resource that can play significant role in urban development and the development of the country in general. Land, when managed well enhances the social and economic development of urban residents and the neighboring rural dwellers through its trickledown effect. Poor urban land management on the other hand can result in the weakening of social and economic activities in the cities and stagnate urban growth causing dilapidated old villages to occur. If the cities lack effective management, but have better economic activities and

break out from such stagnation, their growth occurs from informal and illegal land occupation and illegal construction which do not facilitate healthy economic and social conditions sustainably.

This study identified the small cities in the zone were early incorporated and that early incorporation affected land administration performance in the small cities. By doing so, it identified the problems that stagnated land provision for various social and economic sectors. Furthermore, it recommended solutions to bring the timely, sustainable and reasonably satisfactory amount of land for residential, commercial, manufacturing and other social sectors which plays a key role in urban development. Additionally, the recommendations could hold true for most of small cities which have similar characteristics with the cities covered by this study. Therefore, it could be used as an input for urban policy and urban land law amendments and preparation.

These days the major focus in urban governance is to decentralize activities to kebeles in reform cities. The small cities which are not part of the reform, but large in number were neglected through this process. This study tried to fill the gap due to this negligence and tried to show what was exactly happening in smaller cities regarding land administration which are overlooked by administrators and professionals who were busy with the pressing issues in the reform cities.

1.8. Scope of the Study

The scope of the study was defined geographically and thematically. As it was repeatedly said the geographic scope of the study is Oromia Regional State West Hararge Administrative Zone. Thematically, the scope was small cities of grade 4 (Municipal City Administration or Growing Municipal City Administration) as classified by the Oromia Regional State. The issues this study focused on were the mismatch between the duties given for the small cities to execute and the capacity these cities had in mobilizing the resources needed to do so. Especially, in the area of land administration and management. It also evaluated the association between city revenue and the land administration performance of these cities.

1.9. Limitations of the Study

The following were major limitations of this study. These were: lack of detailed information on the present and planned physical infrastructure demand and supply in order to show the extremity of the fiscal gap of these cities, lack of detailed analysis on the possible revenue bases and the

relevancy of expenditures on first hand data due to time and financial factors and lack of detailed analysis of capital budgets and provision of physical infrastructures in the cities due to absence of organized data on the areas.

CHAPTER TWO

2. REVIEW OF RELATED LITERATURE

2.1. The Importance of Urban Planning

Since urban areas are complex social, economic, political and environmental systems managing them is critical. In urban areas, any activity with negative consequences affects the lives of many people within short period of time. Additionally, the negative externalities can also spread to the surrounding hinterlands (Brke, Godschalk and Kaiser, 2006). Urban plans integrate plans for social development, plans for economic development and land use plans (MUDH, 2013b). Land use plans are also key tools that coordinate community land use with its development activities(Shlomo, 2012). When urban areas are properly managed, they serve as : engines of national, regional and local economic development, social progress and cultural regeneration (Turkstra, 2006).

Urbanization is the transformation of both the economic structure and population structure (Frew, 2014). Between 2010 and 2050 about 25% of the population growth in urban areas of our planet is expected to be covered by the Sub-Saharan Africa and another 25% in the Indian sub-continent. This shows that countries with relatively weak governance are expected to face the concomitant urban expansion. Again, urbanization in these areas may occur with few public resources to support and sustain it, unlike the urbanization of industrialized countries whose urbanization was accompanied by vigorous economic development. This situation may make the guidance of urban expansion using effective regulation, timely provision of basic public infrastructures provision of land in a sustainable way are key to urban management (Shlomo, 2012). All these show that planning urban development is very important.

2.2. Urban Land Use planning

Urban land use planning is an important component of urban planning that guides the location of human activities in urban centers (MUDC, 2011b). The purpose of land use planning is having effective spatial structure supporting economic and social development with the objective of ‘a place for each activity and each activity in the right place.’ The major urban activities being residence, work, leisure and movement among these activities. The right place being the place with

the necessary infrastructures, location, physical and environmental qualities and segregation of incompatible land uses whereas proportional mix of compatible land uses. Selection of the right place is subjective and it needs the government intervention in the form of planning to avoid the conflict between individual decision and collective community action (Turkstra, 2006).

There are four major competing land use values important in land use planning. These are: economic development values, environmental protection values, equity values and livability values. Land use plans prepared by the active participation of stakeholders with different values of land use brings these competing values into collaboration using their interdependence and regulations (Brke, Godschalk, and Kaiser, 2006) .

The location of urban activities and the interaction among them forms the spatial structure of urban centers (Turkstra, 2006). Generally, there are four considered spatial structures formed by such interactions among land uses. These are: conventional low density development, smart growth, new urbanism and sustainable development. These days the last three has gained more acceptance (Brke, Godschalk and Kaiser, 2006).

The urbanization process taking place now in many developing nations and the urbanization the developed countries had passed through is contextually different. The developing nations now are facing globalized economy, less political stability and weak public institutions. So, copying the land use planning scheme as it was used in the developed nations failed to be effective in many developing nations shown by poor implementation of the land use plans. Thus it is generally agreed that land use plans should be based on the national and local context and consider implementation strategies containing a mixture of legal, financial and coordination tools (Turkstra, 2006).

2.3. Land Development

The Lease proclamation 721/2011 which is applicable in all urban centers of Ethiopia states that land should be developed before transferred to users on Article 8(C). Based on this provision urban centers are needed to transfer prepared/ developed land for different purposes such as production and sale for micro and small scale industries, industrial development, housing and other different investments. However, when seen practically, the supply of developed land and land free of third

party claims is very limited when compared to the existing demand (Dunkerley, 1983; Land Preparation and Banking Operational Manual, 2012).

Land development should start by planning the land development process. Therefore, the land development process should consider: the development goal of the urban center and the need for land to achieve it, urban development plan (structural or basic), the existing land resource in the urban center, the infrastructure network of the town (existing and planned), the financial capacity and supply and the time needed to complete the land preparation process for the different purposes. The plan should contain details about each aspect to ensure implementation. After the plan is prepared, it should be discussed on and approved by town/city leaders and stakeholders that provide the infrastructure. Memorandum of understanding is signed among these stakeholders and the plan is publicized to the residents of the city/town (Land Preparation and Banking Operational Manual, 2012 ; Urban Land Lease Holding Proclamation No. 721/2011, 2011). However, many of these considerations are either inapplicable or need modifications to be applied in the small towns.

The land development process also contains major tasks/ activities to achieve its goal. The major activities include: delineation of the land to be developed, identify and locate its boundary on the ground, prepare detailed development plan and approve it, publicize the plan, discuss with those to be relocated and compensated, collecting data on compensation and replacement, verifying and approval of compensation and replacement, paying compensation and provide replacement land, ensuring the land is free from claims, design the infrastructure and implement as per the plan and design, survey parcel boundaries and keep boundary marks on the ground, giving each parcel a unique identification number (UPIN), register each plot and finally bank the prepared land and keep it from illegal actions till it is legally transferred (Urban Land Lease Holding Proclamation No. 721/2011, 2011; Land Preparation and Banking Operational Manual, 2012).

2.4. Urban Population and Size of Cities

If we rank cities from largest to smallest, we will have a few large cities at the top, a large number of lesser cities in the middle and a very large number of small and very small towns at the lower levels. In the global hierarchy of cities and towns, people and firms are distributed approximately evenly. The population of large cities is not very different from the population of intermediate and small towns and vice versa. This natural phenomenon of urbanization cannot be manipulated,

efforts to meet some utopian size and order had failed(Shlomo, 2012). Unlike some researches which prescribe some estimated number of population in urban areas (Abou-korin, 2014).

The above finding led to the generalization that if cities are divided into classes with average population in one class being a multiple of the other class, the total population in each class will be the same. For example, if cities are divided into three classes, where the population in the first class is three times the population of the second class, then the number of cities in the first class is one-third of the number of cities in the second class. The converse of this finding is also true i.e. if all cities are ranked according to their population sizes and then if a range with the same urban population number and a factor that shows the ratio of population in consecutive classes is formed, then the average city population in the previous class will be the multiple of the factor and the average population of the present class. The number of cities in the previous class will be the number of cities in the present class divided by the factor gained above. This relationship among population size and city ranks benefited the study of urban centers by helping to focus on city classes rather than individual city ranks (Shlomo, 2012). In Ethiopia this approach is used in classifying cities and towns to different levels.

From the above discussions, there is no optimal population size. The Tokyo metropolitan, which is the largest in the world is better managed with better efficiency when compared to many of the smaller towns anywhere. The real limit in population size of cities is organizational constraints that affect the benefits of increased sizes. Additionally, the discussions show that cities of all sizes grow at the same average rate. Cities of large sizes do not grow faster or vice versa (Shlomo, 2012). This clearly shows that attention shall be given to cities of all sizes.

2.5. Advantages Related to Small Towns

Small towns have their own advantages in the current context of urban centers. The first is they are residences for over 50% of world urban population in 2011. In Africa, Caribbean and the South-East Asia three-fifth of the urban population lived in these towns in 2010 whose population is less than half a million. In maintaining the urban system, we do not know that big cities can survive without the smaller ones(Abou-korin, 2014).

The other advantage of small towns is the role they play in regional development. They facilitate: modernization, service provision, market for agricultural products, transmission of government policies, strong spatial linkages to the rural areas. Additionally, they are relatively not affected by the factors that caused the declining attractiveness of large cities like: pollution, crime, congestion, increased commuting, rise in living cost, low service quality, widening income gap, anti-social behavior, racial and ethnic conflict, traffic accidents, man-made threats (war, terrorism), natural calamities causing mass destruction can be mentioned. Therefore, settlements with 10,000-20,000, 20,000-50,000 are more preferable in their orders; the smaller settlements being 5,000-10,000. Settlements below 5000 are not recommended (Abou-korin, 2014; Ebrahimzadeh, Tayyebi, & Shafei, 2012).

2.6. Decentralized Urban Governance

Decentralized urban governance coupled with capacity building is very important to achieve development and good governance goals. The achievement of these goals is heavily dependent on close provision of professional support which enables planning and decision making that fits with the local context. Such plans and decisions improve public participation in implementation, furthermore strengthen transparency and accountability. Thus it is believed that the decentralized governance system helps to ensure efficient and effective service delivery in the urban centers. It also plays its own role in developing democratic culture in the urban centers. Therefore, decentralization upholds self-administration values and the supremacy of the people. However, some still argue that centralization of power enhances effectiveness and minimize wastage of resources (MUDH, 2013a; MUDH, 2012). In small cities, there are serious problems in realizing the advantages of decentralization. Most of these problems are related to lack of capacity. Land administration is among the major areas in which lack of capacity is evident.

Cities should have full responsibility to decide and implement their local matters and this responsibility should be promulgated by law. This idea is entrenched in the Constitution of the Federal Democratic Republic of Ethiopia (1995). For example, Article 50 (4). The article provides that state governments can have different levels and adequate power shall be granted to the lower units of government to enhance the direct participation of the people. Based on this article, regional states have promulgated proclamations that establish urban local governments and define their

powers and responsibilities. In Oromia, proclamation No.65/2003 was promulgated to establish urban local governments which was later amended by proclamation No. 116/2006. These proclamations can play their own role in putting decentralization down to the ground; since they contain better details how urban governance is to be structured and what their powers will be. However, in practice the formation of weak city councils and the vague arrangement in small cities are still remaining as factors negatively affecting the direct participation of urban dwellers. Additionally, though cities are provided with powers and functions in the proclamations, they are resource hungry in executing their duties. Due to these authorities without ability, the powers listed to the towns to play are no more than paving the Federal Government and Regional States escape from accountability. The inability of the small cities to address local issues have made the local people disregard the roles their local administration could play.

In the urban government establishment proclamations of the different regional states, the model of governance used is the Weak Mayor- Council Model(MUDH, 2013a). In this model, election is made for city council membership. Then the mayor is elected from the city council members(MUDC, 2011a). The mayor organizes his committee, assign an urban manager and presents them to the council for approval (there could be political decisions beyond the mayor behind the curtain). In the weak Mayor- Council model, the Council has supreme power in decision making since the mayor is accountable to the council and the mayor committee is accountable to the mayor. Theoretically, these arrangement explains the supremacy of the people since the Council represents them. In practice however, the executive is stronger than the council due to lack of competence of council members and weak follow up on the executive. Additionally, the judiciary is not established in most urban levels. In effect, councils are unable to control the executive, councils have lost their credibility by the people, one model for all levels of urban centers has not worked.

Implementation capacity of cities is still in problem. Some areas showing this problem include: urban plan preparation and implementation, provision and integration of infrastructures, land development and management, solid waste management and the likes. Additionally, the rent seeking behavior both in the political leadership and the civil service is another indication with lack of accountability and responsibility (MUDH, 2013a). Though there are efforts to address these

problems, the efforts lack: sustainability, addressing root causes and considering special characters of the problems and how they are affecting the people to the grassroots level. These situations led to inability to solve problems accordingly, accumulation and aggravation of problems and increased public dissatisfaction.

Basically, the cause for implementation problems is related with urban political leadership. This is manifested by the limitation on struggling against rent seeking political economy, lack of commitment to shape the bureaucracy, lack of commitment in realizing supremacy of the law and lack of due respect for the people are among the major ones.

Efficiency and effectiveness are decisive in realizing rapid development and public benefit. The essence of decentralization is improving efficiency and effectiveness with the goal of achieving development and good governance. Efficiency and effectiveness ensures the realization of development objectives with minimum expenditure (MUDH, 2013a). However, the practical situation prevailing is budget and time frames for completing projects are violated repeatedly. Systematic avoidance of responsibility and accountability by the fabrication of reasons is common. This could reduce public trust on the government and minimize community participation which negatively affects rapid development and public benefit.

2.7. Revenues of the Small Towns and the Share from Land and Land Related Properties.

Towns can generate and collect revenues from different bases. The first legal ground for this task is the proclamation No. 65/2003. On this proclamation, Article 14 (2) (C) states that introducing, adjusting and ensuring the collection of taxes and service charges is one of the powers and functions of city council. Following this proclamation again, the model regulation prepared by the Industry and Urban Development Bureau of Oromia detailed the revenue bases of the cities. Additionally, it gives ranges between which cities can levy taxes (Model Regulation on Municipal Revenues and tariffs, 2011). These are good since they simplify the task for the cities. However, there are limitations in the regulations in considering the small towns. For example, the town is expected to: prepare the tariff for different taxes, value properties based on land grade and property market, update property values and the taxes every three years and points like these do not match the existing capacity of the towns. This situation may lead to inability to implement the

proclamation and regulations. Thus, result in poor revenue impeding all the development activities of the towns.

There are typical taxes related to land. These are: land tax (land rent and lease), property tax, service tax, property transfer tax, development gains/betterment tax and capital gained tax (Williamson, Enemark, Wallace, & Rajabifard, 2010). In the model regulation of the 2011 above, the taxes listed are: rent for market lots, property tax and annual land rent. The land rent in Oromia towns was promulgated in Regulation 128/2009 and implemented with the directive issued by Directive No.1/2010. According to the regulation 128/2009, the annual land rent in the small towns for residential plots are as follows. For plots less than or equal to 200m²: first grade 0.32 cents/m², second grade 0.16 cents/m² and third grade 0.12 cents/m². For plots whose area range from 201m² to 500m²: first grade 0.48cents/m², second grade 0.32 cents/m² and third grade 0.16 cents/m² (Reregulation of Urban Land Provided by Lease and Rent, 2009). Timely revision is not conducted on these tariffs. Additionally, much amount of revenue remains uncollected due to informal market and under-valuation in the formal market.

Land/property valuation and effective market are interdependent. Valuation depends on the presence of effective markets since market price is a major input for valuation. On the other hand, also, the presence of effective formal market enhances the valuation work by providing transparency and reliable market information. The formal market and the process in the transaction reveal the prices and price patterns of properties (Williamson et al., 2010; Plimmer and McClumsy, 2016). However, there is a high informal transaction, even illegal land sales in the peripheries of the urban centers which are fueled by lack of coordination and cooperation among the urban and rural administrators and corruption (Sowell, 2009).

The use of cadaster in generating and maximizing revenues of land is very important. Cadasters enable the revenue from land to be stable, predictable and hard to avoid for the payers. Additionally, cadasters enable the tax transparent, equitable and inclusive since it provides accurate data and information. Conversely, increased revenue also provides the chance to improve the quality of cadastral records/data (Williamson et al., 2010). Therefore, cadaster and revenues from land are interdependent. However, both the cadaster and the revenue are being negatively affected because significant number of parcels are out of the formal system. Only parcels with title

deeds and recognized old holdings lacking title deeds are paying land rent. This creates vicious circle of financial inability, breeding and rebreeding of problems.

2.8. Cadaster as a Tool for Land Administration

Land administration in any community is the result of the evolution of the relationship among people regarding land. In Western Europe the trend in the shift of attitude towards land was: land as personal security, land as property and wealth, land as scarce community resource and integrated land use for environmental protection and sustainable development. The cadaster developed by these nations was also evolving following these changes of attitude towards land. Based on this, changes in the roles of the cadaster followed the trends: cadaster as a fiscal tool, cadaster as a land market tool (legal cadaster), cadaster as a planning tool and cadaster as a land management tool (Williamson et al., 2010).

In Ethiopia modern cadaster is not in place. Recently, different urban centers are trying to develop cadasters of their own. However, this effort lacks sustainability. Again, in order cadaster to be effective it should be based on common standards that are supported by legal grounds and should allow systematic access and data flow among the different users (*Land Development and Management Policy*, 2012). In small towns, which are the focus of this study, there is no practice of modern cadaster. This situation contributes to the problems of revenue collection, transaction, aggravation of land dispute and the likes. The term cadaster is known to the revenue offices and municipalities as the annual tax on real property.

2.9. Evaluation and Monitoring of Land Administration Systems

Evaluation of current land administration systems is directed towards answering one of the following two questions. These are: how good/well is the current land administration is performing when compared to some benchmark? Or, are there justifications which indicate the importance of reform in the land administration systems? In answering these questions different authors and institutions have contributed to the framework of evaluating land administration. Among them are Daniel Steudler, UNECE, FIG and the World Bank are the major ones (Williamson et al., 2010).

The recent evaluation framework considers evaluation areas at three levels. These are: the policy level, the management level and the operational level. Though comparison could benefit learning

through comparing strengths and weaknesses, comparison of land administration is difficult since each land administration system is linked to social, economic and cultural situations of each country and lack consistency due to constant reforms (Stuedler, 2004; Burns, Grant, Nettle, Brits, & Dalrymple, 2006).

2.10. Municipal Financial Management

Effective financial management is vital for municipalities since it enables them to provide infrastructure and services they are expected to provide for their residents. Municipal financial management is a wide area that includes: financial need assessment, resource generation, allocation of resources, controlling expenditures and accounting (internal control) (*Report on Good Governance and Urban Finance of Halaba Town, 2011*). However, in the small towns financial management is at its infancy level. In all the above aspects of financial management, it is suggested that wide shortcomings are common: there is no need assessment in financial terms, revenue bases are underutilized or not utilized, resource allocation is on ad hoc basis and the internal control is weak or absent. These situations hamper the financial capacity and the development of the towns.

CHAPTER THREE

3. RESEARCH DESIGN

3.1. Research Approach

In this study, both qualitative and quantitative approaches were used. The quantitative approach was used in the examination of quantifiable variables such as revenue of cities and evaluation of performance in land administration. The qualitative approach is used in the assessment of governance of the cities (the technical, administrative and political accountability, the existing governance system/mayor-council/, the powers and functions given to the different organs of the city administration).

3.2. Research Methods

Two research methods were used in this study: description and explanation. In the description part, land administration performance of the cities was measured by combining weighted indicators of performance to show the status of land administration performance of each cities, profile of the cities was presented, man-power both in the municipal city administration and the land development and management structures of the cities were seen. Additionally, revenue analysis, expenditure analysis and identification of fiscal gap for about five years (2005-2009 EC) as much as possible was done for the cities. Therefore, the research was longitudinal when treatment of time is considered. The trend analysis method was used within the time framework stated above. To furtherly consolidate the results gained by the above descriptions, description of governance of the cities (the technical, administrative and political accountability, the existing governance system/mayor-council/, the powers and functions given to the different organs of the cities and the interactions among them were done.

The explanation part relied on the data and information of the description part. In the explanation part justifications were given on the issues based on the results of analysis conducted on each aspect.

Finally, the existence of relationship and the strength of the relationship between land administration performance and early incorporation which was taken to be reflected by the amount of revenue collected was conducted by using Kendall Tau-b and Spearman's correlation

coefficient analysis since the data collected violated the assumptions of the Pearson Correlation (the revenue data was skewed and outliers existed). The presence of cities with similar performance value assumed the use of Kendell Tau-b while the importance of the revenue variable which was skewed assumed the use of Spearman's correlation. Therefore, the two were included for comparison or the possible range of coefficients of correlation.

3.3. Research Techniques

Different techniques were used in this study. Among these the major ones were: interviews, survey with questionnaires, analysis of land administration performance, analysis the urban governance (accountability, governance system, powers and functions and interaction among governance organs), revenue analysis, expenditure analysis and fiscal gap determination, identification of the presence of relationships between early incorporation and performance in land administration. The results gained are presented in the analysis and the findings parts of this study.

3.4. Research Instruments

The following are the instruments that were used in this research. These were: questionnaires, questions for interview, summary tables, Soft wares (GIS, SPSS, Mendeley).

3.5. Sampling Design

3.5.1. Population

The population in this study are the small cities in West Hararge zone which were grade 4 cities and currently got the name Municipal City Administration or Growing Municipal City Administration. They were 25 in number.

3.5.2. Sampling Frame

The sampling frame for this study was small cities of grade 4(Municipal City Administration or Growing Municipal City Administration) which are serving as woreda administration seats in West Hararge Administrative Zone. Though there were 25 cities of such type, it was very difficult to manage this number within the time and budget limit. Additionally, absence of services like hotels made them difficult to stay there and conduct the study. Therefore, based on the assumption that justifying the case on the woreda seat administrative cities was justifying it on all the other small cities since majority of them were below those cities serving as administrative seats in the objective

situation of township. Based on these facts, only the small cities serving as woreda administrative seats were included in the sampling frame.

3.5.3. Sampling Units

Cities were the sampling units in this study. Land administration and management agencies, city administrations, mayors, the respective zone offices have provided the necessary data and information in this study.

3.5.4. Sample Size

There were 9 cities in the sampling frame. By using the formula for the set of finite set of populations:

$$n = \left(\frac{z^2 * p * q * N}{e^2 * (N-1) + z^2 * p * q} \right)$$

where: n= the required sample size,

e = the acceptable error,

p= the proportion of population that was estimated to have the characteristic under consideration

q= 1-p and N= the total population

Getting data about finance and land administration was difficult in the small cities as observed from practice. Based on this fact, 95% confidence interval and 5% level of significance was used in this study. The number of sample cities was determined by the above formula.

$$= \frac{1.96^2 * 0.25 * 9}{(0.0025 * 9) + 0.9604}$$

$$= 8.64 / 0.9829$$

$$= 8.7$$

$$= \underline{8.7}$$

This showed that in order to achieve the above stated accuracy all the 9 cities needed to be included in the sample. Therefore, all the 9 cities were included in the sample.

3.5.5. Sampling Techniques

Since all the nine cities were included no additional technique of sampling was necessary.

3.6. Data Sources

3.6.1. Primary Data Sources

The following were the major data sources used in the study. These include:

1. Officials of relevant government offices,
2. Interviews with professionals on land administration and
3. Direct observation of situations accordingly.

3.6.2. Secondary Data Sources

The following were the major data sources used as secondary data sources in the study. These include: Books, Articles, Web sites, Maps, Basic Plans, Reports, Proclamations, Policies, Strategies, Regulations, Directives, Year books, Readers accordingly.

3.7. Data Presentation

The data collected using various instruments were organized using tables, charts and texts and presented accordingly.

3.8. Data Analysis and Interpretation

The data organized were analyzed using statistical methods and non-statistical methods accordingly and both the analysis and the interpretation are presented in the study report.

CHAPTER FOUR

4. DATA ANALYSIS AND INTERPRETATION

4.1. Review on the Laws to Establish Urban Administrations in Oromia

Regional state

Following the efforts to realize decentralization, the Oromia National Regional council has been making laws to establish urban administrations. There are five proclamations that are promulgated directly on the establishment of urban administrations. These are:

1. Establishment of Town Administration in the Oromia Regional State Proclamation No. 26/1999,
2. The Urban Local Government Proclamation of the Oromia National Regional State No. 65/2003,
3. Proclamation No. 116 of 2006 Issued to Amend Proclamation No. 65 of 2003, the Urban Local Government Proclamation of Oromia National Regional State,
4. A proclamation to revise Oromia Regional State Cities Establishment Proclamation No. 195/2015,
5. Proclamation No. 196/2016, a Proclamation to Amend Oromia Regional State Cities Re-establishment Proclamation No. 195/2015.

In this short review main points in these proclamations that are related to the research topic were included. Based on this, the review focused more on the following areas of the above proclamations. These areas were:

- The definition of terms in the proclamations,
- The grades of the city administrations,
- Organs of the city administrations,
- Accountability of the city administration organs,
- Powers and duties of the city administration organs,
- Functions of the city administration organs and scope of application of the proclamations.

Each of these focus areas are presented shortly as follows.

4.1.1. Definition of Terms in the Proclamations

The Amharic term ‘Ketema’ and its equivalent Afan Oromo term ‘Magaalaa’ have been defined differently in the following ways in the proclamations. Proclamation 26/1999 defined these terms as ‘Town’ and gave the meaning as follows, “A place in which municipality has been established or which is designated as town by the Bureau *i.e. Oromia Bureau of Works and Urban Development* in consultation with the Ministry *i.e. Ministry of Works and Urban Development of the Federal Democratic Republic of Ethiopia.*” The names in Italics are added.

In Proclamation No. 65/2003 which repealed Proclamation No. 26/1999, the terms ‘ketema’ and ‘Magaalaa’ are translated as ‘City’ and their meanings were defined as “A community of residents incorporated as a city by the Regional Executive Council in accordance with article 4 of this proclamation.” Article 4 is about how a settlement could be recognized and got legal personality to be a city. When Proclamation No. 195/2015 was considered, the terminology is the same as that of Proclamation No.65/2003. However, the meaning given was “‘City’ means a city which has got legal personality as being a city.”

From the above definitions given by the different proclamations, one can observe that the terms have been defined slightly differently. Proclamation 26/1999 shows that giving legal personality to towns was through the consultation of Federal Ministry. However, in Proclamation No.65/2003 it ended at the Regional Administrative Council level. Additionally, Proclamation No. 26/1999 considered kebeles which established municipality as ‘Towns’ whereas, this is not in the case of the later proclamations. In other cases, though the terms ‘municipal services’, ‘Municipal City Administration’ and ‘Growing Municipal City Administration’ is used in the proclamations the definition of the term ‘Municipality’ was not given in any of the proclamations.

4.1.2. Levels of the Cities in the Different Proclamations

The proclamations assigned cities in different levels/grades based on criteria of their own. Article 3 of Proclamation No. 26/1999 categorized the towns into four classes. The classes were: Special Zone, Special Woreda, Sub-Woreda and Special Kebele. The criteria for these

classification were not stated in the English version of the proclamation. But, the Amharic and Afan Oromo versions specified the classification was based on development status of the towns which was not further elaborated. Proclamation No.65/2003 also grouped the cities in four grades. Grade one, Grade two, Grade three and Grade four cities. The criteria used in grouping the cities was population size of the cities. When Proclamation No. 195/2015 was considered the cities in the region were grouped into seven grades. These grades were:

- The Regio-polis City Administration,
- The Principal City Administration,
- The Higher City Administration,
- The Intermediate City Administration,
- The Municipality City Administration and
- The Growing Municipality City Administration.

The criteria used in grading the cities were: their development status, the income collected by the cities, the number of population, the surface area of the city and being the center of administration seat. Additional criteria were also set in the regulation to implement this proclamation. The additional criteria were: the expansion of infrastructure in the cities, being center of trade and economy, ability to grow fast, the number of cities found in 15 km radius and the number of government and non-government institutions in the cities. Based on these criteria, cities were evaluated from 100% and given the above grades based on the score they got out of 100%. Among these grades cities included in this study are: MCA which got 40%-54.9% and GMCA which scored 30%-39.9% or those cities which previously got legal personality and scored less than 30% in the current evaluation (Regulation No. 186/2016 Regulation of City Administration in Oromia Regional State, 2016). The grouping in Proclamation No. 195/2015 seems to match to the improved urban good governance framework prepared at the Federal level in 2014. In proclamation 195/2015, cities that were grouped grade four in Proclamation No.65/2003 were re-graded as Municipal City Administration or Growing Municipal City Administration.

4.1.3. Organs of the City Administration

Proclamation No. 26/1999 on article 4(1) stated that town administration established at any level shall have a council and an executive committee. However, this was not realized in the small towns. Again, Proclamation No. 65/2003 in chapter seven explained urban governance as follows. The urban governance model implemented was Mayor-Council system. In this system, the council was the final authority on urban issues and the mayor was the highest executive power. The organs this system had were: the city council, the mayor, the mayor's committee, the city manager, and other executive bodies and the city court. Again in the period when this proclamation was active there were no city council, mayor's committee and city court in the small towns.

Proclamation No.116/2006, which amended Proclamation No. 65/2003, on article 3(1) and 3(3) abolished city councils in the small towns. It stated that cities of 3rd and 4th Grade shall have no separate council and shall be considered as kebeles and represented as kebele in the woreda council. The same idea was stated on article 17(7) of Proclamation No. 195/2015. Proclamation No.195/2015 specified the council, the administration council and the judiciary as bodies of the city administration. In case of the city manager, Proclamation No. 65/2003 requires him/her to be recruited on the basis of his/her professional merit. However, Proclamation 195/2015 changed this by stating that the manager and the deputy manager are nominated by the mayor and appointed by the city council. This change may result in focusing on political honesty than competency in the professional aspect. In addition to this, such arrangement may also result in frequent turnovers simply because of political reasons. It may also weaken the accountability of the manager to the mayor and the council because of ties that the manager may have with the politicians.

The Regulation to implement proclamations 195/2015 and 196/2016, Regulation No.186/2016, on article 10(2) specified that in Municipality City Administration and Growing Municipality City Administrations, the manager is the chief executive of the city and he/she is nominated by the woreda administrator and assigned by the woreda council. Though the regulation says so, the mayors were acting in these towns till this study was done. Proclamations 195/2015 and

196/2016 and the regulation 186/2016 seem to dissolve the self- rule concept in their preambles when the small cities are concerned.

4.1.4. Accountability of City Administration Organs

In proclamation No. 26/1999 the city council of special zone was accountable to the residents and the executive committee of Oromia Regional Government. The special woreda council was accountable to the residents and the zone executive committee. The sub-woreda or special kebele council was accountable to the residents and executive committee of woreda council. Regarding the accountability of the executive committee of city administration, they are collectively accountable to the council for their common duties and to the executive committee for functions performed by the members individually.

In case of Proclamation No. 65/2003, the city council was accountable to the electorate and the Regional Council. This shows that there is a shift or improvement from the executive to the legislature. The mayor was elected from the council members and was accountable to the council and presidents (the Amharic and Afan Oromo versions said president) of Oromia National Regional state. But, in the Proclamation No. 116/2006 this idea was repealed and the mayor was appointed by the president of the Regional Government. The accountability of the mayor was also changed from the council to the Regional President. Additionally, the precondition that the mayor shall be member of the council was also cancelled. This condition clearly showed the strengthening of power of the mayor (executive) and conversely the weakening of the power of the council. This change has resulted the appointment of mayors which came from other zones who even did not know the cities. It also increased the turnover of mayors and paralyzed councils. This was one of the causes that further weakened transparency and legal accountability in cities and aggravated corruption in cities as some of the interviewed suggested. The term ‘Urban Local Government’ was also repealed and replaced by ‘Urban Administration’. Generally, Proclamation 116/2006 has a sense of strengthening executive power over the city council.

The presently active proclamation, Proclamation No.195/2015, has corrected some of the ill-directed articles of Proclamation116/2006. Among these are: the accountability of city councils is clearly stated to be for the electorate and the Regional Council, the mayor was made accountable

to the council and the Regional Government President. To be elected as mayor, one has to be council member. The deputy mayor also is elected and appointed by the council though it is not must to be city council member. One important problem in city councils was lack of competent members which can strengthen the council by being able to cover positions in the council and/or scrutinize the executive. This problem was made to occur partly deliberately by incompetent and corrupted politicians in the ruling party through proposing incompetent party members to elections of city councils.

4.1.5. Powers and Functions of City Administrations

The current proclamation which was amended on few of its articles by Proclamation No. 196/2016 is Proclamation 195/2015. Proclamation 195/2015 has included the different functions in the previous proclamations and the current issues that the cities shall address. The following are powers and functions of city administrations listed in the proclamation article 11(1) and (2).

1. Any city shall have the powers and functions to: -
 - a) Decide on the social, economic and political activities in a way that participates the population of the city and make them the beneficiaries from the development achieved,
 - b) Work to ensure good governance, and lay a transparent and accountable system,
 - c) Prepare the social, economic and budget plan of the city and implement same,
 - d) Administer the budget of the city according to the law. Determine the tax and service incomes as per the law; collects or make to be collected, and spend them on the growth and development activities or purposes of the city,
 - e) Borrow money based on the decisions of the regional state or the city's council,
 - f) Legally administer the houses under the city administration.
 - g) Administer the human resource of the city in accordance with the regional states' civil servant law,
 - h) Create legal relationships and contractual agreements with government bodies, private investors, community associations, and with other fellow cities,
 - i) Without prejudice to the provision under article 40 sub article 8 of the constitution, it makes one's private property for public use by paying equivalent compensation in advance where the public interest requires so,
 - j) Create mutually beneficiary brotherly agreements with other cities in the country or outside the country depending on the provisions of this proclamation or other laws,

- k) Ensure that the construction activities underway in the city to be in such a way that protects the cleanliness, beauty and plan of the city,
- l) Administer and make productive the land under its master plan or which is found within its territory,
- m) Depending on the regulation and directives to be issued, register and provide legal personalities for persons who want to organize in association for building homes; it also conducts researches regarding residential homes constructed with savings; and implement where it is authorized,
- n) Register contractual agreements of purchases and sales, house rents, houses attached in securities,
- o) Provide a speedy, effective and just service for the residents; particularly it constructs and maintains or causes the construction and maintenances of basic infra-structural services such as roads, potable water, electricity, tele- phone and mass transportations,
- p) Perform environmental protection activities such as wastes disposal, protection of environmental destruction, installation of pipe lines and other similar activities,
- q) Provide social services like education, health services by emphasizing on preventive ways,
HIV/AIDS prevention, Ambulance services, various evidences registration services, slaughter houses, Grave yards, markets and other similar services,
- r) Provide sporting services, theaters, refreshments, entertainments, Library, museum and other similar services,
- s) Provide protection of peace and order of the society, justice services, protection of fire dangers, supervising medicines and foods,
- t) Facilitate ways of providing nurturing services of elders, people suffering from physical incapacities and orphans,
- u) Perform activities which help to improve the developments of the city and the lives of the society through implementing activities generating incomes and poverty reduction programs,
- v) Prepare or cause the preparation of the plan of the city, amend, approve and implement it,
- w) Lay a modern working system so as to enable the various services be delivered in high quality and speed and to ensure that the residents seats be arranged in a way that make them to be easily accessed,
- x) Organize tourist attraction areas in the cities, follow up and prove the proper managements of archeological fossils and cultural materials
- y) Work to improve the participation of the residents on the development activities by organizing them level by level, it also works to develop the participation of the society and make them beneficiaries particularly of the women and youth,

2. Considering the conduciveness of the services delivered by the cities to their residents, it may be made to be provided wholly or partially with other government bodies or with private investor, or with the participation of the society or by other alternatives (A proclamation to revise Oromia Regional state cities establishment proclamation No. 195/2015)

4.2. Profile of the Cities Under this Study

Table 1- Profile of cities under the study

S. N.	City Name	Woreda in which the city is located	Foundation Year (EC)	City Grade	Distance from the Zone Seat (km)	Population	City Area (ha)	Year got Legal Personality (EC)	Year got the first Plan	Remark
1	Bordodie	Bordodie	1896	GMA	75	2319	556	1998	2000	All these cities are administrative seats of the woredas in which they are located
2	Doba	Doba	1864	MCA	59	4006	240.3	1998	2000	
3	Mesela	Mesela	1930	MCA	75	5620	211.4	1999	1997	
4	Kuni	Gemechis	1872	MCA	17	6149	122.1	1998	2000	
5	Bokie	Bokie	1929	MCA	68	8189	377	1998	2001	
6	Cheleleka	Anchar	1998	GMA	139	6489	242.6	1998	2001	
7	Kemona	GubaKoricha	1870	GMA	78	3520	269.7	1999	2002	
8	Teifie	BurkaDintu	1987	GMA	141	2899	529.1	2002	2003	
9	Rimetti	HawiGudina	2000	GMA	181	3150	366.9	2002	2002	

Source - WHZULDM and WHZUDH Offices

The table above summarizes profile of the cities under the study. As can be seen from the table, most of the cities have long ages of establishment dating back to 1870. The causes for their establishment for all the cities except Teifie, Rimetti and Bordodie was the military activities in the pre-Hailesellasi era. The establishment of Bordodie was related to the Ethio-Djibouti Railway. Teifie and Rimetti were considered as cities due to the establishment of new woredas that split from previously existing two woredas namely 'Kuni' and 'Daro-Labu'. Kuni was split into 'Burka-Dintu' and 'Oda-Bultum' woredas while 'Daro-Labu' was split into 'Daro-Labu' and 'Hawi-Gudina' woredas. In this process Teifie became the woreda seat of Burka-dintu and Rimetti became the seat of Hawi-Gudina woreda.

The distances these cities are located from the zone center, Chiro City, range from 17kms to 181kms. All the cities have all weather roads that connect them to the main (principal highways)

that connect major urban centers in the zone. However, in the rainy seasons, though the roads were said all weather have many difficult spots that required continuous maintenance. When getting legal personality was considered, in contrast to their long age of establishment, for most of the cities, it was a phenomenon of recent years. Only 10 to 12 years have passed since these cities started to experience the powers and functions and executing responsibilities as legal entities. In case of city development plans, almost all the cities were in the duration of a single basic development plan which is 10 years. However, some cities (Bordodie, Doba, Mesela, Kuni) have made their plans revised due to changes on the ground which did not match with the prepared basic plans.

4.3 Revenue Analysis of the Small Cities to Execute Their Functions

In the model regulation to collect city revenues, revenue bases with detailed lists of items and the tariffs for each item based on city grades was given. In this regard, the tariffs for some revenue bases are less in the small cities and higher in the larger cities. For example, the tariff on agricultural products is lower in the smaller cities than the larger ones. In other cases, some tariffs are the same in both the smaller and larger cities. For example, the tariff on residential and commercial properties (houses) are the same percentage of the estimated prices of the houses. The following table shows revenue bases that were repeatedly used by the small cities. It was compiled from the financial reports of the cities.

Table 2-Revenue Bases repeatedly used by the Cities

Revenue Code	Description
1717	Charge from Transport service
1721	Property Tax
1722	Land Rent
1723	Municipal Shed Rent
1724	Rent from Market Verandah and Shops
1725	Market place lot rent
1726	Cattle market service rent
1729	Other Rental Revenues
1742	Construction Licensing
1745	Penalty from Traffic illegalities
1746	Penalty
1748	Environmental Protection fee
1749	Other different Charges

Revenue Code	Description
1751	Fee for Sanitation Services
1752	Charges from different Professional Services
1754	Different Bid Document Sellouts
1756	Kebele House Rent
1757	Water provision Service
1761	Certification of Vital Events
1772	Property Transfer Registration fee
1773	Fee for providing Title Deed of Land Holdings
1776	Slaughter house service charge
1778	Octri (Charges on outgoing Agricultural Products)
1791	Selling Out Municipal Properties
1792	Community Contribution

Source - financial reports of the cities.

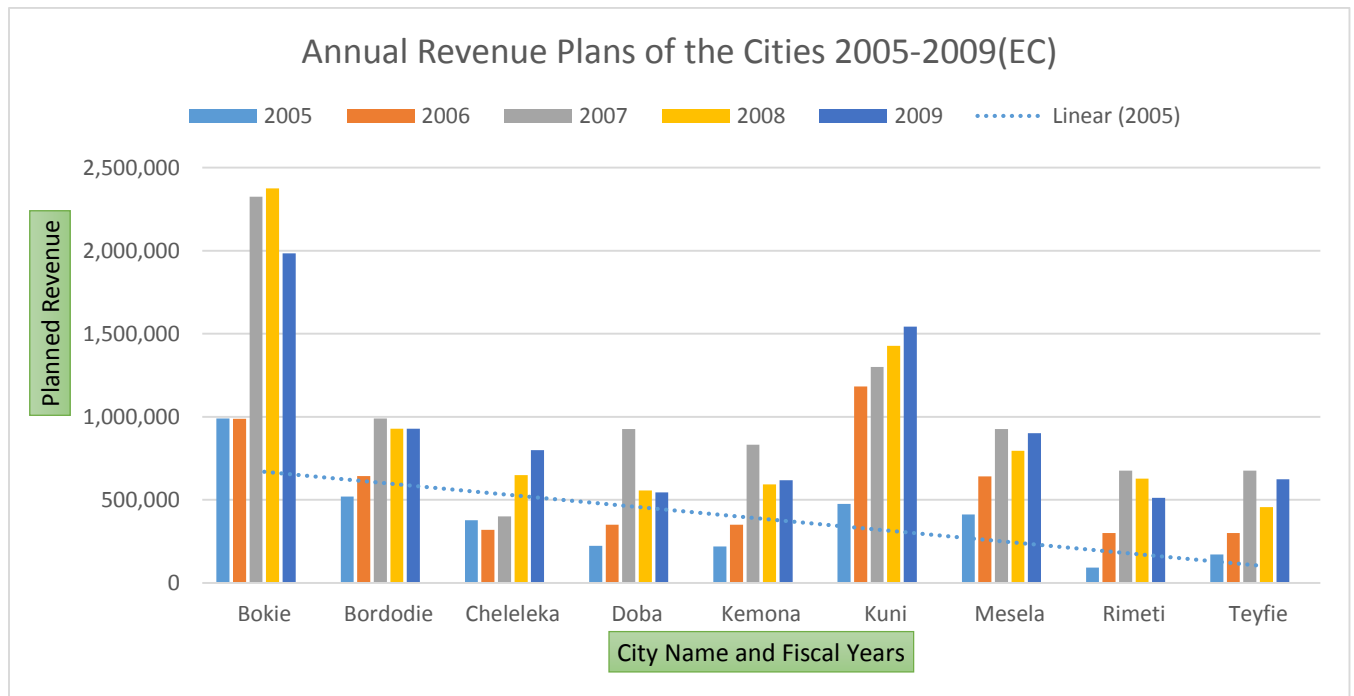
The table below shows the revenue collected from different revenue bases from 2005 to 2009 Ethiopian fiscal budget years (EFY). The table summarizes the annual plans, the achievement of the plans and the rate (percentage of achievement) of the revenue plan. In order to look each aspect of the revenue (the plan and the accomplishment) closely, charts were included in the analysis from ECEL spreadsheets.

Table 3-Summary of Revenue Plans and their Accomplishment (2005-2009 EFY)

S. N.	Town Names	Planned &	Fiscal Budget Years (Ethiopian Calendar)				
		Achieved	2005	2006	2007	2008	2009
1	Bokie	Planned	989,495	988,075	2,325,644	2,375,927	1,983,839
		Achieved	567,002	1,477,128	1,914,120	1,704,206	986,195
		%ge achieved	57	149	82	72	50
2	Bordodie	Planned	519,364	644,200	990,769	928,135	928,135
		Achieved	384,322	448,067	721,981	489,932	408,016
		%ge achieved	74	70	73	53	44
3	Cheleleka	Planned	377,271	320,000	400,000	650,000	800,000
		Achieved	224,023	274,057	408,703	624,763	542,306
		%ge achieved	59	86	102	96	68
4	Doba	Planned	224,346	350,000	926,264	556,000	546,000
		Achieved	225,993	512,783	494,458	674,451	886,995
		%ge achieved	101	147	53	121	162
5	Kemona	Planned	220,000	350,000	831,408	592,641	617,729
		Achieved	253,648	383,557	469,558	508,254	485,799
		%ge achieved	115	110	56	86	79
6	Kuni	Planned	475,252	1,183,000	1,300,000	1,427,962	1,543,337
		Achieved	305,465	961,771	1,074,081	1,347,774	1,206,844
		%ge achieved	64	81	83	94	78
7	Mesela	Planned	412,576	641,000	926,992	795,586	902,128
		Achieved	459,657	684,685	626,569	740,294	1,292,462
		%ge achieved	111	107	68	93	143
8	Rimeti	Planned	92,400	300,000	675,448	628,607	512,847
		Achieved	147,077	330,927	460,591	376,806	520,344
		%ge achieved	159	110	68	60	101
9	Teyfie	Planned	170,601	300,000	675,448	456,461	624,754
		Achieved	167,204	201,914	351,325	505,392	570,000
		%ge achieved	98	67	52	111	91

Source- West Hararge Zone Revenue Authority

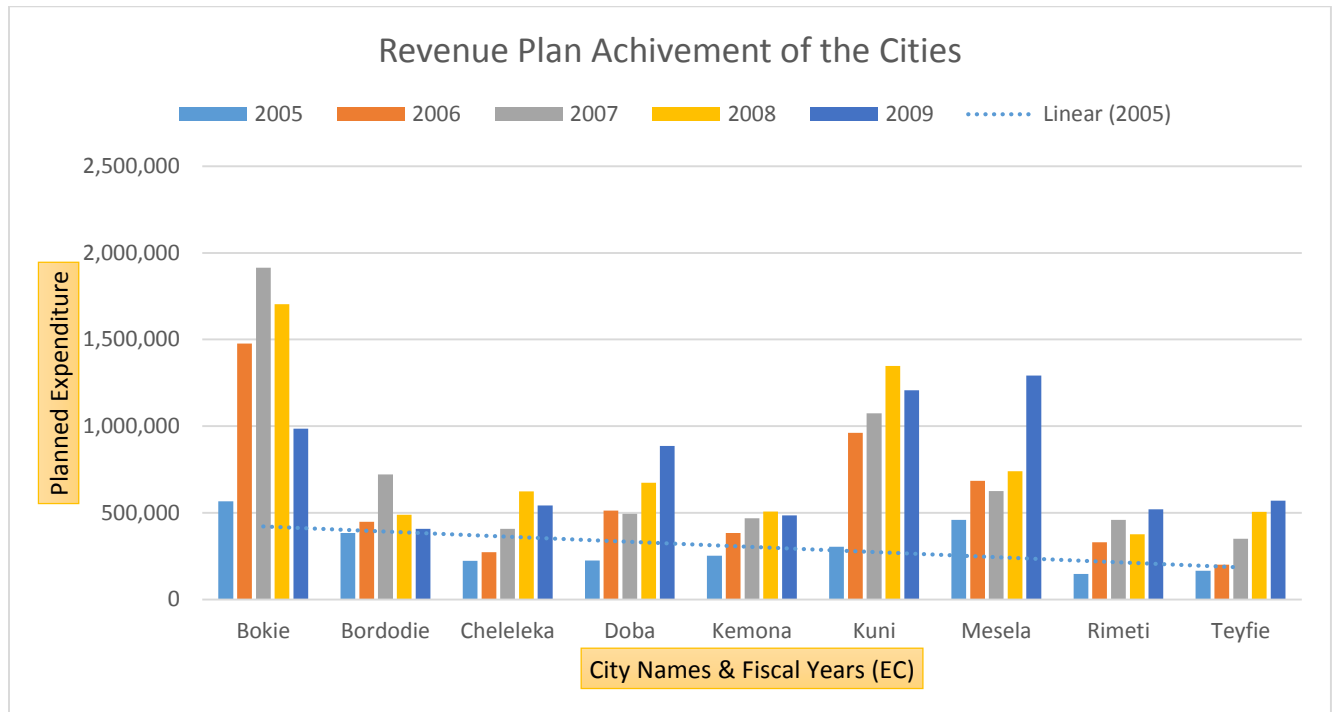
Chart 2 - Revenue Plans of the Cities in 2005-2009 EFY



Source- *Financial reports of the cities*

The above chart indicates that the revenue collection plans did not show a pattern that indicate continuous increase in the revenue size. In contrast cities are thought to grow in size, population and economic activities continuously unless they are dying cities. However, though they are not continuous, there are generally increases in considerable amounts of revenue from 2005-2007 in all cases except Cheleleka City. Conversely, when years 2008 and 2009 are considered, in most cities revenues planned to be collected have declined or remained stagnant (Bokie, Bordodie, Doba, Kemonna, Rimetti). Again, some cities have shown another fluctuation in the revenue planning in these years (Kemonna, Mesela, Teifie). The only city continued with increased revenue plans which is in line with the urban growth thought indicated above was Kuni City. The revenues plan of Kuni has increased considerably in 2006 and continued increasing till 2009. In addition to these, the chart shows that despite the fluctuations observed, generally there is a trend of increasing revenue plans when the fiscal years and the revenue size in all the cities are concerned from 2005 to 2009 Ethiopian fiscal years.

Chart 3- Summary of Revenue Accomplishment of the Cities in 2005-2009 EFY



Source- Financial reports of the cities.

The data gained from the Zone Revenue Authority though it was better than the data compiled from the reports in the time span and its completeness in the information it covered, it lacked details of revenue codes and the performance in each revenue area. Therefore, in order to have a complete picture of the revenue bases and their relative performance the revenue plans and their accomplishment were evaluated based on the details of the reports compiled from the financial reports of the cities. The data compiled is of three years 2007-2009 EFY. The compilation is attached to the appendix part. Accordingly, the revenue bases can be categorized into five major headings as: Tax Revenues, Charges and Fees, Grants, Penalty and the selling out of municipal properties. In the following chapters, these are discussed under the relevant headings taking penalty and municipal property selling out as revenue considered in charges and fees.

4.3.1. Tax Revenues

The revenue of cities comes from three main sources. These are: Taxes, Charges and External Fund. The external fund could include subsidies given in different forms from the woreda administrations.

The revenue that cities can generate from taxes can be calculated as:

$$T = \sum \left(\frac{T_j}{L_j} * \frac{L_j}{B_j} * \frac{B_j}{Y} * \frac{Y}{P} * P \right) = \sum r_j t_j b_j Y P \text{ where:}$$

T= Total tax revenue,

T_j= Tax revenue of tax j,

L_j= Legal tax liability of tax j for a given tax,

B_j= Base of tax j,

Y= Total personal income,

r_j = Collection rate,

t_j= Legal tax rate,

b_j= Base to income ratio,

y= per capita income and

P= Population (<http://documents.worldbank.org/curated/en/963911468739534803/urban-public-finance-in-developing-countries>, n.d.)

However, what is seen practically in the cities are adhering to tax bases that previously worked on and not to expand it following the economic activities, lack of identifying legal tax liability i.e. there was wide probability of under taxing and few overtaxing which lacks fairness, presence of wide informal economic activities, income which in most cases hidden by the tax payer, almost no consideration about per capita income and population increase were the major drawbacks in planning the city revenues. These problems compounded by lack of competent experts have made the revenue plans of the city to be based on bare estimation and previous performance considerations.

The other problem seen in the revenue collection was poor planning and weak implementing capacity. When the revenue plan and its accomplishment was considered, there were extreme values which indicated two types of problems. The first problem was poor planning which was reflected by abnormally high collection rate which reached to more than 1000%. The other extreme was collection rate which was 0%. This reflects weak plan implementation. For example, in the revenue plans, many of the cities have planned to collect revenue from penalty. However, most cities have 0% collection rate on this title (the data are attached on the appendix part) similarly the case of community contribution can be seen as poor collection rate since most cities again had 0% performance.

Fluctuations were seen both in the amount of revenue planned and its accomplishment. The reason for this situation was not explained. However, the amount of revenue collected was highly dependent on the strong follow up and commitment of revenue collectors of the cities. The practice of revenue collection, especially on the market days was done by participating different individuals including the regulation enforcing bodies. Though there were fluctuations between consecutive years, the general trend showed that there was increase in the size of both the planned and achieved revenues. When the trends were compared, the planned revenue was sloppier than the achievement showing that though both had an increasing trend, the increase in the planned amount was higher than that of the achieved revenue.

The detailed revenue plan data that was prepared based on revenue bases(codes) showed that the cities planned to collect 21,934,683 Birr in the 2007-2009 EFY. Out of this revenue the share of the tax was planned to be 6,198,354 Birr which was 28.26% of the total revenue planned. This was the second large portion of the revenue planned next to charges and fees. When the accomplishment was considered, the cities had collected 4,037,405 Birr which was 65.14% of their plan.

4.3.2. Revenue from User Charges

The other revenue source of the cities are user charges. In the bigger cities since the cities provide relatively many services they consider the cost of providing the services and issues of subsidizing

the poor in the basic services. In the small towns the services provided by the city administration are more of administrative services.

The revenue collected from user charges can be explained by:

$$C = \sum i \left(\frac{C_i}{Q_i} * \frac{Q_i}{P} * P \right) = \sum i (C_i * q_i * P) \text{ where:}$$

C= Total revenue collected from user charges,

Q_i = the quantity of service i consumed,

P= population,

C_i= the unit charge for service i,

q_i=the quantity of service produced per capita

(<http://documents.worldbank.org/curated/en/963911468739534803/urban-public-finance-in-developing-countries>, n.d.)

In these small towns the ratio c_i/e_i (i.e. service charge for unit service and the expenditure to provide the service) was not considered. Again in planning revenue from user charges bare estimation of revenue was practiced rather than this reasonable approach. This problem is related to lack of competency.

The revenue plans of the cities showed that charges and fees were the main revenue sources. The revenue planned to be collected from these revenue bases was 14,998,779 Birr which was 68.38% of the total revenue. When the accomplishment was considered, the cities collected 7,484,632 Birr which was only 49.9% of their plan. This indicated that the cities performed less in the areas which may generate them more revenue. This may be related to less service provision (less quantity) which may be further related to poor man power. The cities planned to collect 185,996 Birr from penalty which was 0.85% of their revenue. They accomplished only 5.34% of their plan and collected 9,925 Birr. The other revenue planned was the selling out of municipal properties which accounted 245,168 Birr and which was 1.12% of the total revenue planned. However, they collected 75,322 Birr which was 30.72% of their plan.

4.3.3. Grant/External Fund

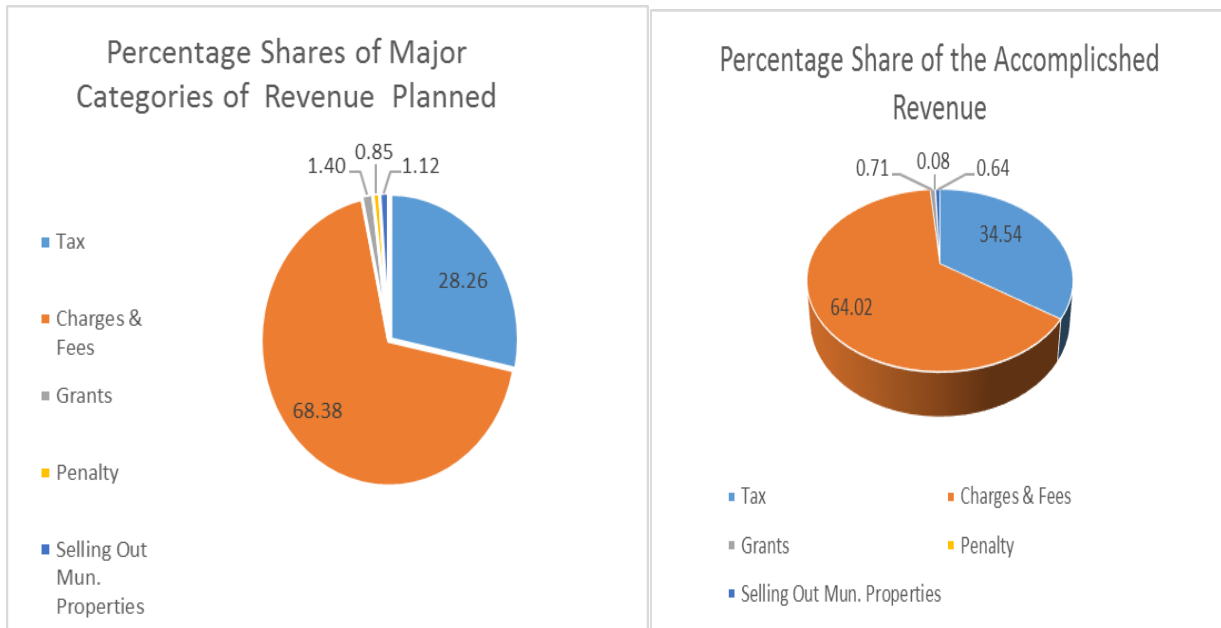
In case of these small cities there was no government transfer of funds to the city administrations. However, there were projects undertaken by woreda budgets and even budgets from the region in

some of the cities. This was how most of the services like potable water, electricity, provision of shades to enterprises etc. were taking place. The small cities have planned to collect revenue from community contribution for physical development activities. However, their collection rate in almost all the cities was zero. This may reflect loose relations between the city administration and the city residents or low commitment of the city administration to realize its plans. Again, it was contrary to the situation where 25% of the residents capable of election requested the kebele to be a city in getting legal personality.

The detailed revenue plans compiled from the financial reports of the cities showed that the total amount planned to be collected was 306,386 Birr in 2007-2009 EFY which was only 1.4% of the revenue planned. Its accomplishment was 75,322 Birr which was 27.09% of the plan.

In general, the summary of the detailed plan showed that the cities planned to collect 21,934,683 Birr in 2007-2009 EFY. Their accomplishment was the collection of 11,690,284 Birr which amounted 53.3% of their plan. The following chart summarizes the above discussion.

Chart 4-Percentage shares of major revenue areas (plan and actual)



Source- Financial reports of the cities.

4.4. Expenditure Analysis of the Small Cities in Executing Their Functions

When compared to revenue planning, expenditure planning and its realization was totally left to the city administrations. The following table shows the different expenditure titles frequently used by the cities as seen in their financial reports

Table 4- Expenditure titles used by the cities

Codes	Description
6111	Salary for Permanent Civil Servants
6113	Salary for Contract Workers
6114	Salary for Daily Laborers
6211	Workplace Clothing
6212	Office Supplies
6213	Publications
6217	Fuel and Greases
6223	For Different Capital Projects
6231	Per Dime
6232	Transport Payment
6233	Invitation
6245	Maintenance of Infrastructures
6251	Professional Contract Services
6252	Rents
6253	Advertisement
6255	Payment for Different Freight Services
6256	Other Different Payments
6257	Electricity Bills
6258	Telephone Bills
6271	Local Training
6313	Permanent Office Supplies
6324	Basic Infrastructure Construction
6416	Compensation Payments

Source- Financial reports of the cities.

In this part of the study, the expenditure plan and its implementation was first evaluated based on the fiscal years and the different cities using the following table and the charts derived from the table. Next, the sum total of expenditure plan and its actualization is assessed based on the expenditure codes in order to identify the relative shares of the expenditure plan and its accomplishment and identify the implication of each cost center in the cities.

The table below summarizes the detailed expenditure on the different titles that was compiled from the reports of the cities. The details are attached to the appendix part. As can be seen from the table in some cities there are years whose expenditure information are not available. As observed in this study, the zone Urban Development and Housing Office, the Zone Revenue Authority and the Regional bodies of these offices were not concerned about the expenditures cities spend. This was reflected by the absence of reporting on the expenditures and no one asked the cities on what and how the expenditures were spent. Regarding the achievement of expenditure plans, the cities were at different levels ranging from 40% to 98% in 2007 EFY, 50% to 94% in 2008 EFY and 56% to 139% in 2009 EFY. However, though the lower performance values were relatively acceptable, the upper range for example 139% clearly reflected expenditure planning far below the reality. In addition, these performance of expenditure was related to performance of physical plan activities.

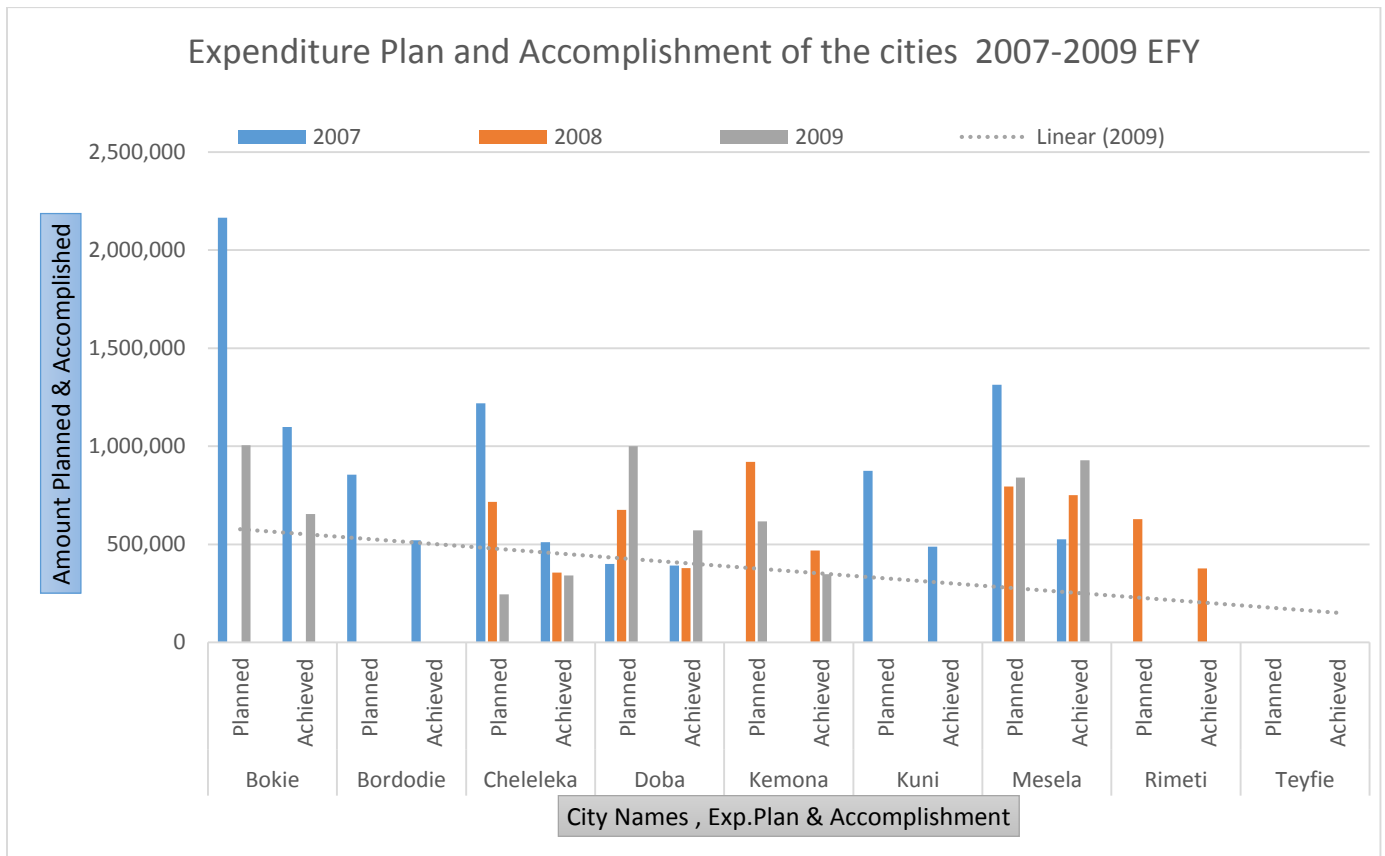
Table 5- Summary of Expenditures of the cities

S.N.	Town Names	Planned & Achieved	Fiscal Years (Ethiopian Calendar)		
			2007	2008	2009
1	Bokie	Planned	2,164,425	—	1,005,424
		Achieved	1,098,158	—	654,145
		%ge achieved	51	—	65
2	Bordodie	Planned	854,883	—	—
		Achieved	520,624	—	—
		%ge achieved	61	—	—
3	Cheleleka	Planned	1,218,644	717,028	245,395
		Achieved	510,431	355,566	340,983
		%ge achieved	42	50	139
4	Doba	Planned	399,325	675,296	1,000,690
		Achieved	391,205	378,169	570,771
		%ge achieved	98	56	57
5	Kemona	Planned	—	920,000	617,729
		Achieved	—	469,350	347,343
		%ge achieved	—	51	56
6	Kuni	Planned	874,576	—	—
		Achieved	488,326	—	—
		%ge achieved	56	—	—
7	Mesela	Planned	1,313,496	795,556	840,000
		Achieved	526,207	751,339	928,014
		%ge achieved	40	94	110
8	Rimeti	Planned	—	628,607	—
		Achieved	—	376,806	—
		%ge achieved	—	60	—
9	Teyfie	Planned	—	—	—
		Achieved	—	—	—

Source- Financial reports of the cities.

Therefore, one can suggest the implementation of service delivery and other physical plans from the performances of expenditures. Additionally, lack of expenditure information also means weak information on service and physical works.

Chart 5- Expenditure Plans and their Accomplishment



Source- Financial reports of the cities.

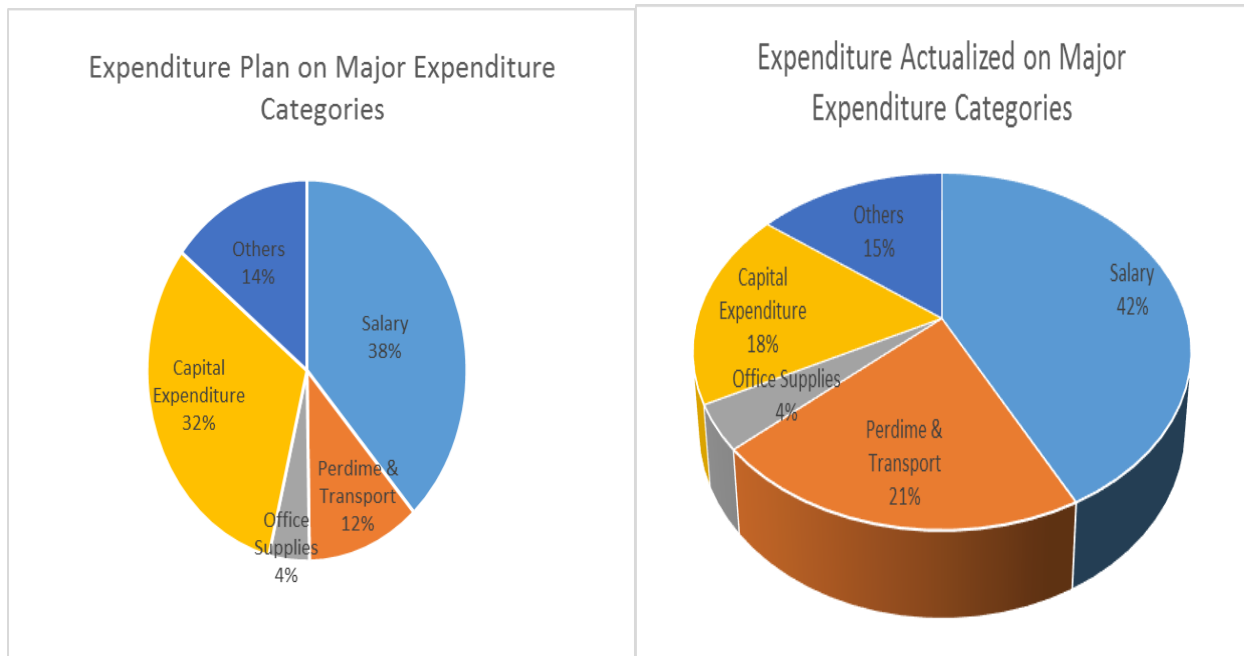
The chart shows the expenditure planning and its accomplishment in 2007- 2009 EFY. The trend expected to be was increase in both expenditure planning and accomplishment. However, there were cities that experienced the reverse (Bokie, Bordodie, Cheleleka, Kemona and Kuni). The expected trend was seen in case of Doba city only in terms of planning and Mesela city in case of expenditure accomplishment. The rest of the cities lack such trend and experienced fluctuations within the three fiscal years.

When expenditure codes were concerned, the codes listed above can be categorized into five major areas of expenditure namely: Salary, Per dime and transport, Office Supplies, Capital Expenditures and Others. Each is discussed by bringing the expenditures of all the cities together as follows.

Salary, which included salaries of permanent workers of the cities, contract workers and payment for daily laborers was planned to be 3,688,319 Birr. The share of this expenditure was planned to be 38.35% of the total expenditure of the cities. When its accomplishment was considered, 2,462,959 Birr which was 42.44% of the total expenditure was paid for salary. The other expenditure was per dime and transport which accounted 1,097,006 Birr. It was 11.41% of the total expenditure plan. The accomplishment showed that 1,215,634 Birr was spent on this code which was 20.95% of the total expenditure spent in the cities. Office supplies, which includes both permanent and recurrent office materials accounted 392,261 Birr which was 4.08% of the expenditure plan. The accomplishment was slightly below the plan which was 392,261 Birr and had a share of 4.03% from the total expenditure. Capital expenditure, which included the maintenance of old infrastructure and provision of new infrastructure accounted Birr 3,058,209 which was 31.8% of the expenditure plan. However, the accomplishment dropped to 1,043,109 Birr which was only 17.97% of the expenditure planned.

Other expenditures, which constituted all the rest cost centers, were planned to have an expenditure of 1,381,563 Birr or 14.37% of the expenditure plan, while the accomplishment was i.e. 847,756 Birr or 14.61% of the planned expenditure. Generally, the expenditure plan accomplishment showed that 63.9% of the expenditure spent was on salary and per dime. On the two cost centers, payments were above the plan. In contrast, the capital expenditure on infrastructure and maintenance and provision was planned to be 31.8% of the total expenditure planned. However, the accomplishment was only 17.97% of the planned expenditure.

Chart 6- Percentage Shares of Planned and Actual Expenditures



Source- Financial reports of the cities.

4.5. Comparison of Revenue Vs Expenditure of the Small Cities

In almost all the proclamations and regulations of city administration, revenue has been considered among the criteria to determine the grade of cities and even as a criterion to get legal personality. However, nothing has been said about the expenditure of the cities when their duties and functions were listed. The bottom-line to say a city can finance its costs with its maximum resource mobilization was not clearly stated in the proclamations and regulations. Having this in mind, the fiscal gap and the budget gap seen in the small towns are presented as follows.

4.5.1. Fiscal Gap

Fiscal gap is the gap/difference between perceived service needs and the available financial resources to provide these services. The fiscal gap has demand/need and cost factors. The demand factor is determined by: price, residents' income and taste. The growth in needs is mostly associated with increase in population number. The demand factors have the effect of increasing the quantity of services. Urbanization generally has the effect of increasing both the demand and

cost factors resulting in expenditure pressure on the cities. This was in line with what the small cities were experiencing.

On the contrary, urbanization has also the opportunity of raising revenues. Therefore, to sustain healthy urbanization, proportional increase on both revenue and expenditure is important. What generally seen on the ground is fiscal gap was a common phenomenon. Similarly, in the small cities of this study, it was quite visible that the physical infrastructure like internal access roads, ditches, street lights, sanitation services, protection of soil erosion and gully formation, culverts, small and medium bridges etc. were absent. There was a large backlog in the provision of these and other infrastructures in the small cities which revealed the presence of wide fiscal gap in the cities. This fiscal gap has the probability of increasing since these cities were not in a position of addressing the demand of infrastructure, but continued unplanned expansion. This wide gap in turn increases the shortage of available revenue to provide the required services not only now but also in the future of these cities.

4.5.2. Budget Gap

Budget gap is the actual shortage of revenue which is expressed by the difference between planned revenue and achieved expenditures. Fiscal gap is common phenomenon while budget gap is less common in most cases which is related to city performance. Budget gap is calculated as per the fiscal year. Therefore, budget gap is the negative difference gained by subtracting actual expenditure from planned revenue of the specific fiscal year. In the case of the small cities, when the expenditure realized and planned revenues were considered it was observed that in the EFY 2007-2009 the cities planned to collect 21,934,683 Birr. However, their realized expenditures were only 5,803,475 Birr. This shows that the negative difference between the actual expenditure and planned revenue was -16,131,208 Birr which was 2.8 times larger than the actual expenditure accomplishment. This clearly shows that there was serious budget gap in these small cities in those fiscal years.

4.6. Analysis of Institutional Capacity of the Small Cities

The following tables show the manpower needed in the city administration and land development and management offices in the city level for the small cities. The structure prepared for the offices of the city administration has 43 positions for MCA and 35 positions for GMCA. As seen from the table, in the process of restructuring the cities, in relation to proclamations 195/2015, 196/2016 and regulation 186/2016 the cities have filled positions ranging from 5-23 in the different cities. Most of the cities, i.e. 7 out of the 9 have filled 30% to 14.29% of the positions approved for them.

Assuming that the structure was approved through studies conducted to match with the duties and functions of the cities, one can suggest that there was less manpower in number than expected to be regardless of competency, commitment and other qualities. Similarly, in the land development and management offices shortage of manpower was evident. What made the shortage here more serious was that it was more affected by lack of professional competency than that of the other i.e. the manpower in the city administration offices.

Table 6- Existing and Required manpower in the cities

S.N.	City Name	City Grade	Manpower Needed (structure)	Manapower (Existing)	%ge of existing manpower
1	Bokie	Municipality City Administration	43	23	53.49
2	Bordodie	Growing Municipality City Admin.	35	10	28.57
3	Cheleleka	Growing Municipality City Admin.	35	15	42.86
4	Doba	Municipality City Administration	43	11	25.58
5	Kemona	Growing Municipality City Admin.	35	10	28.57
6	Kuni	Municipality City Administration	43	13	30.23
7	Mesela	Municipality City Administration	43	7	16.28
8	Rimetti	Growing Municipality City Admin.	35	5	14.29
9	Teyfie	Growing Municipality City Admin.	35	8	22.86

Source- WHZUDH Office

Additionally, from the physical observation made, it was observed that most of the cities do not have relevant offices, office equipment, and space that facilitates service provision

Table 7- Existing and Required manpower in the ULDM offices

S.N.	Zone/City Name	Previous City Grade	Current City Grade	Manpower (Permitted Office Structure)			Existing ManPower						%ge of existing manpower	
				Degree & Above	Below Degree	Total	Degree & Above			Below Degree				Total
							M	F	T	M	F	T		
1	W. Har.Zone Office			43	3	46	12	4	16	1	0	1	17	35%
Cities														
1	Bordodie	4 th B	MCA	4	9	13	0	0	0	4	0	4	4	31%
2	Doba	4 th C	GMCA	4	9	13	0	0	0	2	1	3	3	23%
3	Bokie	4 th A	MCA	4	9	13	3	0	3	3	3	6	9	69%
4	Cheleleka	4 th C	GMCA	4	9	13	1	0	1	2	0	2	3	23%
5	Teyfie	4 th C	GMCA	4	9	13	3	0	3	4	1	5	8	62%
6	Rimetti	4 th C	GMCA	4	9	13	0	0	0	2	0	2	2	15%
7	Kuni	4 th A	MCA	4	9	13	1	0	1	2	3	5	6	46%
8	Mesela	4 th B	MCA	4	9	13	1	0	1	2	0	2	3	23%
9	Kemona	4 th C	GMCA	4	9	13	4	0	4	3	1	4	8	62%

Source- WHZULDM office

Generally, when the financial positions of the cities, which include: the revenue plan and implementation, the expenditure plan and implementation, the fiscal gap, the budget gap are considered, and the manpower in these cities was evaluated and the functions expected from the cities is seen the cities were in a very serious problem to serve the existed and continuously growing demands of their residents which justifies their early incorporation.

4.7. Land Administration Performance of the Small Cities

The land development and management agency that was structured from Region to cities was trying hard to work with plans that fit hierarchically. Therefore, city plans were cascaded from framework plans that were formulated at the Regional and zonal level. The implementation of the plans was evaluated quarterly and summarized by evaluation at the end of the fiscal years. Based on this, cities were awarded for their better performances. In this study this annual evaluation results found from the Zone Land Development and Management Office were used as the land administration performance of the cities. Additionally, the land administration performance of

EFY 2006 was compiled from the reports that the cities sent at that time following similar procedures of the other evaluations. The evaluation has used different priority areas with different weights that were given attention in that fiscal year.

Table 8- Land Administration Performance of the cities in 2006 EFY

S.N.	City Name	Providing Building Permit			Follow Up of Building Permit			Registering Property Transfer			Land Provision			Land Inventory			Controlling Illegal Buildings			100%
		Planned	Achieved	% ge achieved	Planned	Achieved	% ge achieved	Planned	Achieved	% ge achieved	Planned	Achieved	% ge achieved	Planned	Achieved	% ge achieved	Planned	Achieved	% ge achieved	
1	Bordodie	150	10	7%	150	10	7%	0	0		7.0	0.0000	0%	20.0	5.0	25%	70	14	20%	10%
2	Doba	50	22	44%	50	22	44%	50	10	20%	1.0	0.0000	0%	0.0	0.0		110	11	10%	20%
3	Bokie	250	122	49%	250	122	49%	48	4	8%	1.0	0.0004	0%	110.0	110.0	100%	150	4	3%	35%
4	Cheleleka	64	13	20%	64	13	20%	48	7	15%	1.0	0.0016	0%	162.0	32.0	20%	0	0	_	13%
5	Teifie	_	_	_	_	_	_	0	0	_	2.0	0.0098	0%	60.0	23.0	38%	0	0	_	6%
6	Rimetti	50	4	8%	50	4	8%	0	0	_	1.0	0.0008	0%	177.0	2.0	1%	0	0	_	3%
7	Kuni	90	18	20%	90	18	20%	50	17	34%	3.0	0.0001	0%	556.0	185.0	33%	83	12	14%	20%
8	Mesela	25	14	56%	25	14	56%	15	9	60%		_	_	250.0	233.0	93%	30	6	20%	48%
9	Kemona	72	58	81%	72	58	81%	0	0	_	1.0	0.0014	0%	10.0	5.0	50%	88	0	0%	35%

Source- compiled from the reports of the cities.

Table 9- Land Administration Performance of the cities in 2007 EFY

S.N.	City Name	Having manpower (%5)	Awareness Creation on Land Laws and issues (%5)	Making General Land Inventory	Land Preparation (%10)	Land Transfer (%10)	Titling Old Possessions (%10)	Regularizing Illegal Land Possessions (%5)	Providing Land Use Permit (%5)	Providing Temporary Title (%5)	Organizing Land Record section (%10)	Regular Accomplishment Report (%10)	Bulldozing and Banning Illegal Constructions (10%)	Total (%100)
1	Bordodie	5	1.2	0.73	10	0.6	10	1.6	5	0	1.9	7.5	10	53.53
2	Doba	5	4.1	0	0.35	0	2.1	2	4	0	10	9.2	10	46.75
3	Bokie	5	5	15	10	5.1	10	4.5	5	2	7.8	10	10	89.4
4	Cheleleka	1.67	0	15	0.21	0	0	0	5	0	0	4.2	10	36.08
5	Teifie	4.17	3.8	15	0	0	0	5	5	0	0	4.2	10	47.17
6	Rimetti	2.5	4.2	7.43	0	0.2	10	5	3	0	0	4.2	10	46.53
7	Kuni	5	5	15	5	0.1	10	5	4	2	10	10	8.2	79.3
8	Mesela	4.17	5	3.16	3.47	1	6.9	1.4	4	1	0	10	3.3	43.4
9	Kemona	2.5	5	2.16	10	10	0	0	4	0	7.3	8.3	6.4	55.6

Source- WHZULDM Office

Table 10- Land Administration Performance of the cities in 2008 Fiscal Year

S.N.	City Name	Having Manpower (%)	Awareness Creation on Land Laws and Issues (%)	Conducting General Land Inventory (%)	Land Preparation (%)	Land Transfer (%)	Providing Land Use Permit (%)	Providing Temporarily Titling (%)	Organizing Record section (%)	Total (%100)
1	Bordodie	2	3.5	2.27	30	1.2	4	2	9	53.97
2	Doba	1	5	20	29.2	0	3	0	15	73.2
3	Bokie	3.5	5	0	30	10	5	10	15	78.5
4	Cheleleka	1	0	11.9	30	5.2	4	0	0	52.1
5	Teifie	2.5	5	7.29	0	0	3	0	7.5	25.29
6	Rimetti	1.5	0	0	17.85	10	5	0	0	34.35
7	Kuni	3	4.9	16.67	30	8.8	5	5	14.8	88.17
8	Mesela	1	5	12.79	17.46	8	5	10	14.6	73.85
9	Kemona	1.5	5	8.65	1.07	1	4	0	14.8	36.02

Source- WHZLDM Office

Table 11- Land Administration Performance of the cities in 2009 EFY

S.N.	City Name	Having Manpower	Awareness Creation On Land Laws and Issues	Documenting Old Possessions Lacking Titles	Documenting Illegz Constructions existig before the	Land Preparation for Various Uses	Land Transferred for Various Uses	Titling land Possession	Providing Temporary Use Permit	Organizing Land Documents in the Record Section	Compensation Payment	Regular Reporting	Total 100%
1	Bordaddee	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	9%	1%
2	Doobbaa	8%	100%	100%	100%	52%	19%	43%	0%	84%	0%	82%	53%
3	Bookee Xiqqoo	0%	100%	15%	5%	63%	0%	36%	6%	39%	77%	64%	37%
4	Calalaqaa	0%	100%	17%	0%	100%	0%	17%	0%	5%	0%	36%	25%
5	Tayfee	15%	0%	12%	6%	0%	9%	7%	0%	0%	0%	64%	10%
6	Rimeettii	0%	0%	52%	100%	0%	70%	48%	19%	0%	0%	45%	30%
7	Qunnii	0%	8%	37%	100%	21%	1%	36%	30%	33%	0%	100%	33%
8	Masalaa	0%	62%	73%	52%	32%	75%	26%	26%	27%	0%	55%	39%
9	Kammoonaa	0%	100%	100%	0%	0%	0%	100%	21%	53%	0%	82%	41%

Source- WHZLDM Office.

4.8. Relationship Between Early Incorporation and Land Administration Performance

In evaluating the association between early incorporation and the Land Administration Performance of the cities, revenues of the cities in 2005-2009 EFY were used to show the level of maturity of the cities. The land administration performance of each year shown above represented the land administration performance of each city. Kendall Tau-b and spearman correlation analysis were carried out to find out the relationship between city revenue and Land Administration Performance of the cities.

The result of analysis showed that there was significant relationship between revenue and Land Administration Performance ($r_{T(34)} = .387$ $p < .001$) in Kendall Tau-b and ($r_{s(34)} = .527$, $P < .001$) in Spearman correlations which means moderate to strong relationship existed between the two variables.

The effect size of this relationship was large (Cronc, 2017). Squaring the correlation coefficient indicates that 14.7% to 27.77% the variability in the level of Land Administration Performance was explained by the revenue collected in the cities.

This suggested that cities with better revenue perform better and increase in revenue improves Land Administration Performance.

The following table summarizes the data used in this process.

Table 12- Case Processing Summary

	Cases					
	Valid		Missing		Total	
	N	Percent	N	Percent	N	Percent
Revenue	36	100.0%	0	0.0%	36	100.0%
Land_Admin_Perform	36	100.0%	0	0.0%	36	100.0%

Source- SPSS data analysis software

From the different models of correlation analysis, it was planned to use Pearson correlation analysis. However, the data failed to fulfill the assumptions required by the Pearson correlation analysis: the revenue variable was not normally distributed (it was skewed) and there appeared

outlier values in the revenue variable. The scatterplot also indicated that there was a monotonic relationship between the two variables rather than a linear relationship as required by the Pearson Correlation. Due to these, the use of Pearson correlation was ignored. The scatter plot, the normality curve and the graph showing the existence of outlier values are attached in the appendix part of this study

The following table shows two of the normality tests in addition to normality curve, kurtosis and skewness.

Table 13- Table showing the normality tests of the data used in the study

	Kolmogorov-Smirnov ^a			Shapiro-Wilk		
	Statistic	df	Sig.	Statistic	df	Sig.
Revenue	.196	36	.001	.848	36	.000
Land_Admin_Perform	.106	36	.200*	.962	36	.254

*. This is a lower bound of the true significance.

Source - SPSS data analysis software

Table 14- Results of the correlation Analysis on the data Revenue and Land Administration Performance of the cities

Kendall's tau_b	Revenue	Correlation Coefficient	1.000	.387**
		Sig. (2-tailed)	.	.001
		N	36	36
Land_Admin_P erform	Revenue	Correlation Coefficient	.387**	1.000
		Sig. (2-tailed)	.001	.
		N	36	36
Spearman' s rho	Revenue	Correlation Coefficient	1.000	.527**
		Sig. (2-tailed)	.	.001
		N	36	36
Land_Admin_P erform	Revenue	Correlation Coefficient	.527**	1.000
		Sig. (2-tailed)	.001	.
		N	36	36

** . Correlation is significant at the 0.01 level (2-tailed).

Source- SPSS Software

Correlation analysis was done by both Kendall's Tau-b and Spearman's rho for the purpose of comparison. They both have shown that there was significant correlation between the two variables. However, difference existed in the strength of the correlation. Kendall's Tau-b revealed that the correlation was moderate while Spearman's rho suggested strong association. The following table shows the correlation coefficients and the significance level among other information.

CHAPTER FIVE

5. FINDINGS, CONCLUSIONS and RECOMMENDATIONS

5.1. Findings of the Study

In this study, the following were the findings identified. These were:

- Revenue of the small cities was generated largely from service charges and fees followed by the taxes which were 64.02% and 34.54% respectively. This shows 98.56% of the revenue was collected from the two areas. On the other hand, the expenditures in the cities were dominated by salary and per dime which accounted to 63% of the actual expenditure. This may be one factor for the cities to spend less in provision and maintenance of basic infrastructures,
- The cities were subjected to fiscal gap that increases from time to time since there was continuous expansion of the cities without provision of basic infrastructures like road and ditches,
- Revenue collection rate of the cities was low when the planned and actualized amount of major revenue areas were concerned. The rate of revenue collection in the major revenue areas were: 0.65 for Taxes, 0.5 for charges and fees, 0.27 for grants, 0.05 for penalties and 0.31 for selling out municipal properties,
- The cities were in serious budget gap that reached -16,131,208 Birr which was about - 5,377,761 Birr per year on average. When the average annual revenue plan of the cities was seen it was 7,311,561 Birr on average. Whereas their actual annual expenditure was 1,934,492 Birr on average. This figures showed that the budget gap reached -5,327,069 Birr on average which was about 2.68 times larger than the actual expenditure,
- There was a situation in some cities that the woredas paid salary of the workers in the city administration. For example, salaries for the LDMO of Bokie, Doba and Mesela were paid from the woreda budget. Additionally, few woredas have paid compensation to farmers for land consolidation and helped the LDMO to transfer land for residential purposes,
- Though revenue collected in cities is one of the criteria to be met while incorporation, the amount of revenue to be collected, the extent that cities shall be capable to cover their

expenditure, the ways and areas that the woredas shall subsidize the cities were not clearly indicated,

- Expenditures were not followed up. Almost no attention was given to expenditures by the different organs of the government at city, woreda and zone levels. None were concerned about the fiscal gap and the budget gap that the cities were facing,
- Seven cities out of the nine had manpower that ranged from 14.29 % to 30% in the city administration offices and six cities out of the nine filled 15% to 35% of the positions in the land administration offices from the required number of positions in their structure. These show lack of manpower in the number of positions regardless of their quality and commitment,
- The functions to be accomplished and the services to be provided in the different city grades were not differentiated by type and standards till this study was conducted though the idea was there in different documents. Therefore, minimum standards that the cities shall adhere in providing services were not known. For example, slaughter houses, solid waste disposal,
- The revenue collected in the cities and their land administration performance had relationships that range from moderate to strong. It was found that 14.7% to 27.77% of the performance in land administration can be explained by the revenue collected in these cities (differences in land administration performance may be due to differences in revenue generation),
- Though the responsibility of developing and transferring land was given to the land administration and management agency's structures by proclamations, practically this was not the case in the small cities. All the salary, recurrent budget and budget for compensation were allotted by the city administrations. Therefore, the existence of the land development and management office itself was the will of the city administration,
- All the woredas, based on the direction given by the political structures, allotted budget to construct shades for MSE which has positive influence in the cities.

5.2. Conclusions of the Study on the Issues Assessed

The following are the conclusions reached at, based on the findings of the study. These are:

- The cities were not matured enough (they were prematurely incorporated) to execute the functions expected of them. This was clearly manifested by their limited capacity to mobilize resources, inability to implement their expenditure plans, insufficient manpower and logistics, and incomplete urban governance structure and the objective level of services and infrastructures in these cities,
- The increase in revenue collection has positive relation with the land administration performance of the cities. Therefore, cities can improve the performance of land administration and management by improving their resource mobilization, especially their revenues. However, revenue is not the sole factor for improving the land administration performance. There are also other factors which need to be addressed in order to improve the land administration performance,
- Though revenue generation was kept as a criterion for incorporation (get legal personality), it was not clearly stated how it is implemented. It was not practiced on the cities in the zone.
- Woreda Councils are formed from kebeles in the respective woredas. The small cities are considered as single kebeles. This makes the woreda councils to be dominated by rural kebeles and thereby rural agendas resulting poor representation and weak attention for the issues of the small cities.

5.3. Recommendations Forwarded

Based on the findings identified and the conclusions reached the following recommendations are forwarded. These include:

- When cities are incorporated, even though revenue is one criteria, its amount in association with the functions cities are expected to do was not clear. Therefore, considering the population size, and the services to be given by the city administration, there should be minimum amount per capita revenue to sustain services to the minimum standard,

- The type of services given and the standards to which the cities should adhere need to be clearly stated and the accountability of the cities to adhere to them shall be checked,
- As seen from the data, both revenue and expenditure fluctuate year after year. Therefore, when incorporating settlements as cities, the sustainability of the revenue should be checked for about three consecutive years and in these years a type of rural urban transition arrangement can be seen,
- Woreda administrations shall have certain amount of capital budget for infrastructure projects like internal roads, ditches, culverts etc. in the small cities. This can be calculated based on per capita expenditure subsidy requirement which woredas will be willing to pay when they accept/ support the incorporation of the specific city. A good start is there in building shades for the MSE built for unemployed youths. This shall be expanded to other areas also,
- Few woredas support the land provision effort of the small cities. In these cities land has been provided for residential and commercial purposes to some extent in one or two rounds. In most cases the woredas have recovered the finance they gave for land provision. This practice shall be expanded accordingly,
- In the structure of offices of the MCA and GMCA 43 and 35 positions exist respectively. Additionally, for the MCA another structure at kebele level having 14 positions have been prepared making the city administration manpower to be 57 in MCA. But, practically, both MCA and GMCA have single kebeles in the case of West Hararge Zone. The above situation seems abolition of kebeles from GMCA and duplication of positions in MCA. Therefore, clarity shall be created in these areas and
- We do have Urban Development policy at the national level. This national policy may not address all issues to be considered at different levels (from Federal to Woreda). Therefore, it is better if the region developed regional urban development policy which is in line with the national one but, addresses issues peculiar to the region in more detail. The practice of the Amhara Regional State is a good example.

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Appendix

Questions for Focused Group Discussion with experts on land together with Municipal Partners

1. How did you identify the parcels in your town? Who participated in the identification process? When was the identification conducted? Did it cover all the town boundary? How is it being updated? What was the reaction of the residents in the process? What good practices do you have in this area? If the parcels are not identified, why? What is the influence it posed on the land administration process? What are the problems that hindered you from parcel identification? What are the root causes for these problems?
2. What are the problems in delineating the boundary of your town? What was done to address them? What are the problems that still exist? How was your coordination with woreda administration, rural kebele administrations and your approach to the farmer included to your town? What problems you faced in identifying the farmers and their land included to the town? What was the reaction of the farmers?
3. How do you give the building permit and follow up the implementation? What problems did you face in giving building permit and its follow up? How do you control illegal construction? With whom do you work in this respect and how is their cooperation?
4. Do you think that all transactions are registered? What can you say about the informal market? What percentage of the price is paid in the transaction? What problems you faced in collecting the revenue from transactions? What is the reaction of the participants (buyers and sellers) about the payment?
5. What are the major problems in developing and transferring land? What type of road (material and width) are constructed in residential and mixed land use areas? Who participates in compensation valuation? What was the support of the woreda organs in the process of valuation? What was the reaction of the compensated about the rate of compensation?

Revenue and Expenditure Analysis and Gap Identification

1. Revenue Analysis

The following major points will be included in the revenue analysis accordingly:

- The legal basis to collect revenues (entitlement, tariff, service charges...determination),
- List of revenue sources entitled to the towns,
- Existing local revenue sources,
- Revenue bases identified and to be included in revenue sources,
- Revenue collection procedures and participating entities,
- External sources of finance (subsidy, aid),
- Annual revenue plan and accomplishment and
- Revenue trend analysis as the data allows will be done from 2005 EC to 2009 EC.

2. Expenditure Analysis

The following major points will be included in the revenue analysis accordingly:

- Existing local(town) expenditures (Recurrent expenditures and Capital expenditures),
- List of expenditure items in municipalities,
- The share of recurrent and capital expenditures,
- Plan and accomplishment of municipal expenditure,
- Trends in plan and accomplishment

3. Fiscal Gap

- The different ratios of revenue to expenditures to indicate the extent to which the town is able to finance its development activities.

Questions for interviews of Mayors and Offices of Speakers' of Woreda Councils

1. How do the mayor of a small town is appointed and removed from office?
2. What government organs are accountable to the mayor of small towns?
3. What is the mayors' interaction with the kebele structures and with the Woreda council?
4. What do you observe about:
 - Political accountability,
 - Financial accountability,
 - Administration accountability and
 - Technical accountability of the small towns?

Data on Land Administration Performance		Town- _____		
1. Do you think the number of parcels in the town are known?		yes		No
If they are known how many are they? Please write in numbers _____				
2. Does the composition (types of holdings) of the parcels in your town known?		Yes		No
If their composition is known, please state them in numbers on the space provided next to each type				
2.1. The number of formal parcels (parcels with registered title deeds) _____				
2.2. The number of old holdings without deeds _____				
2.3. The number of illegal holdings _____				
2.4. The number of farm lands (farms held by different farmers or the same farmer in different locations of the town) _____				
2.5. Parcels held by government Institutions _____				
2.6. Parcels held by religious institutions _____				
2.7. Others _____				
3. How many positions are there on the structure of your town? _____ How many are filled with appropriate persons? _____				
What does its detail look? Please insert the correct numbers in the boxes in front of each title.				
3.1. Office head - Assigned		not assigned		Temporary
3.2. process Owners - Assigned		not assigned		
3.3. Professionals - Assigned		not assigned		
3.4. Supportive Staff -Assigned		not assigned		
4. Delineation of town boundary				
4.1. Year the urban plan was prepared _____				
4.2. Year the urban plan was approved _____				
4.3. Agreements made with rural kebele officials?		Yes		No
4.4. Boundary marks on roads crossing the boundary				
4.4.1. Number of marks placed on roads _____				
4.4.2. Number of marks bordering 2 kebeles and the town _____				
4.4.5. Does the farmers on the boundary identified?		Yes		No
If identified, how many are they? _____				
5. Do you give and follow up building permit?		Yes		No
If yes, please see the following boxes and fill the information (in number) accurately				
fiscal year EC	permit for houses	permit for fences	General Remarks	
2005				
2006				
2007				
2008				
2009				

6. How many transactions are registered each year and the amount of money collected in these transactions?				
fiscal year EC	No. of transactions	Amt. of money collected		General Remarks
2005				
2006				
2007				
2008				
2009				

7. Number of mortgages registered in your town and the service fees collected				
fiscal year EC	No. of mortgages	Amt. of money collected		General Remarks
2005				
2006				
2007				
2008				
2009				

8. Number of farmlands that got temporary land holding and paying land rent to the town					
fiscal year EC	No. of Farmlands in the town	No. of farmers paying land rent to the town	Money collected from the farmers in these fiscal years		General Remarks
2005					
2006					
2007					
2008					
2009					

9. Land Development and transfer			
9.1. Land identified for development as per the land use plan (basic plan)			
fiscal year EC	planned in hectares	achieved in hectares	General Remarks
2005			
2006			
2007			
2008			
2009			

9.2. Land on which compensation is calculated and budget is asked						
fiscal year EC	planned in hectares	Amt. of budget asked for compensation	Amt . Of budget accepted for compensation		Amt. of Budget Delivered	General Remarks
2005						
2006						
2007						
2008						
2009						

9.3. Request of budget for land preparation and amount accepted						
fiscal year EC	planned in hectares	Amt. of budget planned for land preparation	Amt . Of budget accepted for compensation		Amt. of Budget Delivered	General Remarks
2005						
2006						
2007						
2008						
2009						

9.4. Adjusted plan for land preparation						
fiscal year EC	planned in hectares	Adjusted plan (in hac.)	Amt . Of budget accepted for adjusted plan (comp. + prep.)		Delivered budget for adjusted plan (comp. + prep.)	General Remarks
2005						
2006						
2007						
2008						
2009						

9.5. Number of farmers compensated, area of land collected and rate of compensation per meter square							
fiscal year EC	No. of farmers compensated	Area of land consolidated in hec.	compensation paid (Total)		compensation /m ²		
2005							
2006							
fiscal year EC	No. of farmers compensated	Area of land consolidated in hec.	compensation paid (Total)		compensation /m ²		
2007							
2008							
2009							
9.6. Expenditures on Land Preparation							
fiscal year EC	Road Legth in meters	Average road width	Total Cost for land preparation (exclude comp.)		cost per meter length		General Remark
2005							
2006							
2007							
2008							
2009							
9.7. Total cost for land preparation, the number of parcels produced and cost of producing a meter square land							
fiscal year EC	Total Cost for land preparation		No. of transferable parcels	Average plot size	cost of producing a m ² land		Transferred price /m ²
2005							
2006							
2007							
2008							
2009							

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10. Record Keeping

10.1. Organization of files (infn.) on the listed holdings. In numbers

No.	Holding Types	Fiscal Years					General Remark
		2005	2006	2007	2008	2009	
1	Formal						
2	Old Possessions						
3	Illegal holdings						
4	Government Institution						
5	Religious Instns.						
6	Others						

10.2. Safety for Records (make V for 'Yes' and 'X' for 'No')

No.	Indicators	Fiscal Years					General Remarks
		2005	2006	2007	2008	2009	
1	Safe Shelves						
2	Separate Room						
3	Light and Ventilation						
4	Record Officers						
5	organizing file content						
6	Organizing Folders						
7	Control of rodents						

10.3. Presence and Use of Registers (make V for 'Yes' and 'X' for 'No')

No.	Registry Type	Fiscal Years					General Remarks
		2005	2006	2007	2008	2009	
1	Transaction / Transfer						
2	Mortgage						
3	Mother Registry						

11. Documentation (Presence of Documents)

Presence and Use of Registers (make V for 'Yes' and 'X' for 'No')

No.	Documents	Fiscal Years					General Remarks
		2005	2006	2007	2008	2009	
1	Land Policy, Laws, Regulations, directives						
2	Urban Plans						
3	Text Document of plan						
4	Reports						
5	Other documents						

Revenues of the Cities Based on Revenue Codes and Fiscal Years (EC)

Revenue Codes	Fiscal Years	Planned & Achieved	Town Names								
			Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka
1721 (Property Tax)	2007	Planned	–	100,000	–	100,000	–	–	–	–	–
		Achieved	–	38,916	–	15,394	–	–	–	–	–
		% ge of Achievement	–	38.92	–	15.39	–	–	–	–	–
	2008	Planned	–	50,000	111,900	–	–	–	29,000	–	–
		Achieved	–	33,655	64,802	–	–	–	47,728	–	–
		% ge of Achievement	–	67.31	57.91	–	–	–	164.58	–	–
	2009	Planned	69,377	55,000	–	–	–	–	–	–	–
		Achieved	29,903	21,885	–	–	–	–	–	–	–
		% ge of Achievement	43.10	39.79	–	–	–	–	–	–	–
1722 (Land Rent)	2007	Planned	54,000	120,000	136,992	350,000	99,077	–	–	–	36,000
		Achieved	39,684	30,509	68,302	144,500	89,518	–	–	–	15,743
		% ge of Achievement	73.49	25.42	49.86	41.29	90.35	–	–	–	43.73
	2008	Planned	100,000	60,000	40,062	–	–	50,000	15,000	–	120,000
		Achieved	43,439	38,176	182,500	–	–	12,270	12,900	–	47,063
		% ge of Achievement	43.44	63.63	455.54	–	–	24.54	86.00	–	39.22
	2009	Planned	40,000	55,000	107,000	–	–	45,000	–	–	–
		Achieved	35,084	18,134	14,295	–	–	16,215	–	–	–
		% ge of Achievement	87.71	32.97	13.36	–	–	36.03	–	–	–
1724 (Verandah rent)	2007	Planned	–	–	–	90,000	–	–	–	–	24,000
		Achieved	–	–	–	0	–	–	–	–	9,800
		% ge of Achievement	–	–	–	0.00	–	–	–	–	40.83
	2008	Planned	–	–	–	–	–	25,000	60,000	–	25,000
		Achieved	–	–	–	–	–	13,795	11,440	–	11,680
		% ge of Achievement	–	–	–	–	–	55.18	19.07	–	46.72
	2009	Planned	–	10,000	–	–	–	5,000	–	–	–
		Achieved	–	0	–	–	–	5,588	–	–	–
		% ge of Achievement	–	0.00	–	–	–	111.76	–	–	–

Revenue Codes	Fiscal Years	Planned & Achieved	Town Names								
			Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka
1725 (Market place lot Rent)	2007	Planned	–	80,000	28,496	50,000	33,686	–	–	–	24,000
		Achieved	–	95,124	1360	48,580	24,886	–	–	–	14,332
	% ge of Achievement		–	118.91	4.77	97.16	73.88	–	–	–	59.72
	2008	Planned	–	5,000	20,000	–	–	60,000	18,000	–	–
		Achieved	–	121,956	4,719	–	–	28,878	4,195	–	–
	% ge of Achievement		–	2439.12	23.60	–	–	48.13	23.31	–	–
	2009	Planned	–	170,000	50,000	5,000	–	40,000	–	–	–
Achieved		–	135,018	10,260	3336	–	27,464	–	–	–	
% ge of Achievement		–	79.42	20.52	66.72	–	68.66	–	–	–	
1726 (Cattle Market)	2007	Planned	320,000	180,000	378,496	160,000	233,821	–	–	–	168,000
		Achieved	127,973	178,824	218,469	197,192	227,840	–	–	–	89,401
	% ge of Achievement		39.99	99.35	57.72	123.25	97.44	–	–	–	53.21
	2008	Planned	193,697	150,000	380,000	–	–	–	–	–	200,000
		Achieved	279,505	151,108	260,091	–	–	–	–	–	204,252
	% ge of Achievement		144.30	100.74	68.45	–	–	–	–	–	102.13
	2009	Planned	363,509	250,000	413,657	160,000	–	146,000	–	–	–
Achieved		198,298	311,013	345,048	230,312	–	126,164	–	–	–	
% ge of Achievement		54.55	124.41	83.41	143.95	–	86.41	–	–	–	
1742(Construct ion Permit)	2007	Planned	23,000	100,000	93,496	200,000	–	–	205,000	–	42,000
		Achieved	19,000	27,004	14,423	50,577	–	–	124,638	–	11,332
	% ge of Achievement		82.61	27.00	15.43	25.29	–	–	60.80	–	26.98
	2008	Planned	30,000	250,000	70,000	200,000	–	120,000	30,000	–	85,000
		Achieved	18,100	45,168	51,895	109,236	–	71,345	25,240	–	17,800
	% ge of Achievement		60.33	18.07	74.14	54.62	–	59.45	84.13	–	20.94
	2009	Planned	25,000	60,000	95,000	–	–	50,000	–	–	–
Achieved		37,516	28,310	25,760	–	–	109,170	–	–	–	
% ge of Achievement		150.06	47.18	27.12	–	–	218.34	–	–	–	

Revenue Codes	Fiscal Years (EC)	Planned & Achieved	Town Names								
			Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka
1749 (Other Charges)	2007	Planned	34,000	300,000	71,992	545,000	853,281	-	-	-	37,000
		Achieved	311	90,295	18,688	342,211	39,973	-	-	-	25,633
	% ge of Achievement		0.91	30.10	25.96	62.79	4.68	-	-	-	69.28
	2008	Planned	25,000	45,000	54,496	-	-	40,000	60,000	-	44,000
		Achieved	3,544	134,005	25,095	-	-	67,564	42,268	-	25,456
	% ge of Achievement		14.18	297.79	46.05	-	-	168.91	70.45	-	57.85
	2009	Planned	77,000	30,000	45,327	262,220	-	25,000	-	-	-
Achieved		113,405	155,916	17,839	342,975	-	33,273	-	-	-	
% ge of Achievement		147.28	519.72	39.36	130.80	-	133.09	-	-	-	
1772 (Poperty Transfer Regn.)	2007	Planned	21,500	80,000	63,496	25,684	27,741	-	-	-	-
		Achieved	5,740	29,627	32,963	0	16,595	-	-	-	-
	% ge of Achievement		26.70	37.03	51.91	0.00	59.82	-	-	-	-
	2008	Planned	25,000	25,000	20,000	-	-	55,000	-	-	45,000
		Achieved	5,750	29,518	40,886	-	-	38,290	-	-	28,974
	% ge of Achievement		23.00	118.07	204.43	-	-	69.62	-	-	64.39
	2009	Planned	15,000	35,000	79,945	100,000	-	25,000	-	-	-
Achieved		18,299	9,571	34,786	ND	-	41,240	-	-	-	
% ge of Achievement		121.99	27.35	43.51	#VALUE!	-	164.96	-	-	-	
1776 (Slaghter house Service)	2007	Planned	-	20,400	-	15,000	-	-	-	-	-
		Achieved	-	1,260	-	0	-	-	-	-	-
	% ge of Achievement		-	6.18	-	0.00	-	-	-	-	-
	2008	Planned	-	5,000	-	-	-	-	-	-	-
		Achieved	-	8,540	-	-	-	-	-	-	-
	% ge of Achievement		-	170.80	-	-	-	-	-	-	-
	2009	Planned	-	10,000	-	-	-	-	-	-	-
Achieved		-	2,633	-	-	-	-	-	-	-	
% ge of Achievement		-	26.33	-	-	-	-	-	-	-	

Revenue Codes	Fiscal Years (EC)	Planned & Achieved	Town Names								
			Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfi e	Cheleleka
1717 (Fee from Transport)	2007	Planned	21,500	-	-	50,000	-	-	-	-	-
		Achieved	5,740	-	-	0	-	-	-	-	-
	% ge of Achievement		26.70	-	-	0.00	-	-	-	-	-
	2008	Planned	55,000	-	-	-	-	-	14,607	-	-
		Achieved	4,202	-	-	-	-	-	2,500	-	-
	% ge of Achievement		7.64	-	-	-	-	-	17.12	-	-
	2009	Planned	4000	-	-	-	-	10,000	-	-	-
Achieved		8,346	-	-	-	-	0	-	-	-	
% ge of Achievement		208.65	-	-	-	-	0.00	-	-	-	
1722 (House Rent)	2007	Planned	101,000	-	-	-	9,907	-	-	-	-
		Achieved	14,023	-	-	-	5,982	-	-	-	-
	% ge of Achievement		13.88	-	-	-	60.38	-	-	-	-
	2008	Planned	76,516	-	-	-	-	80,000	-	-	19,200
		Achieved	221,159	-	-	-	-	120	-	-	4,464
	% ge of Achievement		289.04	-	-	-	-	0.15	-	-	23.25
	2009	Planned	69,377	-	-	55,000	-	100,000	-	-	-
Achieved		29,903	-	-	44,740	-	4,300	-	-	-	
% ge of Achievement		43.10	-	-	81.35	-	4.30	-	-	-	
1723 (Shed Rent)	2007	Planned	33,500	-	46,496	-	-	-	-	-	-
		Achieved	7,800	-	34,225	-	-	-	-	-	-
	% ge of Achievement		23.28	-	73.61	-	-	-	-	-	-
	2008	Planned	32,400	-	50,000	-	-	-	-	-	-
		Achieved	39,425	-	100,501	-	-	-	-	-	-
	% ge of Achievement		121.68	-	201.00	-	-	-	-	-	-
	2009	Planned	42,000	-	59,389	-	-	-	-	-	-
Achieved		51,287	-	22,175	-	-	-	-	-	-	
% ge of Achievement		122.11	-	37.34	-	-	-	-	-	-	

Revenue Codes	Fiscal Years (EC)	Planned & Achieved	Town Names								
			Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfi e	Cheleleka
1717 (Fee from Transport)	2007	Planned	21,500	-	-	50,000	-	-	-	-	-
		Achieved	5,740	-	-	0	-	-	-	-	-
	% ge of Achievement		26.70	-	-	0.00	-	-	-	-	-
	2008	Planned	55,000	-	-	-	-	-	14,607	-	-
		Achieved	4,202	-	-	-	-	-	2,500	-	-
	% ge of Achievement		7.64	-	-	-	-	-	17.12	-	-
	2009	Planned	4000	-	-	-	-	10,000	-	-	-
Achieved		8,346	-	-	-	-	0	-	-	-	
% ge of Achievement		208.65	-	-	-	-	0.00	-	-	-	
1722 (House Rent)	2007	Planned	101,000	-	-	-	9,907	-	-	-	-
		Achieved	14,023	-	-	-	5,982	-	-	-	-
	% ge of Achievement		13.88	-	-	-	60.38	-	-	-	-
	2008	Planned	76,516	-	-	-	-	80,000	-	-	19,200
		Achieved	221,159	-	-	-	-	120	-	-	4,464
	% ge of Achievement		289.04	-	-	-	-	0.15	-	-	23.25
	2009	Planned	69,377	-	-	55,000	-	100,000	-	-	-
Achieved		29,903	-	-	44,740	-	4,300	-	-	-	
% ge of Achievement		43.10	-	-	81.35	-	4.30	-	-	-	
1723 (Shed Rent)	2007	Planned	33,500	-	46,496	-	-	-	-	-	-
		Achieved	7,800	-	34,225	-	-	-	-	-	-
	% ge of Achievement		23.28	-	73.61	-	-	-	-	-	-
	2008	Planned	32,400	-	50,000	-	-	-	-	-	-
		Achieved	39,425	-	100,501	-	-	-	-	-	-
	% ge of Achievement		121.68	-	201.00	-	-	-	-	-	-
	2009	Planned	42,000	-	59,389	-	-	-	-	-	-
Achieved		51,287	-	22,175	-	-	-	-	-	-	
% ge of Achievement		122.11	-	37.34	-	-	-	-	-	-	

Revenue Codes	Fiscal Years (EC)	Planned & Achieved	Town Names								
			Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka
1751(Sanitation Services)	2007	Planned	-	80,000	-	10,000	-	-	-	-	-
		Achieved	-	4770	-	0	-	-	-	-	-
	% ge of Achievement		-	5.96	-	0.00	-	-	-	-	-
	2008	Planned	-	120,000	-	-	-	10,000	-	-	-
		Achieved	-	32,499	-	-	-	7,160	-	-	-
	% ge of Achievement		-	27.08	-	-	-	71.60	-	-	-
	2009	Planned	-	-	-	-	-	3,000	-	-	-
		Achieved	-	-	-	-	-	0	-	-	-
	% ge of Achievement		-	-	-	-	-	0.00	-	-	-
1721(Regularizing illegal holdings)	2007	Planned	-	-	78,496	-	-	-	-	-	-
		Achieved	-	-	40,173	-	-	-	-	-	-
	% ge of Achievement		-	-	51.18	-	-	-	-	-	-
	2008	Planned	-	-	60,000	-	-	-	-	-	-
		Achieved	-	-	23,586	-	-	-	-	-	-
	% ge of Achievement		-	-	39.31	-	-	-	-	-	-
	2009	Planned	-	-	61,553	-	-	3,000	-	-	-
Achieved		-	-	3000	-	-	0	-	-	-	
% ge of Achievement		-	-	4.87	-	-	0.00	-	-	-	

Expenditures Based on Titles

S.N.	Expenditure	Fiscal Years (EC)	Planned & Achieved	Town Names									
				Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka	
1	6111 (Salary for Permanent Civil Servants)	2007	Planned	42,876		403,576	462,191	459,065				196,188	
			Achieved	29,112		273,953	350,203	318,392				142,517	
		% ge of Achievement			67.90		67.88	75.77	69.36				72.64
		2008	Planned										
			Achieved										
		% ge of Achievement											
		2009	Planned	284,595	174,678		936,388		53,100				122,568
Achieved	122,773		146,710		455,863		34,691				112,354		
% ge of Achievement			43.14	83.99		48.68		65.33			91.67		
2	6113(Salary for Contract Workers)	2007	Planned	3,840		0	15,000	0				56,400	
			Achieved	3,520		0	9,471	0				26,950	
		% ge of Achievement			91.67			63.14				47.78	
		2008	Planned										
			Achieved										
		% ge of Achievement											
		2009	Planned	6,000						36,264			25,380
Achieved	5,500							18,288			23,265		
% ge of Achievement			91.67					50.43			91.67		
3	6114(Salary for Daily Laborers)	2007	Planned	41,310		60,000	150,000					17,400	
			Achieved	81,884		89,685	48,175					16,515	
		% ge of Achievement			198.22		149.48	32.12				94.91	
		2008	Planned										
			Achieved										
		% ge of Achievement											
		2009	Planned	80,000	20,000		30,000						11,500
Achieved	73,790		44,192		25,860						9,296		
% ge of Achievement			92.24	220.96		86.20					80.83		

S.N.	Expenditure	Fiscal Years (EC)	Planned & Achieved	Town Names								
				Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka
4	6211(Workplace Clothing)	2007	Planned	5,400		6,000	4,000					
			Achieved	0		6,000	0					
		% ge of Achievement		0		100	0					
		2008	Planned									
			Achieved									
		% ge of Achievement										
		2009	Planned	3,000	2,000							
Achieved	3,000		2,389									
% ge of Achievement		100	119.45									
5	6212 (Office Supplies)	2007	Planned	26,750		45,000	27,000	20,180				18,000
			Achieved	3,735		2,999	9,659	11,192				11,476
		% ge of Achievement		13.96		6.66	35.77	55.46				63.76
		2008	Planned									
			Achieved									
		% ge of Achievement										
		2009	Planned	6,250	10,000		9,000		21,365			14,000
Achieved	13,044		30,341		11,421		20,716			11,184		
% ge of Achievement		208.70	303.41		126.90		96.96			79.89		
6	6213(Publications)	2007	Planned	7,898		5,000	21,000	7,063				15,000
			Achieved	1,924		368	10,569	5,948				9,595
		% ge of Achievement		24.36		7.36	50.33	84.21				63.97
		2008	Planned									
			Achieved									
		% ge of Achievement										
		2009	Planned	6,000	12,000		4,000		10,000			15,000
Achieved	7,399		7,863		48,481		12,225			14,000		
% ge of Achievement		123.32	65.53		1212.03		122.25			93.33		

S.N.	Expenditure	Fiscal Years (EC)	Planned & Achieved	Town Names									
				Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka	
7	6217 (Fuel and Greases)	2007	Planned	15,000		10,000						20,500	
			Achieved	6,700		8,925						20,220	
		% ge of Achievement			44.67		89.25						98.63
		2008	Planned										
			Achieved										
		% ge of Achievement											
		2009	Planned	0	8,000					3,000			15,000
Achieved	0		4,030					0			13,788		
% ge of Achievement				50.38				0.00			91.92		
8	6223 (For Different Capital Projects)	2007	Planned										
			Achieved										
		% ge of Achievement											
		2008	Planned										
			Achieved										
		% ge of Achievement											
2009	Planned												
	Achieved												
% ge of Achievement													
9	6231(Per Dime)	2007	Planned	57,000		90,000	262,000	50,453				107,000	
			Achieved	118,608		112,769	93,806	46,248				99,821	
		% ge of Achievement			208.08		125.30	35.80	91.67				93.29
		2008	Planned										
			Achieved										
		% ge of Achievement											
2009	Planned	95,000	120,000		90,000		100,000				105,000		
	Achieved	50,966	315,210		97,403		164,492				105,000		
% ge of Achievement			53.65	262.68		108.23		164.49			100.00		

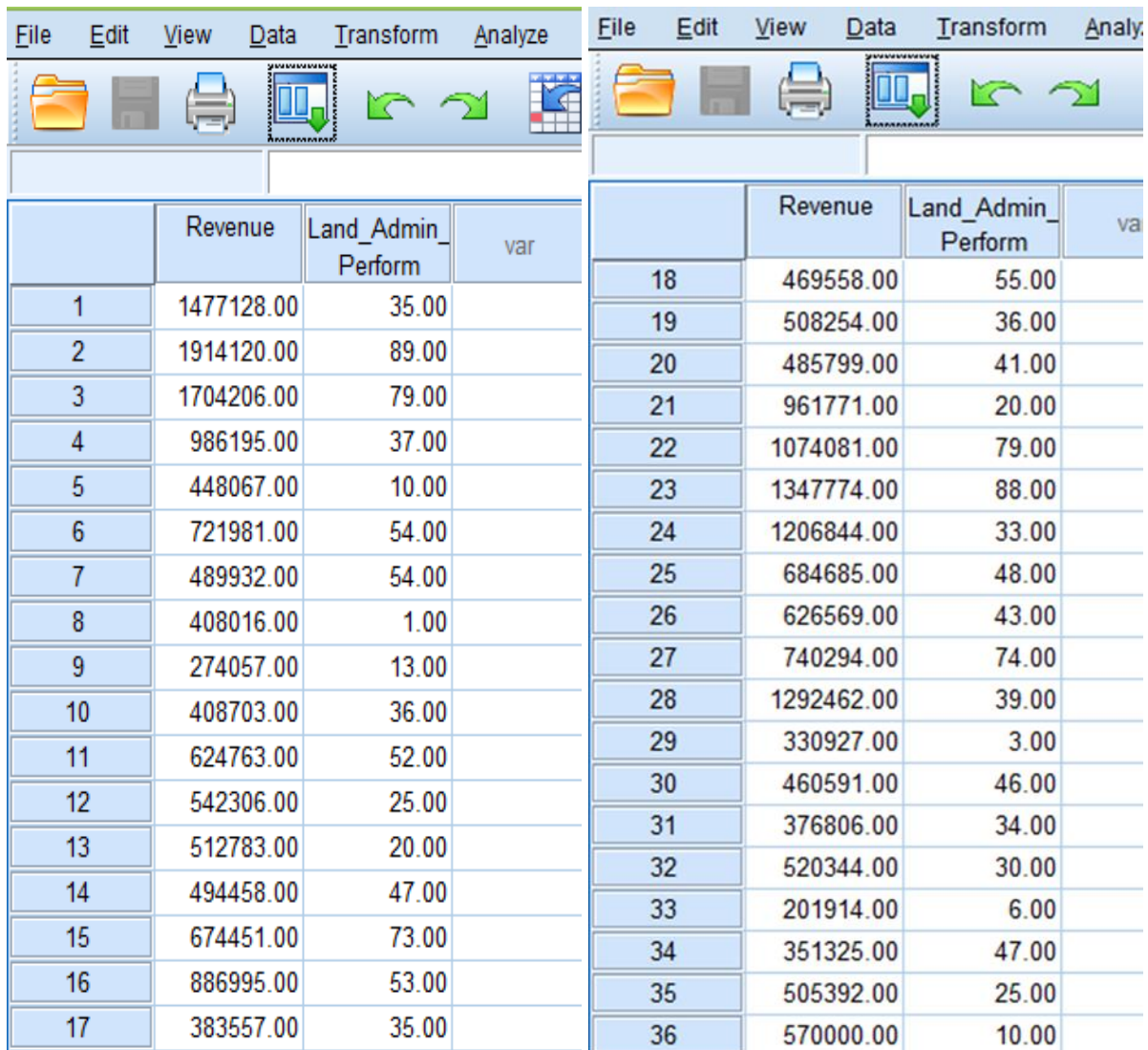
S.N.	Expenditure	Fiscal Years (EC)	Planned & Achieved	Town Names									
				Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka	
16	6255 (Payment for Different Freight Services)	2007	Planned				2,934	2,018					
			Achieved				0	0					
		% ge of Achievement				0	0						
		2008	Planned										
			Achieved										
		% ge of Achievement											
		2009	Planned										
Achieved													
% ge of Achievement													
17	6256 (Other Different Payments)	2007	Planned	20,800		8,000	10,000	21,189				21,000	
			Achieved	14,000		0	13,000	14,855				19,239	
		% ge of Achievement	67.31		0.00	130.00	70.11					91.61	
		2008	Planned										
			Achieved										
		% ge of Achievement											
		2009	Planned		17,817					2,000			
Achieved			86,317					2,000					
% ge of Achievement		484.46						100					
18	6257 (Electricity Bills)	2007	Planned	2,400		5,000	5,000	10,090					
			Achieved	1,101		1,327	190	1,818					
		% ge of Achievement	45.88		26.54	3.80	18.02						
		2008	Planned										
			Achieved										
		% ge of Achievement											
		2009	Planned	1,000	10,000		1,000		4,000				2,000
Achieved	3,308		940		897		516				2,833		
% ge of Achievement	330.8	9.4		89.7		12.9					141.65		

S.N.	Expenditure	Fiscal Years (EC)	Planned & Achieved	Town Names								
				Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka
19	6258 (Telephone Bills)	2007	Planned	2,400		7,000	6,000	5,045				
			Achieved	1,468		1,225	0	2,715				
		% ge of Achievement		61.17		17.50	0.00	53.82				
		2008	Planned									
			Achieved									
		% ge of Achievement										
		2009	Planned	1,000	2,000		500		3,000			
Achieved	0		0		1,232		0					
% ge of Achievement		0	0		246.4		0					
20	6271 (Local Training)	2007	Planned	4,000		20,000	20,000	6,054				12,000
			Achieved	0		0	14,962	5,914				7,400
		% ge of Achievement		0		0	74.81	97.69				61.67
		2008	Planned									
			Achieved									
		% ge of Achievement										
		2009	Planned		5,000		20,036					
Achieved			0		2,886						28,000	
% ge of Achievement			0		14.40						112	
21	6313 (Permanent Office Supplies)	2007	Planned	11,500		40,000	63,000	24,216				6,000
			Achieved	3,001		0	25,159	705				1,600
		% ge of Achievement		26.10		0.00	39.93	2.91				26.67
		2008	Planned									
			Achieved									
		% ge of Achievement										
		2009	Planned	12,000	20,000				18,000			
Achieved	6,242		32,703				38,840					
% ge of Achievement		52.02	163.52				215.78					

S.N.	Expenditure	Fiscal Years (EC)	Planned & Achieved	Town Names									
				Doba	Mesela	Kuni	Boke	Bordodie	Kemona	Rimetti	Teyfie	Cheleleka	
22	6324 (Basic Infrastructure Construction)	2007	Planned				725,550	200,198				747,156	
			Achieved				359,431	80,472				132,585	
		% ge of Achievement					49.539108	40.196206				17.74529	
		2008	Planned										
			Achieved										
		% ge of Achievement											
		2009	Planned	285,095	407,000					300,000			245,395
Achieved	65,000		216,109					53,977			6,882		
% ge of Achievement		22.799418	53.098034					17.992333			2.8044581		
23	6416 (Compensation Payments)	2007	Planned			150,000	370,550						
			Achieved			0	147,908						
		% ge of Achievement				0	39.915801						
		2008	Planned										
			Achieved										
		% ge of Achievement											
		2009	Planned	215,250						60,000			
Achieved	215,250							0					
% ge of Achievement		100						0					

SPSS DATA

Data Used in the SPSS

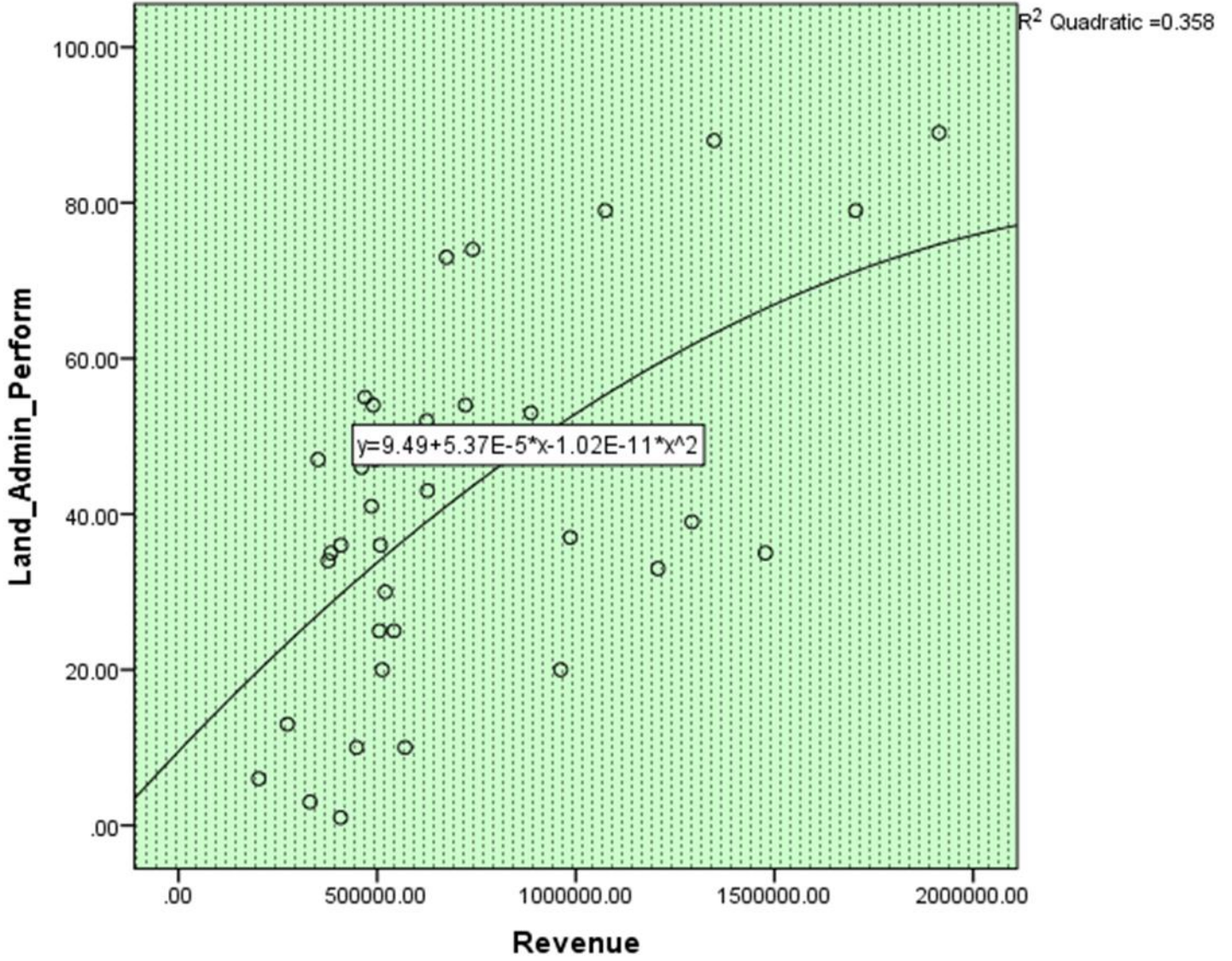


The image displays two screenshots of the SPSS software interface, showing data tables. The left screenshot shows a table with columns 'Revenue', 'Land_Admin_Perform', and 'var' for rows 1-17. The right screenshot shows a similar table for rows 18-36.

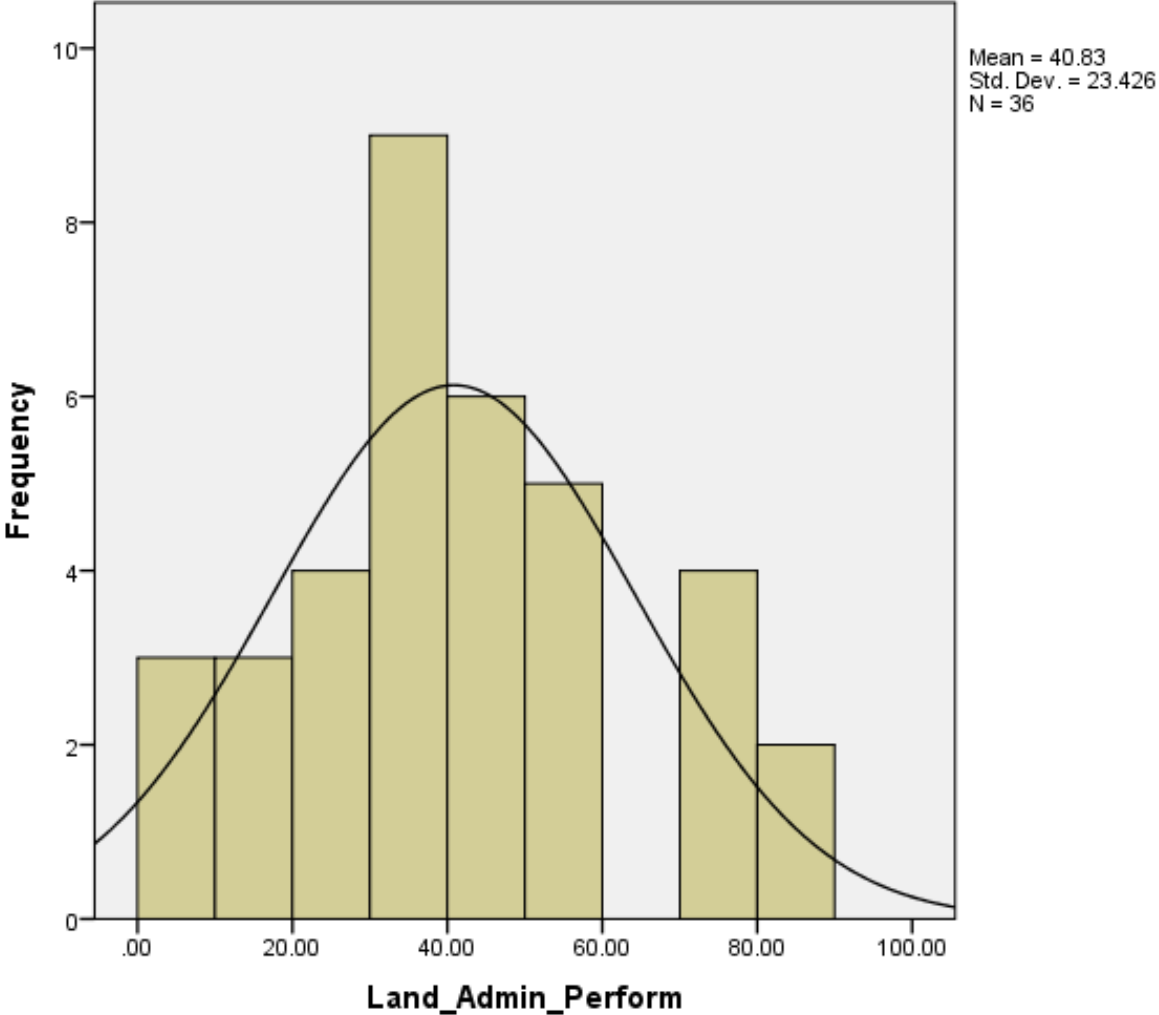
	Revenue	Land_Admin_Perform	var
1	1477128.00	35.00	
2	1914120.00	89.00	
3	1704206.00	79.00	
4	986195.00	37.00	
5	448067.00	10.00	
6	721981.00	54.00	
7	489932.00	54.00	
8	408016.00	1.00	
9	274057.00	13.00	
10	408703.00	36.00	
11	624763.00	52.00	
12	542306.00	25.00	
13	512783.00	20.00	
14	494458.00	47.00	
15	674451.00	73.00	
16	886995.00	53.00	
17	383557.00	35.00	

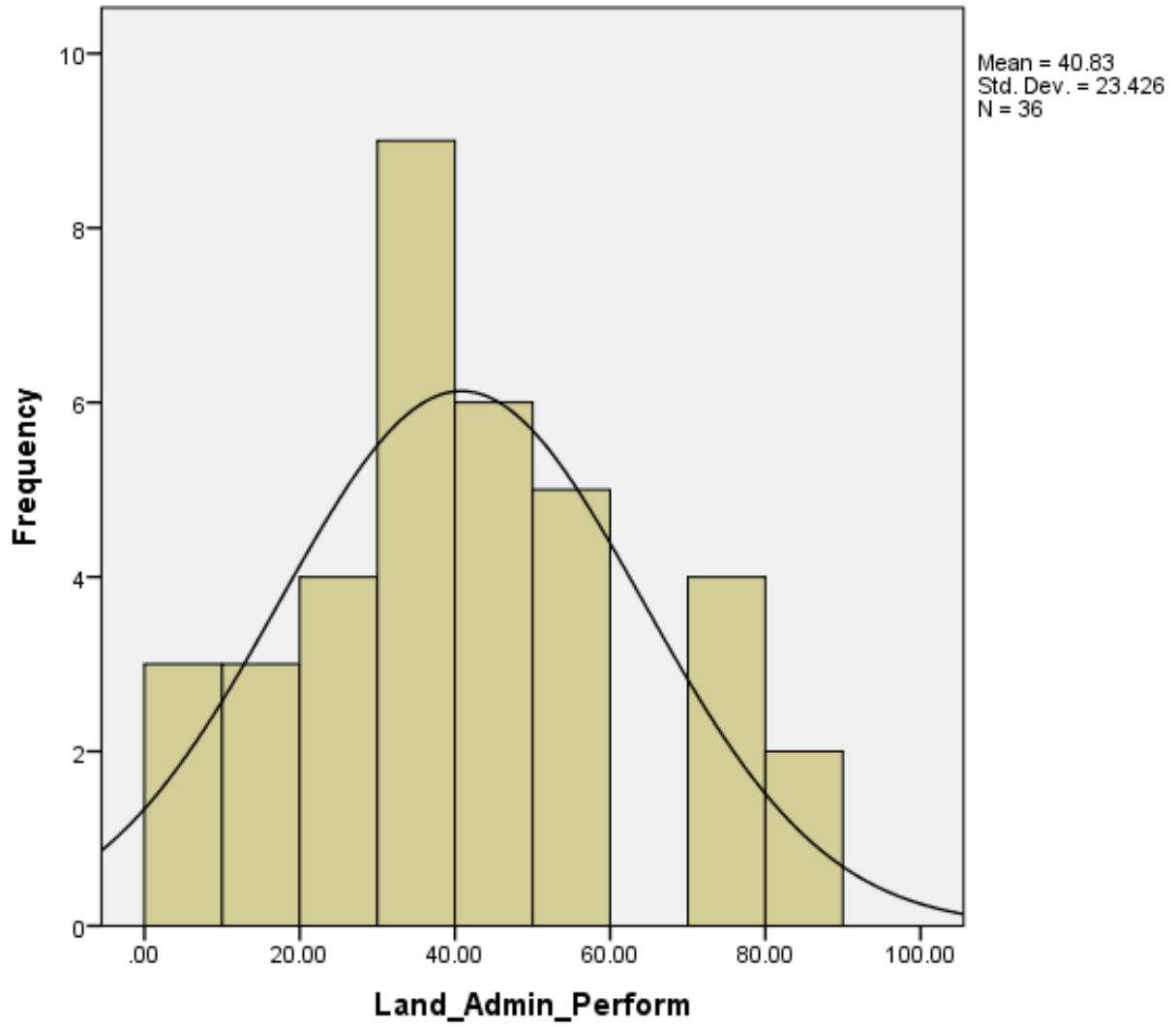
	Revenue	Land_Admin_Perform	va
18	469558.00	55.00	
19	508254.00	36.00	
20	485799.00	41.00	
21	961771.00	20.00	
22	1074081.00	79.00	
23	1347774.00	88.00	
24	1206844.00	33.00	
25	684685.00	48.00	
26	626569.00	43.00	
27	740294.00	74.00	
28	1292462.00	39.00	
29	330927.00	3.00	
30	460591.00	46.00	
31	376806.00	34.00	
32	520344.00	30.00	
33	201914.00	6.00	
34	351325.00	47.00	
35	505392.00	25.00	
36	570000.00	10.00	

Scatterplot

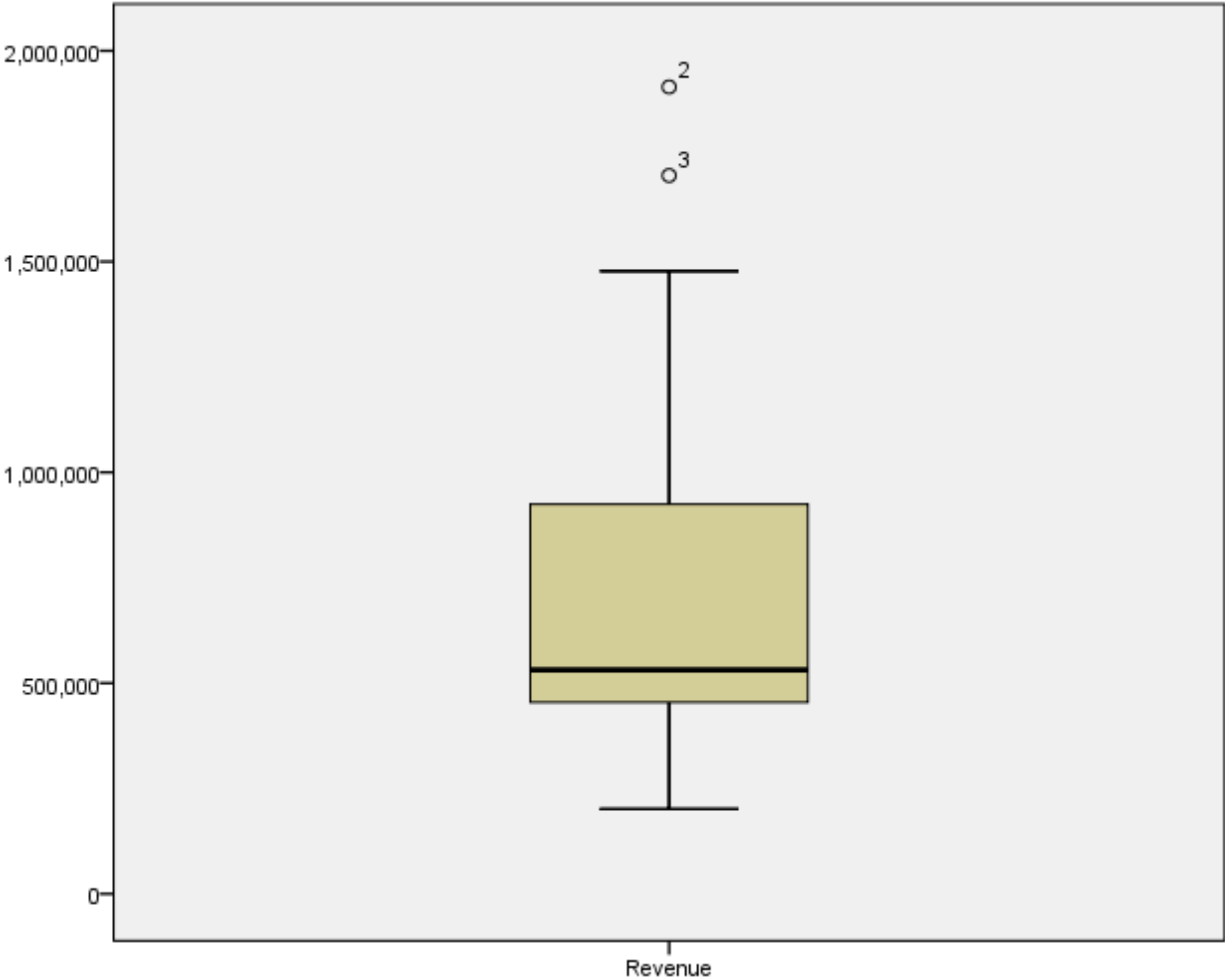


Histogram with Normality Curves





Outliers in the Revenue Data



Descriptives

Descriptives

		Statistic	Std. Error	
Revenue	Mean	712975.2222	69001.76067	
	95% Confidence Interval for Mean	Lower Bound	572894.2008	
		Upper Bound	853056.2436	
	5% Trimmed Mean	678039.0000		
	Median	531325.0000		
	Variance	171404747128.349		
	Std. Deviation	414010.56403		
	Minimum	201914.00		
	Maximum	1.91E+6		
	Range	1712206.00		
	Interquartile Range	491879.00		
	Skewness	1.380	.393	
	Kurtosis	1.300	.768	
	Land_Admin_Perform	Mean	40.8333	3.90431
95% Confidence Interval for Mean		Lower Bound	32.9072	
		Upper Bound	48.7595	
5% Trimmed Mean		40.3457		
Median		38.0000		
Variance		548.771		
Std. Deviation		23.42587		
Minimum		1.00		
Maximum		89.00		
Range		88.00		
Interquartile Range		28.75		
Skewness		.331	.393	
Kurtosis		-.350	.768	